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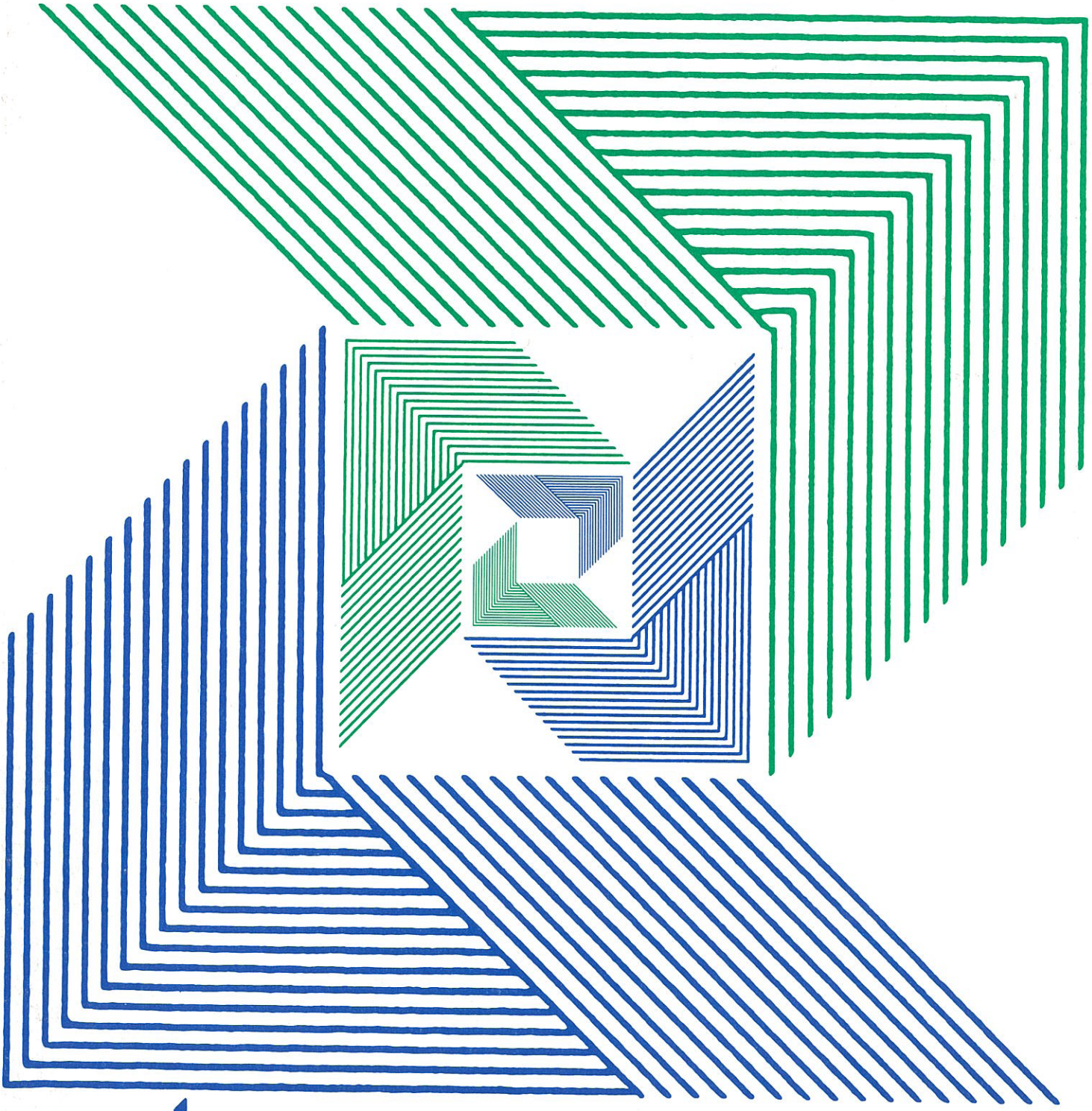
# A STUDY OF THE LIBRARY SYSTEM OF THE DEPARTMENT OF EDUCATION

A REPORT TO THE LEGISLATURE OF THE STATE OF HAWAII



SUBMITTED BY THE LEGISLATIVE AUDITOR OF THE STATE OF HAWAII

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1. Conducting examinations and tests of state agencies' planning, programming, and budgeting processes to determine the quality of these processes and thus the pertinence of the actions requested of the legislature by these agencies.
2. Conducting examinations and tests of state agencies' implementation processes to determine whether the laws, policies, and programs of the State are being carried out in an effective, efficient and economical manner.
3. Conducting systematic and periodic examinations of all financial statements prepared by and for all state and county agencies to attest to their substantial accuracy and reliability.
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A Report to the Legislature of the State of Hawaii

Submitted by the
Legislative Auditor of the State of Hawaii

Special Report No. 77–2
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## FOREWORD

In its 1909 session, the Legislature of the Territory of Hawaii set out to create a library system which would reach residents throughout the Hawaiian Islands. Thereafter, administration of library service was shifted from the territorial government to the government of the four counties, then in 1959 to the newly created state government. Throughout this 68-year history, the goal of library programs remained much the same: to make library services available to everyone, and to distribute the resources as equally as possible.

Hawaii has progressed toward that goal, but in spite of administrative centralization of all library services in the department of education since 1959, it has yet to be achieved.

In important ways, public libraries have gone in one direction, while school libraries have gone in another. There has been much debate on the roles and job benefits of their respective librarians, as well as their respective modes of operation. These and other related issues constitute the focus of this study.

Our findings and recommendations are being published at a time of renewed public dialogue on the goals and organizational patterns of libraries. We hope that this study will not only contribute to a better understanding of the problems and needs of Hawaii's library system but also suggest some ways in which its objectives can be realized.

Clinton T. Tanimura
Legislative Auditor
State of Hawaii

February 1977

# PART I

# INTRODUCTION

# Chapter 1

## INTRODUCTION

This study of the library system of the department of education was conducted in response to legislative interest and concern over the organization and management of school and public libraries. In requesting the study, the legislature observed that there appeared to be personnel and management problems in the library system, and it stressed the need to improve management and to more clearly define the roles of school and public libraries.

### Objectives of the Study

The objectives of the study were:

- To determine whether the State's library program is being carried out efficiently and effectively.
- To recommend changes resulting in better management of the state library system.

### Scope of the Study

We examined the department of education's organization for the delivery of library services, focusing on the office of library services, which has responsibility for these services.[1] We also studied school-level operations, of which school libraries are a part.

### Organization of the Study

This study is presented in two parts.

Part I is composed of three chapters. Chapter 1 is the introduction. Chapter 2 describes library development in Hawaii. Chapter 3 describes the conceptual framework for the study.

Part II presents study findings and recommendations. Three chapters of this part treat the major categories of libraries within the state system. These are school libraries, chapter 5; community/school libraries, chapter 6; and regional libraries and the state resource library, chapter 7. Chapter 8 covers certain personnel issues. Chapter 9 explores the issue of keeping libraries in the department of education and comments briefly on other proposals for reorganization. Chapter 10 concludes the report with a summary of this study.

[1]The study was initiated in 1972, but it was suspended in 1973 when the State's fiscal crisis forced severe cutbacks in DOE's office of library services. We believe that those conditions precluded a fair evaluation of statewide library services. The study was resumed in 1975, and it has been updated to reflect current library operations.

## Chapter 2

# DEVELOPMENT OF LIBRARY SERVICES IN HAWAII

Many of the issues of this study flow from the legal and administrative history of library development in Hawaii. In broad outline, the most pertinent history is this: Hawaii libraries began as a single, integrated system; underwent a series of changes resulting in fragmentation of administration and service; and, since statehood, have been reunified into a single system in theory, but not in practice. In this chapter, we discuss the origins, development, and current organization of the library systems.

### Origins

The impetus for Hawaii public libraries was the promise of a gift to the Territory by industrialist Andrew Carnegie. Because Carnegie funds were only granted to publicly supported libraries, the 1909 legislature established library services as a territorial responsibility, qualifying Hawaii for a $100,000 Carnegie grant for a library building. Accessibility and comprehensiveness were original goals of the program. The 1909 act charged trustees to place "the Library within reach of all residents throughout the Territory and particularly of all private and public school children; . . . ."[1]

In 1913, the library of Hawaii opened for service in Honolulu and immediately developed an extension service. A traveling library system was created to serve every part of the Territory through 12 stations on the neighbor islands. By 1915 the library had established the islands department and recruited a professional librarian to operate this extension service.[2] By 1920 the islands department had 254 stations in 107 schools, 79 "home libraries," and 68 "community libraries" on the islands of Hawaii, Kauai, Lanai, Maui, Molokai, Oahu, and even on Midway.[3]

**The county library law.** The library of Hawaii's unified territorywide service was significantly fragmented in 1921 with the adoption of a county library law. Four separate county libraries were organized and placed under the authority of library managing boards in each county. However, the territorial government continued to be responsible for their financial support.[4]

The library of Hawaii became the library of the city and county of Honolulu, although for several years its islands department, renamed the stations department, served the interlibrary loan requests of the county libraries, ". . . thereby supplementing the resources of county headquarters, and enabling them to give a more

[1] Act 83, SLH 1909.

[2] Library of Hawaii, *Report of the Library of Hawaii for Six Years 1913–1918*, p. 11.

[3] Library of Hawaii, *Report of the Library of Hawaii 1919–1920*, p. 18.

[4] Act 63, SLH 1921.

complete book service in their counties."[5] The library of Hawaii also compiled a union catalog of adult nonfiction in the county collections to coordinate interlibrary loans between the neighbor island counties. As the county collections became more adequate, the library of Hawaii reduced its territorial leadership activities.

**School library services.** After the library of Hawaii was established, it served students through extension stations in schools. In addition to the boys' and girls' collection in the main library, by 1928 the library operated 86 children's collections.[6] The reports of the library of Hawaii noted a heavy demand for children's books in the schools and a growing recognition of the value of school libraries. Experimental branches staffed by teacher librarians were established in several schools. By the late 1920's, the library of Hawaii had shifted from the direct provision of school services to encouraging independent libraries in schools.

A school library worker within the stations department was assigned the responsibility of assisting in the development of school libraries. However, the library of Hawaii continued to provide direct loan collections and, later, bookmobile services to schools which did not have adequate library services of their own.

Otherwise, the development of school libraries became largely dependent on the initiative of individual librarians attached to the schools and the interest of individual school principals. Surveys conducted in 1929 and 1954 reported wide disparities among school libraries in staffing, collections, and facilities, reflecting the varying priorities of principals.[7] The territorial legislature began appropriating funds for school library books in 1907, but there appears to have been little systemwide direction of school library services until 1959. In that year, the position of director of library services was created in the department of public instruction.

Although school librarians remained under the line authority of their principals, the director of library services gave them professional support, coordinated their work, and acted as advocate for school libraries at the departmental level. The director's most significant functions seem to have been evaluating school library needs and formulating statewide budget requests for the school libraries.[8] In addition to the traditional enrollment-based allocations for school libraries, certain schools began to receive supplemental funds to upgrade their inadequate collections. In 1959, Hawaii had 122 public school librarians and 225 public schools.[9] Since then, the number of schools has remained fairly constant, while the number of librarians has almost doubled. Today there are 227.5 positions for school librarians.

**National Trends**

From the 1930's forward, there was a strong national trend toward equalizing

[5]Library of Hawaii, *Report of the Library of Hawaii 1921–1922*, p. 19.

[6]Library of Hawaii, *Report of the Library of Hawaii 1927–1928*, pp. 14–15.

[7]Cynthia B. Geiser, *A Survey of the Junior and Senior High School Libraries of Hawaii.* A thesis submitted to the faculty of the university of Hawaii in partial fulfillment of the requirements for the degree of Master of Arts, 1929. Geiser's survey of Hawaii's 17 public secondary schools showed that their collections ranged from 1.1 to 8.2 volumes per pupil; facility capacity measured in pupils per seat varied from 6.2–75.0.

*Hawaii Library Association Journal*, April 1954. A survey of 47 public school libraries on Oahu stated that school library collections varied widely in size with little relation to size of school. Collections in many rural schools were judged "hopelessly below" standard.

[8]The director of library services, later known as the director of the school libraries and instructional materials branch, formulated school library budget requests prior to 1969. Subsequently, school principals became responsible for budgeting for their libraries. Although the school libraries and instructional materials branch continued to make evaluations of school library budget needs, these had the status of recommendations only.

[9]Mary H. Mahar, *State Department of Education, Responsibilities for School Libraries* (Washington, D.C.: 1960) pp. 6–7.

opportunity through administrative centralization of government service. In the field of libraries, this trend found expression in such landmark studies as Carleton Joeckel's *Government of the American Public Library,*[10] and Robert Leigh's *The Public Library in the United States,*[11] both of which advocated integrating small, localized libraries into larger, cooperating systems, with the goal of high-quality, comprehensive service distributed as equally as possible for the entire population.

Leigh, in his study of American public libraries, stressed that many Americans were without access to adequate library services, living in localities either too small or too poor to support comprehensive libraries. Leigh advocated organizing regional, state, interstate, and even national library networks to reduce inequalities. Joeckel believed that "disunited small units" could not achieve the goal of equalizing opportunity for all library users. Joeckel envisioned larger library systems which would have a number of advantages: shared, broad book collections available to all residents of the system's service area "on equal terms," "technical processes administered in a uniform manner throughout the system," and specialized personnel who could provide staff support to an entire system.

The Federal Library Services and Construction Act, first passed in 1956, reinforced this direction, assisting states in extending library services and promoting interlibrary cooperation.

**Development of the State Library System**

The plan of organization for libraries which was adopted upon statehood was a statewide library system. By the Government Reorganization Act of 1959, the library of Hawaii and the county libraries of Hawaii, Maui, and Kauai were transferred to the department of education (DOE). The Joint Legislative Committee on Government Reorganization recommended that "the separate libraries be integrated into a state library system" and placed in DOE. According to the committee, placing the libraries in DOE would facilitate coordination and cooperation between school and public libraries.[12]

The 1961 *Report on Survey of Organization Structure* recommended that "the state move forward towards the development of an integrated and balanced library program for the entire state." The report said that DOE was the only logical department for the public libraries because "irrespective of whether a given library is located in a school or is a separate unit of the public system of libraries . . . the basic missions and goals of both are very similar."[13]

In 1963, the governor appointed a seven-member committee on state library resources to make recommendations on developing the "total library resources of the State" and "clear paths for more productive cooperation among the State-supported libraries." The committee made its report in 1965. Its principal recommendation was that "Hawaii develop a coordinated statewide library system" to "encourage specific agreements for the cooperative building and use of collections" and to "foster orderly development of total reference resources." The committee explained, "With the governmental reorganization following statehood centralizing responsibility for public libraries under the Department of Education, and with the appointment of a state

[10] Carleton B. Joeckel, *The Government of the American Public Library* (University of Chicago Press, Chicago: 1935) p. 339.

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

[12] 1959 Joint Legislative Committee on Government Reorganization, *Organization of the Hawaii State Government,* August 31, 1959, pp. III-A-4 – III-A-5.

[13] Booz, Allen and Hamilton, *Report on Survey of Organization Structure,* February 15, 1961, p. 122.

librarian, the opportunity and means to develop a coordinated state library system now exist."[14]

A new state librarian was appointed as assistant superintendent of DOE in July 1964. In 1965, on the recommendation of the state librarian, the board of education transferred the division of school libraries and instructional materials from the office of curriculum, instruction, and guidance to the office of library services. This was an attempt to achieve "maximum coordination of school, public and state library services."[15]

A plan for statewide library development, entitled *Planning for Libraries in Hawaii,* was adopted by the board of education in 1968.[16] In 1969, the board adopted the *Master Plan for Public Education in Hawaii.*[17] Both of these documents further advanced Hawaii's commitment to implementing a statewide system.

A 1969 national survey of public library systems, conducted by Nelson Associates at the request of the American Library Association, praised Hawaii's systems approach. "The newly constituted structure of the Hawaii State Library System stands alone in the nation as a daring innovative experiment in centralization," it said. "The Hawaii State Library System has set its sights high, and its development will be watched with interest by other states with similar problems of size and uneven distribution of population and wealth."[18]

## Current Organization

Currently, libraries are funded by the legislature and guided by policies of the elected board of education, which is empowered by the State Constitution to formulate policy in accordance with law for all education programs. The library segment of DOE is the office of library services (OLS).

Like other state-level DOE offices, OLS is composed of branches, sections, and units, in that descending order. Under the plan of organization adopted in 1974, there are six branches in OLS. The branches and their respective functions are:

- *administrative services branch:* fiscal control and facility planning, maintenance, and security.
- *centralized processing center:* consolidated ordering, cataloging, preparation, and bindery services for public and school libraries;
- *state library branch:* maintenance of the basic resource collection for the statewide library system and interlibrary loan coordination;
- *public library branch:* operation of regional, community, and community/school libraries;
- *school libraries and instructional materials branch:* consultative services for school library programs and facilities; evaluation, acquisition, and distribution of instructional materials; and
- *technical assistance center:* printing, graphic arts, media production and duplication, media equipment maintenance, inservice training, and library facility planning.

[14]Governor's Committee on State Library Resources, *State Library Services,* June 1, 1965, p. 8.

[15]James R. Hunt, "Some Thoughts Towards Administration of School Libraries Within the Office of the Assistant Superintendent for Library Services," *Hawaii Library Journal,* August 1965.

[16]DOE, OLS, *Planning for Libraries in Hawaii,* 1968.

[17]DOE, *Master Plan for Public Education in Hawaii,* September 1969.

[18]Nelson Associates, *Public Library Systems in the United States,* American Library Association, (Chicago: 1969) pp. 60–61.

Of the six branches, only the state library branch and the public library branch have operational responsibilities for direct library services to the general public. All the other branches furnish consultative and supportive services to public and school libraries.[19]

Although the 1974 plan of organization is the officially approved plan, there is currently in effect, on a trial basis, an interim reorganization for the period June 1976 to July 1977. The interim reorganization reduces the number of branches in OLS from six to two. It retitles the state library branch as the Hawaii state library and places it together with the public library branch to form the library services branch. It combines the centralized processing center, the technical assistance center, and the school libraries and instructional materials branch into a support services branch. The administrative services branch is assigned as staff to the state librarian.[20]

As will be repeatedly emphasized in the chapter on school libraries, the libraries of the public schools are not under OLS, unlike all the other public libraries. Instead, operational control of school libraries moves downward directly through the DOE's chain of authority: from the office of superintendent to the district offices and from the district offices to the individual school principals. In essence, school libraries are under the direct control of school principals.

Four advisory bodies also relate to library operations but are not germane to the major focus of this study and, therefore, will not be discussed further. These advisory bodies are (1) the library advisory commissions, representing the four counties in an advisory capacity to the board of education; (2) the district school advisory councils; (3) the federally mandated state advisory council for libraries, appointed by the board of education to review and approve expenditure proposals under the federal Library Services and Construction Act; and (4) the advisory committee for the Elementary and Secondary Education Act (ESEA), Title II, which is responsible for allocating federal funds for school library materials.

[19] DOE, *Proposed Plan of Organization,* September 1974, pp. H-1 – H-34.

[20] Memorandum, dated June 1, 1976, from Charles G. Clark, superintendent of education, to Noboru Yonamine, chairman, board of education.

# Chapter 3

## FRAMEWORK

As indicated in the previous chapter, policymaking since statehood clearly has been aimed at creating an integrated, cohesive system of libraries throughout the State. In this chapter, we discuss the framework for assessing whether such a system exists. Elements of the framework include the official plan for library development, objectives of the library program, library components of the system, and the integration of schools and public libraries as a fundamental concept in a unified library system.

### The Official Plan for Library Development

Policy-level expectation of a unified library system was advanced in the library plan which was initiated in 1965 and adopted in 1968. This library plan continues to be the official plan for libraries in Hawaii today.

It was financed by $90,000 appropriated by the 1965 legislature. Titled *Planning for Libraries in Hawaii,* it was published and adopted by the board of education in 1968. The plan said:

> "Central organization of Hawaii's unique library system provides the opportunity for integration of statewide library functions in a full service organization with tremendous flexibility to serve the people of the State."[1]

This statewide system was intended to maximize equity by delivering consistent levels of service throughout the State. Centralized organization was conceived of as a means of realizing economies of scale. Maximum use of scarce and specialized library resources was to be achieved through operating libraries as a unified system. The 1968 plan explicitly noted the necessity of closely coordinating school and public libraries.

The 1968 plan outlined five major programs for implementing a statewide library system. These were:

1. an overall management program;

2. integrated library services through community, community/school and regional libraries with support from a state resource center;

3. statewide coordination of school and media programs;

4. statewide services of a special nature such as interlibrary loan, services to state agencies and services to the blind and handicapped; and

[1]DOE, OLS, *Planning for Libraries in Hawaii,* 1968, p. 77.

5. integration of all administrative and technical support services to facilitate coordinated planning, supervision, and control; and centralized financial services, business services, and materials processing.[2]

The chart (figure 3.1), submitted to federal authorities by the office of library services as its *Basic State Plan,* depicts the State's structure for the delivery of library services.

The 1968 plan evolved within the context of national trends toward larger systems and increased resource-sharing. Hawaii was following a national model for efficient and effective library services. This model was seen as a means of coping with increasing costs, expanding information needs and constricted budgets.

The expected benefits of the model included:

- an increase in the range of materials and services available at any individual library branch since all materials in the system were to be pooled and made available on request;
- a reduction in duplication;
- economies realized through consolidated purchasing and centralization; and
- an increase in equity and consistency of service.

**Objectives of the State Library Program**

According to the 1968 plan, the basic objective of the state library system was to "provide comprehensive resources and services to the people of the State of Hawaii, offering good free library service within the reach of every resident of the state . . . ." Specific objectives included assisting continuing education and self-development; strengthening formal instruction, including instruction and guidance in library concepts and skills in the public schools; providing reference and research services, varied materials for recreational and avocational reading, library service to state agencies; achieving effective relations among all libraries, both public library services and school library services; and furthering library cooperation on a Pacific Basin and international basis.[3]

The main criteria for an efficient and effective system can be summarized as providing library services which are:

- comprehensive,
- appropriate,
- accessible,
- equitably distributed, and
- augmented through cooperative effort.

**Library Components of the System**

Implicit in the term "system" is a recognition of various components which are interdependent and interact with one another to form a cohesive, operating whole. To work well, there must be appropriate delegation of authority throughout the entire system, and component parts must be centrally coordinated. Attempts to translate the concept of an integrated system into reality have been pursued through libraries of four types:

1. school libraries,
2. community libraries,
3. regional libraries, and
4. a resource library.

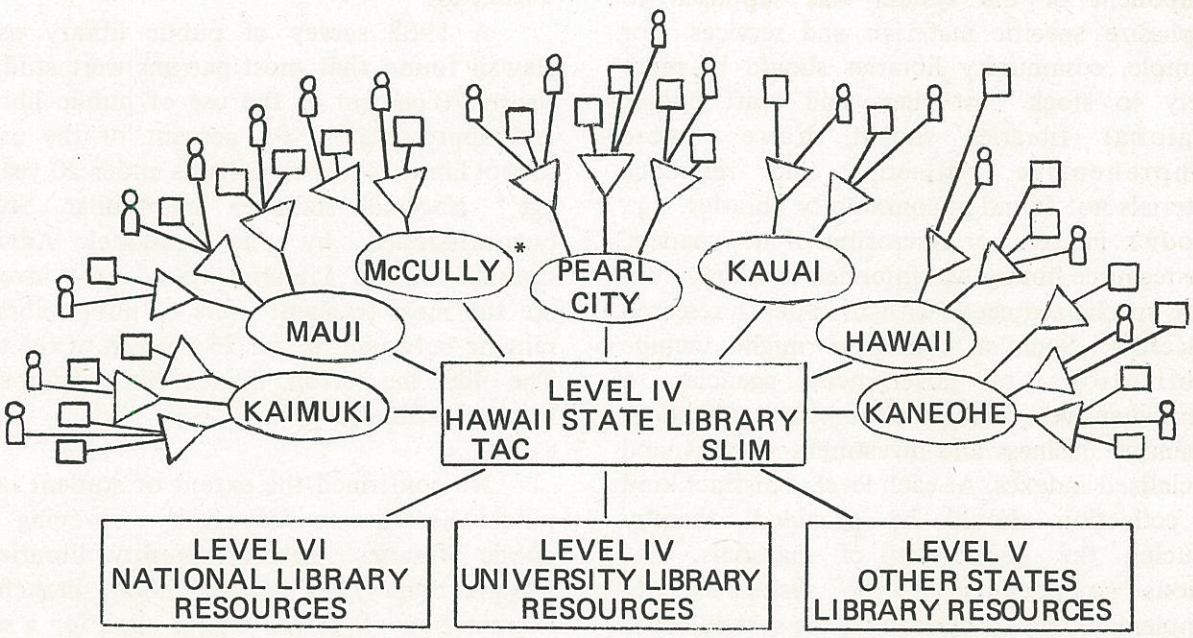
School and community libraries were supposed to work together to supply patrons the materials they most frequently use and demand. In turn, school and community libraries were to rely on regional libraries for more

[2] *Ibid.*, Exhibit XXII.

[3] *Ibid.*, Exhibit XXI.

Figure 3.1

**THE STRUCTURE OF THE COOPERATIVE SYSTEMS IN HAWAII FOR A TOTAL UNIFIED INTEGRATED STATEWIDE MEDIA DELIVERY NETWORK**




THROUGHOUT the State, readers will have acess to full public library services at these levels of operation.

PATRONS (Users) { teachers, students, general users

SCHOOL LIBRARIES, LEVEL I

THE COMMUNITY LIBRARY, LEVEL II – to meet the most frequent needs of library users with general reference resources and basic collections of classic and current reading material in subjects of general interest to all ages. School libraries will request appropriate materials from community libraries.

THE REGIONAL LIBRARY, LEVEL III – to provide higher levels of information, references, and bibliographical resources, and more comprehensive collections of both general and specialized interest. (Six existing libraries with strong collections are designated as regional libraries and one is being constructed.)

THE RESEARCH LIBRARY, LEVEL IV – to provide highly specialized research materials and extensive collections of indexes, abstracting services, back files of periodicals, microfilm materials, and government documents. (The Hawaii State Library serves as the research library for Hawaii).

RESOURCES SERVING A GROUP OF STATES, LEVEL V.

RESOURCES SERVING NATION, LEVEL VI.

*McCully was never officially implemented as a regional library.

DOE, OLS, *Basic State Plan, State Federal Agreement, Library Services and Construction Act, as Amended,* (PL91–600), May 25, 1971, p. 10.

comprehensive and specialized materials and services. Regional libraries were to rely on the state resource library for highly specialized, expensive resource materials and services. Each component of the system was supposed to emphasize specific materials and services. For example, community libraries should be more likely to stock best-sellers and craft books. Regional libraries should have more comprehensive collections and reference materials not found in community libraries, e.g., *Moody's* indexes, or microfilms of newspapers. The resource library was intended to satisfy even more specialized needs with an in-depth research collection. Such a collection might include publications of government agencies, a comprehensive federal documents collection, expensive business and investment services, and specialized indexes. At each level, a distinct kind of collection should be provided, thereby reducing the duplication of materials. The various components of the system should complement each other so that the system could offer a comprehensive range of materials and services.

**Integration Between School and Public Libraries**

The *integrated* system was intended to bring together school and public libraries and break down barriers to cooperative activity. Its aim was consumer-oriented services. The needs of the patron were to be paramount and to be responded to as a whole. By sheer numbers of clientele, the most important segment is students: the library needs of students were not to be considered divisible into school needs or public needs. Instead, the system was supposed to have been structured so it could respond to the needs of all patrons and to provide one-stop service insofar as possible.

A 1967 survey of public library use in Hawaii found that most patrons were students. Nearly 70 percent of the use of public libraries and approximately 97 percent of the use of school libraries was by persons under 20 years of age.[4] National statistics are similar. Studies commissioned by the National Advisory Commission on Libraries found that juveniles are the most frequent users of public libraries, ranging between 50 and 75 percent of the total. The older the person, the less likely he or she is to use the library.[5]

We confirmed the extent of student use of public libraries in Hawaii by surveying four public libraries, two community libraries, a regional library, and the state library branch. An examination of all the charge slips for a single day showed that student users represented 65 percent of the users in the community libraries, 60 percent at the regional library, and 50 percent at the state library branch.

Since the clientele of public and school libraries overlap, the concept of an integrated system for effective service to patrons is a fundamental part of the framework for this study.

[4] *Ibid.*, pp. 44–45, Exhibits XIV, XV.

[5] Douglas M. Knight and E. Shepley Nourse (eds.), *Libraries at Large* (R. R. Bowkes, New York: 1969) p. 63.

# PART II

# FINDINGS AND RECOMMENDATIONS

# Chapter 4

## INTRODUCTION

This part presents our findings and recommendations. It is divided into the following chapters:

- Chapter 5, school libraries,
- Chapter 6, community/school and total media libraries,
- Chapter 7, regional and resource libraries,
- Chapter 8, staffing and personnel management of the state library system,
- Chapter 9, organizational alternatives for libraries, and
- Chapter 10, summary.

Our most fundamental conclusion is that, contrary to state law and policy, the various libraries do not operate as a single *system*. They neither cooperate significantly, nor complement one another, nor share resources in such a way as to distribute library materials equitably throughout the State. Despite the repeated endorsement of system development, there has been a conspicuous lack of initiative and action toward its implementation. There is a large gap between plans and reality in the library program.

While the State has exemplary plans for the orderly development of library services, the department of education (DOE) has failed to translate these broad plans into an appropriate agenda for action. DOE has not made the organizational changes that would lead to a real system. School and public libraries operate side by side within the same department, yet they fail to cooperate and sometimes move in opposing directions.

More specifically, our main findings may be summarized as follows:

1. By state law, the state librarian is supposed to administer school libraries as well as public libraries, but in practice school libraries are individually isolated under the control of their respective school principals. School libraries do not cooperate with one another or work collectively as a subsystem within the broader state system. School library instructional programs vary widely, as do budgets and collections. The bulk of Hawaii's library resources are cloistered in school libraries, unused by students outside an individual school and unused by the general public.

2. Community/school libraries, initiated as a way of economically serving students and the general public in rural communities, were transformed into elaborate total-media experiments. The community/school concept has never been adequately tested or meaningfully evaluated. Some of Hawaii's most sophisticated library resources are virtually unused, isolated in small, rural neighborhoods. The personnel problems of both school and

public libraries are intensified within the community/school libraries.

3. Coordination, leadership, and resource backup for the library system are confused. The regional library system which is supposed to coordinate and lead all libraries within a region has not developed effectively. The state resource library still operates mainly as an oversized public library, and it inappropriately exercises systemwide leadership. This occurs even as it fails to pursue its main task, developing as a resource library.

4. Much of the controversy surrounding libraries arises from the existence of separate personnel systems for public and school librarians. Although school librarians contend that they perform a unique instructional role, they spend much of their time operating school library facilities instead of providing instruction. There is, nonetheless, a need for a library instruction program, which should be provided by school librarians. However, responsibility for the administration of school library facilities should be transferred to the public library system.

5. Although there are several recommendations extant on placing libraries in some department other than DOE, we do not think the problem is essentially one of placement, but of management. In fact, there are compelling reasons for the libraries to remain within DOE.

# Chapter 5

## SCHOOL LIBRARIES

School libraries are, in number and size, the largest component of the library system. This component also has the most problems. Most of these problems relate to the fact that school libraries are structured, in practice, if not in theory, much as they were in the late 1920's, when they became independent of the territorial library system and fell under the control of the school principals.

### Summary of Findings

Our findings are:

1. Although by law the state librarian is responsible for administering school libraries, in practice control is exercised by principals at the school level. Because of this fragmentation of authority, there is no significant cooperation among school libraries nor do school libraries operate as a subsystem of a wider system.

2. There is no agreed-upon program by which school librarians instruct students in locating information. Services offered by school librarians vary widely from school to school.

3. The budgets of school libraries vary widely from school to school.

4. There are large disparities in the size and quality of school library collections.

5. The bulk of Hawaii's library resources are in school libraries, but, by hours and mode of operation, the public is excluded in most cases, resulting in a serious underutilization of state resources.

6. There is a lack of resource-sharing and cooperation among school libraries and likewise between school libraries and other library components of the state system. As a result, students are deprived of enormous portions of the state library system's resources.

7. There is a lack of communication between school libraries and public libraries regarding demands which classroom activities are likely to make on public libraries.

### Control of School Libraries is Fragmented

The department of education (DOE), one of 17 executive departments of the State, is organized into three levels: the state office, the districts, and the schools.

The state office, with the exception of the office of library services (OLS), performs staff functions for the superintendent. In other words, the state office usually provides support to the superintendent but does not directly supervise lower levels of the organization. OLS differs from the other parts of the state office in

that OLS has line or operational authority over public libraries.

However, school libraries and school librarians are considered a part of the school unit and, as such, they fall under the authority of the individual school principals. Budgets for school libraries are allocated by the principals, and each school's library budget and program are determined by the librarian and the principal of that school.

This division of authority is entirely contrary to what the legislature believed it was achieving when, in 1969, it created a single administration for both school and public libraries.

A committee report on the state librarian position said:

> "The Superintendent of Education testified that the State Librarian is responsible for administering both the public library and school library programs, as well as the office of library services which provides staff services to all libraries within the Department of Education. This combination of line-staff function increases the responsibilities and duties of the State Librarian."[1]

By statute, the 1969 legislature specified a single administration for both school and public libraries:

> "The state librarian, under the direction of the superintendent of education shall be responsible for the operation of all school and public libraries within the State."[2]

Contrary to this law, the state librarian has not been given line authority over school libraries or school librarians. The role is advisory.

As a consequence, no unified authority is exerted over school libraries. School libraries are not a system in themselves, nor do they function as a subsystem of the statewide system. There is no statewide planning for school libraries, nor is there control over school library programs and the distribution of school library resources. Under such circumstances, integration of the school libraries with other components is impossible.

**Instruction in Library Use Varies Widely**

Instruction provided by school librarians to students varies widely. As noted earlier, each school's library program is determined and implemented by the school librarian under the authority of the principal. The legislative auditor's management audit of DOE pointed to many deficiencies in curriculum management, among them a lack of program objectives, lack of criteria to measure attainment, and fragmentation and inequalities resulting from the absence of statewide standards.[3] These same deficiencies exist in school library programs. Although school librarians are instructional faculty, they do not have approved curriculum guides by which they teach library skills to school students. The 1976–77 list of authorized courses for intermediate and high school students does not contain any courses on library skills. The only exception is a school service course which teaches students to catalog and shelve library books, tasks which are separate from learning how to use a library.[4]

In the absence of a statewide program, there is no consistency in instruction offered to

[1] Standing Committee Report No. 243, re: House Bill 335, 1969.

[2] Section 312–2.1, HRS.

[3] State Office of the Legislative Auditor, *Management Audit of the Department of Education*, February 1973, Part IV.

[4] DOE, Office of Instructional Services, *Authorized Courses and Code Numbers 1976–1977*, December 1975.

students by the school librarians. For example, among the school librarians we interviewed, the number of library orientation sessions given students ranged from one at Hanalei elementary to 160 at Wheeler elementary during 1974–75. Similarily, a wide range was found for the number of book talks and the number of classes in reference skills. Some school librarians emphasized orientation sessions, while others emphasized book talks or the teaching of reference skills. The school librarian at Jefferson elementary offered relatively few orientation sessions, but she gave 570 classes in reference skills during the 1974–75 school year. The librarian at De Silva elementary provided classes in reference skills only on request, but she gave 114 book talks. Differences in the number of sessions and activities emphasized were also evident in the intermediate and high schools. Roosevelt high emphasized orientation sessions, while Nanakuli high and intermediate emphasized reference skills classes. These indicators point to serious disparities in the learning opportunities offered to students. The present activities are haphazard and inequitable. Students transferring from one school to another within the State have little opportunity to develop their library skills systematically.

**School Library Budgets Have Declined**

For a time prior to 1969, school library budgets were allocated through OLS. Since then, budgeting for school libraries has been a district-level and school-level responsibility. Decentralization of budgeting responsibility for school libraries has resulted in large variations in the amount of money made available to individual school libraries, even those within the same school district.

The total amount spent on school library books also has declined significantly during the post-1969 period of decentralization, as can be seen in figure 5.1. Prior to 1969, school library budgets exceeded public library budgets, but the current budget for public libraries is nearly three times the amount divided among the many school libraries.

Times of austerity have been particularly drastic for school libraries. Note that in 1973–74, under the State's austerity program, school library budgets totaled only $147,000. Eleven school libraries received no funds at all. Even today, school libraries have not recovered. They are receiving only 55 percent of what they received ten years ago from OLS.

**School Library Budgets Vary Widely**

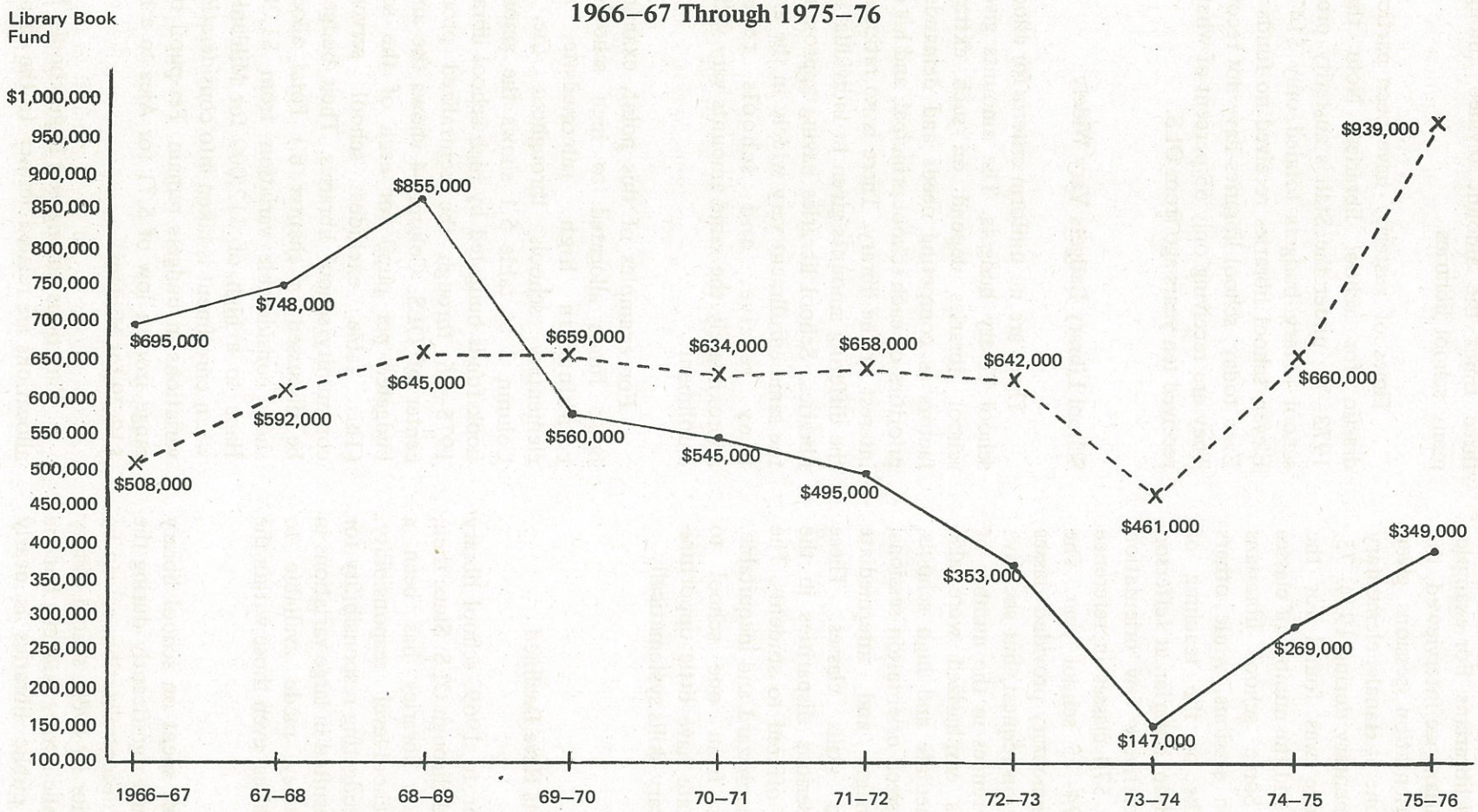
There are no uniform criteria for allocating school library budgets. The amounts given to school libraries depend on such extraneous factors as competing needs and demands, the priorities of each school principal, and his or her interest in the library. There is no rationale for the differing amounts given to individual school libraries. School libraries having approximately the same enrollment vary widely in the amount they receive, and schools receiving approximately the same amounts vary widely in enrollment.

For examples of this point, examine the book funds allocated to high schools and combination high, intermediate, and/or elementary schools throughout the State. Column 3 of table 5.1 shows the amount of book funds budgeted by high school libraries in 1975–76 through the centralized processing center of OLS. Column 4 shows the amounts budgeted per pupil for each of the schools. (This table excludes school served by community/school libraries. Their budgets will be discussed in chapter 6.) Total allocations show considerable variation—from $1,200 for Hana to a high of $12,000 for Mililani. Even when enrollment is taken into consideration, the variations in budgets remain. Per-pupil budgets range from a low of $.71 for Aiea to a high of $13.29 for Mililani.

**Variations among new high schools.** Budget allocations are related neither to the enrollment

## Figure 5.1

### School and Public Library Book Budgets 1966–67 Through 1975–76




Legend: School library book budgets.
Public library book budgets.

Note: Figures are rounded. They do not include funds to be expended through direct purchase orders outside of CPC.

Sources: Letter, dated March 6, 1974, from Teichiro Hirata, superintendent of education, to Senator Nadao Yoshinaga, chairman, senate ways and means committee.
Letters, dated August 21, 1975 and November 1, 1976, from Takashi Akimoto, DOE, OLS, centralized processing center.
DOE, OLS, Centralized Processing Center, "Funds for School Library Books and Encyclopedias to Be Processed Through CPC," 1974–75, 1975–76.

**Table 5.1**

**High School Library Book Budgets, 1975–76**

| | Grades (1) | Enrollment (2) | Budgets (3) | Per pupil Expenditures (4) |
|---|---|---|---|---|
| *Honolulu* | | | | |
| Farrington | 10–12 | 2,656 | $ 5,750 | $ 2.16 |
| Kaimuki | 10–12 | 1,918 | 2,300 | 1.20 |
| Kaiser | 9–12 | 1,539 | 3,200 | 2.08 |
| Kalani | 10–12 | 1,969 | 2,400 | 1.22 |
| McKinley | 10–12 | 2,512 | 4,000 | 1.66 |
| Roosevelt | 10–12 | 1,698 | 3,717 | 2.19 |
| *Central* | | | | |
| Aiea | 9–12 | 1,961 | 1,400 | .71 |
| Leilehua | 9–12 | 2,544 | 5,000 | 1.97 |
| Mililani | 9–11 | 903 | 12,000 | 13.29 |
| Moanalua | 9–12 | 837 | 1,500 | 1.79 |
| Radford | 9–12 | 2,413 | 5,000 | 2.07 |
| Waialua | 7–12 | 1,091 | 1,500 | 1.37 |
| *Leeward* | | | | |
| Nanakuli | 7–12 | 1,391 | 6,250 | 4.49 |
| Pearl City | 9–12 | 2,431 | 10,360 | 4.26 |
| Waianae | 9–12 | 1,579 | 3,600 | 2.28 |
| Waipahu | 9–12 | 2,092 | 5,000 | 2.39 |
| *Windward* | | | | |
| Castle | 9–12 | 2,740 | 6,000 | 2.19 |
| Kailua | 9–12 | 2,522 | 2,000 | .79 |
| Kalaheo | 7–11 | 1,635 | 6,100 | 3.73 |
| *Hawaii* | | | | |
| Hilo | 10–12 | 2,014 | 7,500 | 3.72 |
| Honokaa | K–12 | 1,064 | 3,200 | 3.01 |
| Kohala | K–12 | 870 | 2,500 | 2.87 |
| Konawaena | 7–12 | 1,215 | 2,800 | 2.30 |
| *Maui* | | | | |
| Baldwin | 9–12 | 1,248 | 3,000 | 2.40 |
| Hana | K–12 | 293 | 1,200 | 4.10 |
| Lahainaluna | 9–12 | 656 | 3,000 | 4.57 |
| Maui | 9–12 | 1,391 | 3,450 | 2.48 |
| Molokai | 7–12 | 725 | 1,675 | 2.31 |
| *Kauai* | | | | |
| Kapaa | 7–12 | 1,104 | 2,558 | 2.32 |
| Kauai | 7–12 | 1,320 | 4,000 | 3.03 |
| Waimea | 7–12 | 943 | 3,068 | 3.25 |

Sources: DOE, Office of the Superintendent, *1975–1976 Directory*, January 1976.

DOE, OLS, Centralized Processing Center, "Funds for School Library Books and Encyclopedias to Be Processed Through CPC, 1975–76."

of each school nor to the more particular needs of the school library. For example, Kaiser, Moanaloa, Mililani, and Pearl City are relatively new high schools. Their library collections are small compared to those of other high schools and all their collections need to be developed. There have been significant differences in the book budgets furnished to each of these new schools over the past three years (see table 5.2).

**Table 5.2**

**Library Book Funds for Four New High Schools**

| | Enrollment 1975–1976 | No. of books as of 12/75 | Budgets 1973–1974 | 1974–1975 | 1975–1976 |
|---|---|---|---|---|---|
| Kaiser | 1,539 | 3,606 | $2,000 | $2,000 | $ 3,200 |
| Mililani | 903 | 3,623 | 1,500 | 5,000 | 12,000 |
| Moanalua | 837 | 2,797 | 0 | 990 | 1,500 |
| Pearl City | 2,431 | 6,175 | 2,000 | 5,500 | 10,360 |

Sources: DOE, OLS, School Libraries and Instructional Materials Branch, "Inventory Report of School Library Media Resources," December 1975.

DOE, OLS, Centralized Processing Center, "Funds for School Library Books and Encyclopedias to Be Processed Through CPC," 1973-74, 1974-75, 1975-76.

Note that even though both Mililani and Moanalua have comparable enrollments and are in the same school district, Mililani has eight times the current budget of Moanalua and has received more than seven times as much money as Moanalua in the past three years. Similar discrepancies can be seen among the other schools.

**Variations by district.** If the information in table 5.1 is summarized by district, significant variations continue to be apparent.

In table 5.3, observe that the average book budgets for high schools in the neighbor island districts are consistently lower than those for Oahu. The average budget for Maui district is considerably less than half of the budget for the leeward Oahu district. Granted that many high schools on the neighbor islands have smaller enrollments, they are also more isolated, have less ready access to other collections, and therefore need to be more self-sufficient than school libraries in Honolulu. A student at McKinley in Honolulu who is unable to find the materials at the school library can easily go to the Hawaii state library, the McCully-Moiliili

**Table 5.3**

**Variations in Book Budgets for High Schools By District, 1975–76**

| District (1) | Average budget per school (2) | Range of budgets (3) | Range of per pupil budgets (4) |
|---|---|---|---|
| Honolulu | $3,561 | $2,300 – 5,750 | $1.20 – 2.19 |
| Central | 4,400 | 1,400 – 12,000 | 0.71 – 13.29 |
| Leeward | 6,303 | 3,600 – 10,360 | 2.28 – 4.49 |
| Windward | 4,700 | 2,000 – 6,100 | 0.79 – 3.73 |
| Hawaii | 4,000 | 2,500 – 7,500 | 2.30 – 3.72 |
| Maui | 2,465 | 1,200 – 3,450 | 2.31 – 4.57 |
| Kauai | 3,208 | 2,558 – 4,000 | 2.32 – 3.25 |

Source: DOE, OLS, Centralized Processing Center, "Funds for School Library Books and Encyclopedias to Be Processed Through CPC," 1975–76.

branch library, or some other library nearby; but a student at Kohala on the Big Island has to rely either on the materials at Kohala or wait for materials through interlibrary loan.

Wide variations are also found for schools within a single district. In table 5.3, columns 3 and 4 show the range of budgets for high schools and the range of per-pupil budgets in each school district. Some schools in the same district have many times the book budget of other schools. This wide range of budgets for schools in the central district, from a low of $1,400 for Aiea to a high of $12,000 for Mililani, was noted earlier. Other districts also show variations. The Hawaii district has a range of $2,500 to $7,500. These variations cannot be explained on the basis of enrollment since the per-pupil budgets are scattered across a similarly wide range.

## Size and Quality of School Libraries Vary Widely

The absence of an integrated system of school libraries has resulted in wide variations in the size and quality of school library collections. The effect on students is inequitable access to library information.

These variations occur despite the existence of quantitative standards for books, periodicals, and nonprint materials. Although the board of education approved in 1972 the standards set forth in the document; *Goals for School Library Media Programs,*[5] the standards have not been enforced, nor is there a system for enforcing them. Under the current organizational structure and budgeting system, whether a school library meets the standards depends on the individual school principal.

**Book-pupil ratio.** By the simple criterion of a book-to-pupil ratio, there is a wide range in school collections (see table 5.4). It runs from 2.2 books per pupil at Moanalua to 20.8 at Hana. Half of the high schools have 7 or fewer books per student, while state standards call for 15 volumes per student[6] and national standards call for 20 volumes per student.[7]

In 1975, the library services committee of the board of education noted "alarming deficiencies" in school library collections. They stated,

> "If we are to provide equal opportunity for all children in the State of Hawaii . . . we must correct the deficiencies existing in these schools."[8]

**Quality of the collections.** While a minimum book-pupil ratio is useful as a rough indicator of the possible adequacy of school library collections, book-pupil ratios must be

[5]DOE, OLS, School Libraries and Instructional Materials Branch, *Goals for School Library Media Programs: Guidelines for Schools in Hawaii,* December 1972.

[6]*Ibid.*, p. 25.

[7]American Association of School Librarians, *Standards for School Media Programs,* American Library Association (Chicago: 1969).

[8]"A proposal to the Board of Education," attachment I to a letter, dated June 10, 1975, from George S. Adachi, chairman of the library services committee, to Richard Ando, chairman of the board of education.

**Table 5.4**

**High School Library Collections, 1975**

| | No. of library books (1) | Book/ pupil ratios (2) | No. of encyclopedias (3) Pre 1970 | Post 1970 | No. of periodical subscriptions (4) |
|---|---|---|---|---|---|
| *Honolulu* | | | | | |
| Farrington | 20,935 | 7.8 | 4 | 5 | 107 |
| Kaimuki | 16,972 | 8.3 | 3 | 6 | 90 |
| Kaiser | 3,606 | 2.3 | 6 | – | 61 |
| Kalani | 16,715 | 8.4 | 9 | 3 | 119 |
| McKinley | 15,733 | 6.2 | 8 | 10 | 151 |
| Roosevelt | 19,126 | 11.2 | 5 | 4 | 82 |
| *Central* | | | | | |
| Aiea | 12,320 | 6.2 | 7 | 2 | 45 |
| Leilehua | 14,305 | 5.6 | 11 | 3 | 111 |
| Mililani | 3,623 | 4.0 | – | 4 | 51 |
| Moanalua | 2,797 | 2.2 | – | 4 | 113 |
| Radford | 18,710 | 7.7 | 10 | 9 | 114 |
| Waialua | 5,517 | 5.0 | 0 | 2 | 83 |
| *Leeward* | | | | | |
| Nanakuli | 5,688 | 4.0 | 4 | 2 | 60 |
| Pearl City | 6,175 | 2.5 | 0 | 11 | 146 |
| Waianae | 10,904 | 6.7 | 10 | 5 | 73 |
| Waipahu | 15,400 | 7.2 | 5 | 6 | 82 |
| *Windward* | | | | | |
| Castle | 17,412 | 6.3 | 5 | 5 | 81 |
| Kailua | 21,675 | 8.2 | 9 | 6 | 126 |
| Kalaheo | 10,514 | 6.8 | 2 | 9 | 64 |
| *Hawaii* | | | | | |
| Hilo | 14,097 | 7.0 | 1 | 4 | 198 |
| Honokaa | 10,178 | 9.5 | 4 | 4 | 54 |
| Kohala | 11,151 | 12.8 | 10 | 6 | 37 |
| Konawaena | 10,687 | 8.6 | 7 | 12 | 50 |
| *Maui* | | | | | |
| Baldwin | 12,102 | 9.6 | 12 | 7 | 57 |
| Hana | 6,098 | 20.8 | 0 | 4 | 32 |
| Lahainaluna | 5,668 | 8.6 | 0 | 8 | 50 |
| Maui | 7,126 | 5.1 | 9 | 4 | 48 |
| Molokai | 4,981 | 6.8 | 12 | 2 | 37 |
| *Kauai* | | | | | |
| Kapaa | 6,414 | 5.8 | 12 | 5 | 45 |
| Kauai | 6,281 | 4.7 | 1 | 10 | 55 |
| Waimea | 7,215 | 7.6 | 7 | 12 | 25 |

Source: DOE, OLS, School Libraries and Instructional Materials Branch, "Inventory Report of School Library Media Resources," December 1975.

regarded in context. Older schools with large collections of dated materials may have high book-pupil ratios but nonetheless have unsuitable collections. In other words, collections must be judged by both their quantity and quality.

To arrive at a rough assessment of the adequacy and currency of school library materials, we examined the number and dates of encyclopedias in school libraries and the number of journal subscriptions.

We found wide variations in the quantity and currency of encyclopedias in high school libraries (see column 3, table 5.4). Some schools have as many as 12 sets of encyclopedias published after 1970, while others have none. Most schools also retain many outdated sets of encyclopedias published before 1970 which perhaps should be discarded.

The number of journal subscriptions also varies widely. Some high schools subscribe to as many as 198 journals, while others subscribe to as few as 25. Often the student populations served are not sufficiently different to warrant such disparities. Moanalua, with an enrollment of 837, subscribes to 113 journals, while Aiea, with a student population of 1961, subscribes to 45.

It is apparent that the present disparities reflect the tastes and preferences of individual school librarians. While a standardized, packaged library collection for all school libraries would not meet the unique needs of each schools's program, an effort nonetheless should be made to ensure that school libraries are uniformly adequate, that they share a central purpose, and that their collections reflect that purpose. Such a goal should be reflected in a materials selection policy that could be applied to all school libraries.

## School Libraries are Underutilized

There are 215 school libraries (excluding community/school libraries) containing a total of 1.9 million books. This represents 83 percent of library facilities in the State and 52 percent of the State's inventory of public and school library books.

**Table 5.5**

**School and Public Library Facilities and Resources, 1975**

| Type of library | Library facilities | | Library books | |
|---|---|---|---|---|
| | No. | % | No. | % |
| School | 215 | 83 | 1,936,000 | 52 |
| Public | 43 | 17 | 1,791,000 | 48 |
| Total | 258 | 100 | 3,727,000 | 100 |

Sources: DOE, OLS, School Libraries and Instructional Materials Branch, "Inventory Report of School Library Media Resources," December 1975.

DOE, OLS, *Long Range Program,* October 1976, pp. 95–97.

There have been many indications the public wants increased access to school libraries. As early as 1964, the progress report of the governor's committee on state library resources recommended that DOE "should actively explore means of making fuller use of existing school library facilities by experimenting with late afternoon and evening hours in selected schools whose physical arrangements lend themselves to such use."[9] Since then, public librarians, schools, community associations, and the legislature repeatedly have requested greater access to school collections.

In 1965, the Maui county library asked that Baldwin high school library be kept open in the evenings to assist students. In 1967, Hana high and elementary school opened the school library for evening use by students and the general public because at that time the area was served only once a month by a bookmobile. In 1968, in response to a request from the governor, the superintendent of education said that OLS was preparing a report on opening more school libraries in the summer, and that DOE would try to make books in school libraries available through public libraries wherever feasible. He reported that arrangements were being made on Maui to place school library books in public libraries for the summer months.[10]

In 1969, the Waipahu Community Association expressed concern with the lack of school library services during vacations and after school hours. The community association said it was willing to provide funds to hire interested librarians to work beyond the school day, or on Saturdays, or during the summer months.

A conference committee of the 1969 legislature requested that DOE "examine the possibilities of broadening and encouraging the use of public school facilities including libraries after school hours by the public for recreational and other purposes."[11]

DOE has not responded to these requests by increasing access to school libraries even though the DOE's *Foundation Program* says that school libraries "should provide services during non-instructional hours, as staffing, location, facilities and security permit."[12] Instead, by keeping the operation of school libraries as an individual school responsibility rather than integrating their operation into the public library system, DOE has effectively restricted access to school libraries to the students and faculties of the schools.

The use of school library facilities is also limited to the school calendar. School libraries are open only during the school year. In 1975–76, the school year ran from September 2, 1975 to January 23, 1976 and from January 26, 1976 to June 30, 1976, a total of 178 school days or less than 50 percent of the year. During these 178 days, the library was open for about 7 hours a day, or 35 hours per week. These 7

[9]Governor's Committee on State Library Resources, *Progress Report,* January 15, 1964, p. 9.

[10]Memorandum, dated April 25, 1968, from Ralph H. Kiyosaki, superintendent of education, to Governor John A. Burns.

[11]Conference Committee Report No. 22, re: House Bill No. 1, 1969.

[12]DOE, Office of the Superintendent, *The Foundation Program for the Public Schools of Hawaii,* November 1970, p. 28.

hours were further reduced in some school libraries by restrictions on use during recess, or lunch, or when the school librarian was absent. During this same year, public libraries were open an average of 42 hours for 52 weeks, or two-thirds more time than school libraries.

The most immediate result of limited access to school libraries is that library materials are used less. During summers and vacations, school library books are simply not available.

For the most part, school library materials are geared to the interests and needs of young people, who constitute the largest user group of both public and school libraries. To allow vast quantities of library materials to lie idle because facilities are closed is wasteful.

Use of school library materials is further restricted by an unstated rule that school library materials are for the use of students only. In interviews, school librarians said that public use of library materials is permitted. However, such use has never been encouraged, even though much of the material in school libraries, particularly high school libraries, is suitable for the general public. There seems to be no good reason why more extensive use should not be made of school library facilities and materials. These uses need not conflict with existing school library priorities to support each school's curriculum program. There is a caveat to public use of school libraries. It might be noted that not all school library facilities need to be used more extensively, since some do not lend themselves geographically to public use or extended hours, nor are they needed in some areas.

In sum, there is a demonstrated need for coordinated supervision of school libraries and public libraries. Integrating school library operations into the state library system would allow OLS to coordinate library services. It would ensure more efficient use of library facilities and collections as well as improve public access to such libraries.

Under a unified administration, all library facilities would be local branches, some emphasizing school services and some emphasizing community services.

**School Libraries Do Not Share Resources**

Because neither school nor public libraries have totally adequate collections, sharing and other forms of systemwide cooperation are necessary. Schools should rely on public libraries for some kinds of materials, and public libraries should rely on school libraries for others. The point of resource-sharing, or networking, is that libraries with diverse resources can strengthen one another.

Networking as it has come to be defined by library science entails cooperation within a system or between one system and another. The simplest and most common network activity is interlibrary loans, but networking also can include cataloging, purchasing, and processing.

While substantial progress has been made in cataloging, purchasing, and processing of materials for both school and public libraries, additional networking activities have been haphazard and informal. Although the state plan calls for networking, school librarians have not been given the tools to make such a system operative. If school libraries are expected to share their materials, they need several basic components, among which are:

- a system of communication;
- union lists; and
- policies and procedures that govern networking.

All of the above elements are missing.

A system of communication can be as simple as telephones in all school libraries, but some school libraries do not even have phones, e.g., Pearl Harbor Kai and Red Hill.

A union list is a catalog locating specific materials in different libraries. A union list is

basic to networking activities, since networking depends on knowing what is available and where it can be found. Having no union lists, school librarians who need materials call those librarians with whom they are acquainted on the *chance* they may have the needed materials. This is both inefficient and ineffective.

In interviews, we discovered a wide range in the number of interlibrary contacts made by school librarians. This range of contacts further indicates the desultory nature of interlibrary relationships. Approximately half of the librarians have only one contact a month with other school librarians. They have few contacts with public libraries and minimal contact with regional libraries—an average of one contact a year. In almost all instances school librarians reported that interlibrary loans or the need for materials were the impetus for their contacting another library. It therefore appears that even without a formal system of interlibrary loans, school librarians have felt a need to borrow materials from each other. Since all such sharing is done informally, there is no delivery system for the exchange of books among libraries. School librarians report that they usually pick up and deliver the materials themselves.

A start towards union cataloging of school library materials was made in 1969, but the effort was abandoned. In the 1969 effort, the centralized processing center of OLS made a guide locating all professional education materials purchased by DOE and the Hawaii curriculum center between 1965 and 1968.[13] The guide listed DOE district offices where various educational materials could be found. Interviews with school librarians have indicated the usefulness of this kind of union catalog.

Because there are no union lists of school library materials, these resources, for all intents and purposes, are not accessible except in the individual school libraries. This means that the State's resources in school libraries (over half the state total) are lost to everyone except the students in an individual school. Although a union list of all school library resources may be neither desirable nor efficient, certain categories of school library resources such as professional books and audiovisual materials can and should be cataloged and shared.

**School Libraries Fail to Communicate with Public Libraries**

In practice, school libraries, particularly secondary school libraries, do not have the resources to satisfy the needs of students. In such instances, there appears to be little or no communication between schools and the public libraries. In interviews, public librarians complained they are seldom notified of school assignments. Consequently, they are generally unprepared and unable to provide the materials needed by students. Public librarians also noted that requested materials occasionally are available at school libraries but are not accessible to students after school.

A study commissioned by the National Advisory Commission on Libraries found that public libraries often are expected to provide services for school children without being apprised of the nature and volume of services desired. The report finds that in a study in Baltimore,

> "... school libraries supplied only one-third of the needs of their students. Teachers assumed access for their students to the public library's extensive subject periodical collections because the school library could not afford them. The complaints by public librarians against students and schools is long. But they may be summarized as the public librarians' frustration and harrassment in trying to serve too many students

[13]DOE, OLS, Centralized Processing Center, *A Book Catalog of Professional Educational Materials Located Throughout the State of Hawaii*, June 1968.

with too few books without prior consultation or warning."[14]

In analyzing the reaction of public libraries, one writer noted their reluctance to serve school-generated needs and found that,

> "This reluctance persists and shows itself in painstaking efforts to delineate, narrowly, specific areas of responsibility of school and public libraries for service to children."[15]

The plan for the state library system was intended to avoid exactly this type of artificial delineation. As already stressed, since children constitute the majority of public library users in Hawaii, they need to be served as individuals with total information needs rather than as persons with some school library needs and some public library needs. Persistent evidence of the school and public libraries making such arbitrary distinctions heightens the urgency of creating a truly integrated system.

***Recommendations***

*We recommend that the legislature direct the department of education to adhere to its mandate, specified by statute, that the state librarian shall be responsible for the operation of all school and public libraries within the State. The department should also be required to:*

*1. Develop and establish a curriculum for teaching library skills from elementary to high school. Such a curriculum should be designed by the office of instructional services in cooperation with school librarians and with their full participation.*

*2. Establish clear criteria for allocating funds to each school library. School library budgets should be formulated around the goal of equal service for the State's students and the library needs of surrounding communities.*

*3. Formulate a materials selection policy for school libraries, clearly stating the purposes of school libraries, along with the materials needed for such purposes. Such selection policy should be supported by data-gathering on library use.*

*4. Design a system which would encourage and facilitate public use of school libraries. As a major part of the effort to manage all libraries as a single system, the state librarian should review the hours and use of school libraries in relationship to nearby public libraries, with the objective of ensuring optimal use of collections and facilities.*

*5. Promote the network concept among school libraries and communication of information needs between school libraries and public libraries so as to make maximum use of state library resources. Subsystems to promote networking should include the development of rapid channels of communication, union catalogs, and explicit policies and procedures for resource-sharing.*

[14] Nelson Associates, *Public Libraries in the United States: Trends, Problems and Recommendations* (Washington, D.C.: 1967) pp. 11–12.

[15] Diane C. Farrell, "Library and Information Needs of Young Children," in *Library and Information Service Needs of the Nation* (Washington, D. C.: 1974) p. 147.

## Chapter 6

## COMMUNITY/SCHOOL AND TOTAL MEDIA LIBRARIES

Hawaii has a small number of libraries which were consciously planned to serve both communites and schools. These community/school libraries, lacking a clear conception of purpose and approach, are plagued by numerous problems.

### Summary of Findings

Our findings:

1. The experiment in community/school libraries was initiated without a clear understanding of the concept to be tested. A dual-purpose program aimed at economizing had no more than started when the concept was changed to include total media facilities.

2. Without evaluating the first of the combined community/school total media libraries, the department of education (DOE) proceeded to create a set of these libraries as a test or pilot project. These experimental libraries were further expanded into a major library program under the fiction of pilot testing.

3. The community/school and total media libraries lacked adequate policies and procedures to guide their operations.

4. Authority over these libraries was and still is unclear.

5. Creation of community/school and total media libraries resulted in assigning vastly more sophisticated technology and services to remote areas than is provided to major population centers. The State's most sophisticated library resources are underutilized. In some instances, these resources are not used at all.

6. When DOE finally conducted an evaluation of community/school libraries ten years after their start, the evaluation was inadequate in approach, scope, and focus. The concept of the community/school library is, in practice, still confused.

### Background of Community/School Libraries

The community/school library concept is neither new nor unique to Hawaii. Experiments with combined school and public library operations have been conducted in Canada, Great Britain, and various parts of the United States. The underlying rationale is economic. Combined operations serving both school and public clientele reduce duplication of facilities, collections, and personnel.

In Hawaii, combined operations were considered the most feasible and economic method of providing library services to small communities. According to the 1968 Plan, the community/school library program provided

"centrally, in selected communities, coordinated library services to both students and community library patrons through use of a single library facility and collection." It was intended that this coordinated approach should be undertaken in areas "where community resources are limited and geographical and population restrictions prevent economical development of separate and more specialized community and school library services."[1]

The first community/school library opened in 1963 on the school campus of Pahala on the island of Hawaii. A second community/school library opened in a temporarily remodeled facility at Kahuku high school on Oahu in 1966. A third opened at Pahoa elementary and high school on the island of Hawaii in 1967. New community/school libraries since have opened in Ewa Beach, Keaau, Laupahoehoe, Koloa, and Lanai City, and others are planned.

**The Community/School Experiment Changed Directions**

The community/school concept was used in planning for a new library at Kahuku. However, in the Kahuku library DOE radically shifted direction. In addition to being a community/school library, the Kahuku library became a "total media" library. The dual-purpose emphasis on efficiency was shifted to experimentation with a range of new multimedia services. When the Kahuku community/school and total media library opened in 1968, it had facilities, audiovisual materials and equipment, and specialized personnel not found in traditional public or school libraries, or in the Pahala community/school library. The Ewa Beach community/school library, completed in 1971, contained even more sophisticated equipment and services; and four recently completed community/school libraries at Laupahoehoe, Keaau, Koloa, and Lanai City likewise embody the total media design.

The board of education adopted the total media approach for community/school libraries in 1968 when it approved a proposal for "A Model Project in Full Utilization of Staff, Materials, Facility and Organization of Total Media in Community/School Libraries."[2] In the proposal, DOE recommended that the community/school libraries in Kahuku, Pahoa, and Pahala be organized as pilot projects which would provide a wide range of multimedia services to both school and public clientele.[3]

**Community/School Libraries Expanded Without Evaluation**

The board of education approved the total media project proposal with little discussion despite the lack of an evaluation of existing community/school libraries.

The need for such an evaluation of community/school libraries had been repeatedly noted. Robert Leigh, in his study of the state library program in 1960, suggested that if community/school libraries were to be established they should be evaluated by an objective outside agency.[4] In 1965, the governor's committee on state library resources recommended evaluation of the then existing community/school libraries.[5] The 1968 plan for libraries approved by the board of education said that until an objective evaluation was completed "significant expansion of community-school library services should be

[1]DOE, OLS, *Planning for Libraries in Hawaii,* 1968, Exhibit XXV(8).

[2]Minutes of the board of education, August 1, 1968.

[3]Only Kahuku became a pilot project with total media facilities. Pahoa and Pahala have continued to operate as traditional community/school libraries and did not convert to project status.

[4]Robert D. Leigh, *Governor's Study of Public and School Libraries in the State of Hawaii* (Honolulu: 1960) p. 78.

[5]Governor's Committee on State Library Resources, *State Library Services,* June 1, 1965, p. 7.

deferred." The plan said, "Careful testing and assessment of trial experience with community-school libraries is particularly important because appraisals of similar efforts in other states are missed and do not offer conclusive evidence as guides for Hawaii even if conditions were closely comparable."[6]

The project proposal itself noted that existing community/school libraries had "never been able to implement a total community and school library program because of organizational problems and lack of resources."[7] The problems of existing community/school libraries might have indicated the need for careful analysis and planning before expansion. Instead, in its project proposal, DOE cited the presence of existing problems as evidence of a need to expand both the number of community/school libraries and the range of concepts to be tested.

The proposal document was clearly insufficient as a basis for implementing a pilot project. It briefly introduced the concept of joint school and community library services, made note of the trend toward media, and gave broad statements of objectives. No background data was presented on the need or rationale for the project. The proposal did not specify intended benefits of the concepts to be tested, possible measures of their value or effectiveness, systems for data gathering during the test, or a basis for combining the community/school concept with a total media concept. In presenting the cost of the project, only "tentative" personnel costs were included. The costs of library facilities, elaborate media equipment, and library materials were not mentioned.

A fundamental purpose of pilot projects is to evaluate the relative effectiveness of experimental programs. In this standard concept of pilot-testing, hypotheses generated during prior analysis are either validated or invalidated under controlled operating conditions.

However, the community/school library proposal presented no framework by which the pilot-test could be evaluated. Instead, the proposal merely asked such questions as:

- What benefits can be derived from new forms of media services to the public, such as film, microfilm, tapes, and closed circuit television?
- How can such services best be organized?
- What is the relationship between print and non-print media?
- What are the costs of implementation?
- What should be the qualifications of personnel providing community/school library services?
- What ought to be the objectives of state, district, and school media programs?

Many of the questions were valuable; however, answers should have been formulated in the form of hypotheses for testing by the pilot project.

The objectives of the project as listed in the proposal were broad, undefined, and diverse. Some of these were:

- to evaluate the validity of the community/school library concept;
- to develop criteria for the best organizational staff arrangement for media services;
- to develop criteria to establish a foundation media program for school and community;

[6]DOE, OLS, *Planning, op. cit.*, P. 129.

[7]Memorandum, dated July 26, 1968, from James R. Hunt, state librarian, to Ralph H. Kiyosaki, superintendent of education, re: "A Model Project in Full Utilization of Staff, Materials, Facility and Organization of Total Media in Community/School Libraries," p. 4.

- to explore, develop, and specify certification and/or classification requirements of media personnel in the program;
- to detail the benefits of the project using PPB;
- to develop a scheme of organization of print and non-print materials; and
- to develop criteria and principles to be included in the curriculum of the university of Hawaii's college of education, the graduate school of library studies, and community colleges for the training of teachers, librarians, media personnel, and paraprofessionals.

In view of these diffuse objectives, it is not surprising that no criteria for evaluation were formulated.

Moreover, the decision to graft the total media concept onto the community/school library concept made testing and evaluation difficult, if not impossible. The purpose of community/school libraries was to serve small communities in an efficient way, while the purpose of the total media concept was to explore the benefits of a range of media services. Large expenditures for a wide array of media equipment and software made it impossible to measure economies of the community/school approach. Fusion of the two efforts also resulted in the testing of sophisticated media services in small communities, where underutilization might well have been expected.

## Community/School Libraries Multiplied as a "Pilot-Test"

Decision-making on expansion violated all sound procedure for government programs. The Kahuku project was approved for testing on August 1, 1968. Four and a half months later, again in the absence of evaluation, a memo was written by the state librarian to the department superintendent indicating plans were already under way to build ten new community/school libraries.[8]

Since then, total media community/school libraries have been built at Keaau, Ewa Beach, Laupahoehoe, Lanai City, and Koloa, and more are being planned. (See table 6.1)

**Table 6.1**
**Community/School Libraries in Hawaii**

| Existing and proposed community/school libraries | Date built or to be built | Total cost | Population served |
|---|---|---|---|
| Pahala | 1963 | $ 126,311 | 1,507 |
| Pahoa | 1967 | 122,842 | 1,352 |
| Kahuku | 1968 | 366,287 | 10,562 |
| Ewa Beach | 1971 | 1,028,400 | 18,430 |
| Laupahoehoe | 1972 | 615,000 | 1,881 |
| Keaau | 1974 | 386,000 | 951 |
| Lanai City | 1975 | 667,900 | 2,204 |
| Koloa | 1976 | 828,000 | |
| Waimanalo | * | 754,000[a] | |
| Waimea (Kamuela) | 1976–7 | 870,000[a] | |
| Kalaheo | 1977–8 | 780,000[b] | |
| Lahaina | 1978–9 | 1,000,000[b] | |
| Hana | 1978–9 | 1,056,000[b] | |
| Nanakuli | ** | 1,000,000[b] | |
| Princeville | ** | 1,010,000[b] | |

*Under construction
**Indefinite
[a]Amount appropriated
[b]OLS cost projection

Sources: DOE, OLS, *Long Range Program,* October 1976, pp. 34, 95–97.

Staff specialist in OLS facilities, security and maintenance services, June 1975 and November 1976.

Despite this proliferation, the fiction that the media community/school libraries were being pilot-tested and evaluated was maintained. The project development report for the Lanai community/school library states:

[8]Memorandum, dated December 19, 1968, from James R. Hunt, state librarian, to Ralph H. Kiyosaki, superintendent of education.

"The effectiveness of the Community/School Library concept is being carefully evaluated at the model Kahuku Community/School library. Status reports as of April 15, 1971 showed that the project has been successful to date. The findings of the Kahuku Community/school Library were used to provide the basis for the staffing, funding, and programming of Community/School Libraries in Ewa Beach, Mountain View, Keaau, Koloa and Laupahoehoe."[9]

Because planning, analysis, and design for the projects had been inadequate, and because these inadequacies were not identified by a thorough evaluation, a number of problems surfaced in community/school libraries as operations began.

One of the major inadequacies was the DOE's failure to delineate lines of authority and clarify responsibilities. The lack of planning for staffing resulted in mixing two different personnel systems, a major source of morale problems. In addition, the absence of sufficiently detailed program plans created operational problems. The DOE's failure to evaluate and analyze the total media community/school library projects and resolve these problems prior to full-scale implementation resulted in the persistence of these problems at Kahuku and Ewa Beach and the transfer of these problems to the new community/school libraries.

**The Experiment Lacked Policies and Procedures**

Just as there were no specific program plans to guide implementation of an integrated statewide library system, there were no policies or procedures adequate for guiding the implementation of the total media community/school library concept at either Kahuku, Ewa Beach, or any of the subsequent community/school libraries.

When the Kahuku community/school library project began in 1968, the library staff did not have policies and procedures of sufficient detail to govern its operations. The only available guide was a draft of "tentative basic policies" governing community/school libraries.[10] According to this one-page document, the community/school library was to be administered by OLS; the media coordinator assigned to the library would be responsible for the staff, facilities, and equipment; the media coordinator also would maintain cooperative relations with the principal, his staff, and community leaders; all materials would be cataloged; fees and fines would be charged as in other public libraries; and operations of community/school libraries would be revised as needed by a committee chaired by the state librarian. In short, there was a large gap between these broad policies and the specific procedures actually needed to ensure smooth day-to-day operations.

Almost two years after the Kahuku project began, the head of the Kahuku library said, ". . . problems of varying nature are being encountered. Most of these pertain to policies, written and/or unwritten. Areas of concern include procedural matters, personnel, equipment usage and prior understandings of parties no longer associated with Kahuku Community/School Library."[11] In January 1971, written guidelines were finally issued. These were in draft form and remained so for over five years, until July 1976. There now are eight community/school libraries, but there still is no manual of operating policies and procedures.

[9] State Department of Accounting and General Services, Division of Public Works, *A Project Development Report for the Lanai Community/School Library*, n.d., p. 4.

[10] Memorandum, dated December 21, 1968, from James R. Hunt, state librarian, to Albert Miyasato, district superintendent, windward district.

[11] DOE, OLS, *Status Report on Community/School Libraries*, 1971, Exhibit I, p. 25.

Because adequate policies and procedures were absent, it is not surprising that the Kahuku community/school library had operational problems. These included conflicts between the school principal and library administrator on the role of the community/school library, student use and misuse of the library, use of library personnel and equipment, underutilization of production centers, and the sharing of materials by library and school.

A consequence of the lack of operational guidelines and clear organization is found in the variations in budgeting practices for community/school libraries. Funds for community/school library operations are budgeted and allocated by the public libraries branch. By mutual agreement, funding by the public libraries branch is supplemented by the schools, which provide for supplies and materials used by the school librarian and other school personnel. However, there is no agreement between the public libraries branch and the school as to the amount of, and basis for, this supplement. This lack of agreement results in variations in the school's contribution from year to year and in variations from school to school. In 1973-74 and 1974-75, Kahuku elementary and high school supplied a substantial amount of money for equipment, whereas most of the other schools supplied little or none. Some schools, such as Pahala, subsidized the cost of supplies but provided little for library books. Amounts for books also varied from year to year. In 1973-74, for example, neither Pahala nor Pahoa allocated any money to the library for books.

**Authority is unclear.** Lines of authority in community/school libraries are unclear. According to the project proposal, community/school projects were to be organized under a statewide project coordinator who would report directly to the state librarian. In fact, a state project coordinator was appointed at the beginning of the Kahuku project, but the coordinator left after a few months and a successor was never appointed.

The Kahuku library next came under the public libraries branch of OLS, but it also became a "satellite" of what then was the technical assistance center of OLS. Production centers located in community/school libraries became official extensions of the state-level technical assistance center in providing multimedia services directly to communities and schools at the local level. The technical assistance center provided Kahuku with materials, equipment, and funds for further multimedia and production operations. The technical assistance center also planned and reviewed requests by the Kahuku library for materials and audiovisual equipment.

Not only was administrative authority over the community/school libraries unclear, administrative authority within the community/school library was also unclear. Theoretically, the administrator of the community/school library was in charge of the entire staff. In practice, the administrator had no authority over the school librarian on the staff. School librarians continued to report to the principal.

In the absence of workable policies and procedures, administrators have resorted to informal agreements to operate the community/school libraries. For example, Pahoa and Pahala community/school libraries are presently headed by school librarians who are supposed to report to their respective principals but are actually reporting directly to the Hawaii regional administrator.

**Service Is Inequitably Distributed**

Originally, the community/school library was seen as a means of providing "equal library services to all residents of Hawaii, particularly in rural areas."[12] However, with the grafting of the total media concept onto the community/school

[12] "A Model Project," *op. cit.*, p. 2.

libraries, rural communities are now being provided with facilities and services beyond those provided to other areas.

By late 1975, there were four total media community/school libraries in operation. The costs of furnishing these libraries have been substantial. Each community/school library has a wide array of audiovisual equipment and various kinds of production equipment. In addition to commonly found equipment such as projectors, tape recorders and headsets, these libraries contain closed-circuit television equipment, television monitors and receivers, 35mm, 8mm, and television cameras, and darkroom equipment, such as enlargers, dry mount presses, laminators, and other equipment not available in most libraries.[13] In other words, in addition to standard audiovisual equipment, the community/school libraries also have the capability for graphic design, audio production and duplication, photography, television productions, etc. The cost is shown in table 6.2.

**Table 6.2**

**Cost of Audiovisual Equipment Community/School Libraries**

| Library | TV equipment | Other AV equipment | Production equipment | Total cost |
|---|---|---|---|---|
| Ewa Beach | $46,000 | $22,000 | $8,000 | $76,000 |
| Kahuku | 6,000 | 7,000 | 8,000 | 21,000 |
| Laupahoehoe | 20,000 | 7,000 | 5,000 | 32,000 |
| Keaau | 18,000 | 5,000 | 5,000 | 28,000 |

Source: Memorandum, dated July 14, 1975, from Ruth Itamura, director, public libraries branch.

In table 6.3, we compare the resources available at Ewa Beach and at Kahuku with those at other selected high schools on Oahu. We see that students at schools with total media community/school libraries have access to many times the number of books and staff as students at other high schools. They also have access to such media as filmstrips, film loop, tapes, and microfilm, which are not available at other high schools.

**Table 6.3**

**A Comparison of Library Materials At Community/School Libraries with Those of Other Selected High Schools on Oahu**

| | Student population | Books/pupil | Library personnel | Periodicals (no. of subscriptions) | Filmstrips and 8mm film loops | Phonodiscs and phonotapes | Microfilm |
|---|---|---|---|---|---|---|---|
| *Community/ school libraries:* | | | | | | | |
| Ewa Beach (Campbell) | 2075 | 22.7 | 12 | 112 | 514 | 870 | 755 |
| Kahuku | 1388 | 17.1 | 8 | 145 | 2787 | 2113 | 1216 |
| *High school libraries:* | | | | | | | |
| Farrington | 2656 | 7.8 | 2 | 107 | – | 156 | 345 |
| Castle | 2740 | 6.3 | 3 | 81 | 994 | 106 | – |
| McKinley | 2512 | 6.2 | 3 | 151 | 22 | 58 | 4 |
| Roosevelt | 1698 | 11.2 | 3 | 82 | 604 | 292 | – |
| Waianae | 1579 | 6.7 | 3 | 73 | 1008 | 360 | 144 |
| Nanakuli | 1391 | 4.0 | 1 | 60 | – | – | – |

Sources: DOE, OLS, School Libraries and Instructional Materials Branch, "Inventory Report of School Library Media Resources," December 1975.

DOE, Office of the Superintendent, *1975–1976 Directory*, January 1976.

Like student populations, the general public is also unevenly served. In some situations, more equipment is being made available to a few thousand users of community/school libraries than to many times more library users elsewhere. For example, Hawaii public library, the regional library for the island of Hawaii, has 7 tape recorders, while Kahuku alone has 27. School and public librarians on the island of Hawaii complained that the most expensive and sophisticated

[13] Only three public libraries have comparable TV equipment: Hawaii Kai, McCully-Moiliili, and Kauai.

equipment is not in Hilo where most of the population could have access to it, but rather, it is tucked away at Keaau and Laupahoehoe, serving small segments of the population.

**Equipment is underutilized.** In view of the board of education's recent concern over deficient school library collections, monies expended for poorly used equipment might have been better spent elsewhere. To illustrate, funds expended on audiovisual equipment for Keaau, Laupahoehoe, Ewa Beach, and Kahuku would have been almost sufficient to bring all school library collections up to a minimum of 3000 books per school and 5 books per pupil, one alternative of a 1975 board of education proposal to improve libraries.[14]

An examination of library use of audiovisual equipment disclosed that compared to potential use, actual use has been exceedingly low. Administrators at community/school libraries affirm that poor use is made of much of the equipment, particularly television and television production equipment. The administrator at Kahuku commented, "Were the CCTV [closed circuit television] equipment to disappear from this library, it is doubtful if anyone would either notice or care. It is one of the few efforts that simply did not succeed."[15]

In addition to the little-used closed-circuit television equipment, equipment such as microfilm reader printers, high speed reel-to-reel tape recorders, and dry mount presses were used only once or twice a year. Instead of letting such equipment remain idle, the media specialist at Kahuku has been loaning them out to the windward district. He said, "We simply never became the kind of 'learning center' here in the library that this kind of equipment implied, and finally we've found a way of doing the right thing by it."[16]

The failure to consider libraries of the entire State as a single system of which community/school libraries are a part, and the failure to integrate all libraries, has created a situation wherein some users are exposed to a wealth of library resources while others make do with deficient collections and services. A systemwide perspective is essential for a more equitable distribution of resources.

### Eventual Evaluation Was Inadequate

The office of library services finally completed its evaluation of the Ewa Beach and Kahuku community/school library projects, issuing a report in draft form in March 1976, and in final form in April 1976.[17] In the case of the Kahuku project, this evaluation came ten years after the concept was initiated. In the case of the Ewa Beach project, the evaluation was completed five years after the experiment began. The committees which evaluated the two projects had overlapping memberships. Serving on both were the director of the public libraries branch, the director of the school libraries and instructional materials branch, and the multimedia specialist from the technical assistance center.

The evaluation report is inadequate in several respects. These are:

- The objectives of the evaluation were confused, and the central issues which should have been evaluated were ignored.
- No standards were developed as the basis for the evaluation.

[14] *Exhibit A, Compilation of School Library Book Needs, 1975* of "A Proposal to the Board of Education" attached to letter dated June 10, 1975 from George S. Adachi, chairman, library services committee, to Richard Ando, chairman, board of education.

[15] Bradley Waters, *Kahuku Community/School Library Production Center Report for the Month of September, 1973.*

[16] Bradley Waters, *Kahuku Community/School Library Production Center Report for the Months of June, July and August, 1973.*

[17] DOE, OLS, *Reports of Community/School Library Projects, Ewa Beach, Kahuku,* March 15, 1976 (draft) and April 1976. All subsequent references in this chapter will be to the final report.

- Although the evaluation said the dual administration by the schools and OLS was a problem which should be overcome, its recommendations did not resolve this crucial issue.

- The evaluation was entirely an internal DOE effort; in fact it was nearly an internal OLS effort.

**Confused objectives.** The evaluation failed to distinguish between the objectives of the program and the objectives of the evaluation itself. Objectives were stated only in the Ewa Beach portion of the evaluation report[18] and even then objectives were divided into "evaluative" and "library" objectives in a confusing mixture, to wit:

"A. Study user patterns to develop service hours convenient for all users.

B. Build a balanced and basic collection of books and other print forms, as well as other non-print formats, including audio and video tapes, microforms and graphics.

C. Establish good library-school working relationship to encourage maximum utilization of equipment and services available.

D. Provide audiovisual (AV)/television (TV) utilization to support school curriculum and meet informational needs of the community.

E. Provide graphic and replication services to meet school and community needs.

F. Review use of meeting facilities.

G. Analyze cost-benefit of media services rendered.

H. Study staffing patterns and classification."[19]

Points B, C, D, and E are more appropriately objectives for the community/school library *program,* while objectives A, F, G, and H are applicable only to the *evaluation.* The use of such terms as "build . . . collection," "establish . . . relationship," and "provide . . . services" should be the objectives toward which the library program and its personnel ought to strive. On the other hand, such terms as "study user patterns . . . " and "review use of . . . facilities" and "analyze cost-benefit" are objectives of the evaluation project. By mixing the two, the evaluation committee for the Ewa Beach community/school library began the evaluation without a clear understanding of its mission. Further, the evaluation objectives which were established did not address the central issues which should have been answered: (1) how economical was the integration of the school library and the community library, given the total-media equipment furnished the combined facility, and (2) how effective was the combined facility in meeting the needs of the community and the school?

**Lack of standards.** As already noted, in testing any program, a means should be developed by which the success or failure of that program can be judged. Planning for the community/school library projects consisted of vague questions to be answered, and measures of effectiveness were nonexistent. As a result, the evaluation data, gathered primarily in user surveys, staff interviews, and written comments, could not be compared to pre-established levels of desired attainment. The Ewa Beach committee merely acknowledged, "For lack of comparative measures of effectiveness, the analyses of objectives are based on the levels of operational problems and improvements."[20] We submit that to rely on "levels of operational problems and improvements" tells little or nothing of what services *ought* to be offered, versus what *are* offered.

[18] It is not clear whether these objectives applied only to the Ewa Beach evaluation or to the Kahuku evaluation as well. Inasmuch as the two projects were evaluated by different, though overlapping, committees, and each portion of the report is self-contained, it appears that the objectives were developed for the Ewa Beach project alone. If this is true, the Kahuku portion of the report is even more deficient, for then there were no objectives at all for that evaluation.

[19] "Ewa Beach Community/School Library Project Report" in *Reports of Community/School Library Projects, op. cit.*, pp 1–2.

[20] *Ibid.*, p. 17.

In the one area where an attempt was made to compare the evaluation data with objective external data, the analysis was questionable. The evaluation team, attempting to show a favorable cost-benefit ratio in media services as compared to the cost of commercial work, attributed only "funds expended" to the cost of in-house production. These funds expended were limited to "supplies & materials only" and excluded other costs. This approach distorted cost factors because it omitted any consideration of the purchase price of the original equipment and replacements, personnel costs, repair and maintenance costs, the total construction costs for the part of the building that houses the media equipment and personnel, furnishing and utility costs, among others. For these reasons, it was erroneous for the evaluators to conclude that it is cheaper to produce media items via the community/school library.

**Inconsistency between findings and recommendations.** One of the major threads of the evaluation was concern with the dual administrative control of the community/school libraries. In the analysis portion of the evaluation, the Ewa Beach committee said, to avoid dual supervision, the head of the community/school library should have sole responsibility over all staff, including staff serving the school. "Need for leadership . . . lack of formal guidelines and differences in collective bargaining provisions have affected morale."[21] However, in making their recommendations, both the Ewa Beach and Kahuku committees merely urged that recommendations for staffing "be implemented as applicable." The separate "Guidelines for Siting, Designing and Staffing of Community-School Libraries," which were recommended to and adopted by the board of education on April 1, 1976, said written guidelines and functional relationships between the school and library staff should be established separately for each community/school library.[22]

Neither the recommendations of the evaluation committee nor the guidelines for community/school libraries addressed the crux of the problem, namely, that personnel in two different personnel systems are expected to work together, doing substantially the same work. While the problems were recognized in the analysis portion of the evaluation report, the recommendation focused on vague future "criteria."

**Internal evaluation.** Any evaluation undertaken internally, in which the evaluators are also personnel within the agency being evaluated, is bound to be questioned for its objectivity and thoroughness. As noted, DOE was cautioned repeatedly on this point. Objectivity becomes even more of an issue when an evaluation committee includes administrators of the very facilities being evaluated, as was the case in the committees which evaluated the Ewa Beach and Kahuku projects. Although membership in the committees overlapped, the five-member committee for the Ewa Beach evaluation consisted primarily of public libraries branch personnel and included the media coordinator who administered the Ewa Beach facility. In the case of the six-member Kahuku committee, the vice principal of Kahuku elementary and the acting media coordinator of that facility served as evaluators. The respective regional librarians were also on the evaluation committees. If OLS was not going to hire outside evaluators, it could at least have included non-library personnel in the evaluation committees. This would have enhanced the evaluation's credibility.

**Inadequate response by the board of education to evaluation report.** On April 1, 1976, the board of education adopted the superintendent's recommended "Guidelines for Siting, Designing and Staffing of Community-School Libraries." The board also voted "to remove the Ewa Beach and Kahuku Community-School Libraries from project status" and "improve both libraries to the extent applicable, necessary and possible to

[21] *Ibid.*, p. 32.

[22] Minutes of the board of education, April 1, 1976.

conform to the new guidelines." In recommending that the board take this action, the superintendent said, "Both community-school libraries were found to be satisfactorily meeting the needs of the school and community to the extent that continuation is recommended. The proposed guidelines will have implications for existing and future community-school libraries, as the recommended siting, staffing, and design criteria are used by the Department of Education and other state agencies."[23] However, it was only through objections raised by a public librarian in attendance that the two fundamental issues of staffing and in-house evaluation surfaced. In reply, a member of the board requested the superintendent to present a follow-up report on the staffing and "the whole design of the community-school library in the near future."

The action taken by the board of education was deficient on two points: (1) In placing this evaluation report on its agenda, the board should have been determining the fate not only of two pilot projects, but of the concept of the community/school and total media libraries, since the two projects were but tests to validate the feasibility of the combined concept. The inherent contradiction of grafting the total media concept onto the community/school library concept, and the resulting inequities of service, were ignored. In fact, the site selection criteria adopted by the board restricts the placement of community/school libraries to even smaller communities than is presently the case. If these criteria are applied, sophisticated equipment that is already little used in rural communities will be accessible to even fewer people. Further, it makes little sense to first adopt siting, designing, and staffing guidelines and then, as an afterthought, and only on prodding by a member of the audience, request a follow-up report on "the whole design of the community-school library in the near future."

(2) The "staffing criteria" in the guidelines adopted by the board avoid the basic personnel questions which the pilot tests sought to resolve. There was no recognition of the personnel problems.

**Epilogue**

The need to resolve the basic issue of dual control and operation of the community/school libraries continues. The State's newest community/school library was dedicated at the elementary school in Koloa, Kauai, in late April 1976. At the time of the official opening at Koloa, no public library staff was assigned to the library. The school librarian functioned as the librarian for students and faculty only. The public was not served; members of the public could not borrow books even though the materials were available. In exploring alternative ways the public could use the new facility in Koloa, the possibility of the school librarian checking out books to public borrowers was eliminated. Several explanations were given to members of the public who pressed to use the facility. It was said the school librarian's working hours, qualifications, jurisdiction, union contract, etc., did not permit the school librarian to serve the public; the public would have to wait until the public library staff was hired. Two weeks after the dedication, the public was given one and one-fourth hours per week to check out books. Two weeks after that, the public was finally allowed to use the library fully, but only because public library staff was hastily and temporarily assigned to Koloa.

***Recommendations***

*In making decisions on the continuation or expansion of community/school libraries, we recommend that the legislature be guided by the following considerations:*

*1. The concepts of total media libraries and community/school libraries should be divorced from one another. Unless a need can be decisively demonstrated, total media libraries should not be constructed.*

[23] *Ibid.*, p. 6.

*2. The department of education, through the office of library services, should be required to integrate community/school libraries into the statewide library system, applying the same policies and procedures to operations as are applied to other libraries.*

*3. The department of education should be required to examine the relevancy and utilization of high-technology equipment in the community/school libraries. It should devise a plan for redistributing underutilized equipment on an equitable and systemwide basis.*

# Chapter 7

## REGIONAL AND RESOURCE LIBRARIES

The two preceding chapters have described the problems of school and community/school libraries and the failure to integrate these into the state library system. In this chapter, we discuss two aspects of the public library program—the regional library program and the state resource library. Here, again, the State's goal of a statewide system is being frustrated by poor planning and poor program implementation.

### Summary of Findings

We find that:

1. The regional program has not been clearly defined. This has resulted in confusion and a lack of progress in regional programs of library service. There are no criteria for regional programs, nor are there measures to assess their effectiveness.

2. The Hawaii state library (HSL) has not developed as the state resource center because of confusion over its role and its inappropriate exercise of several statewide functions.

3. No policies delineate the respective responsibilities of community libraries, regional libraries, and the state resource library (HSL). Consequently, there is considerable duplication of materials among the different kinds of libraries and conflicting expectations concerning the nature of the support which HSL is supposed to provide to the others.

4. Intrasystem loan data show that HSL does not satisfy the resource needs of the system. In fact, present circulation practices preclude an effective intrasystem loan service.

### Regional Program Is Ill-Defined

The 1968 Plan for the Hawaii library system called for coordinating public library services through a regional library system. This program of regional coordination was supposed to be given priority attention. The regional system divided the State into regions for the administration and support of all libraries within a designated regional service area.

On the basis of factors such as population within given service areas and existing clusters of community libraries, the 1968 Plan recommended establishing regional service areas and regional centers as follows:

| *Service Area* | **Regional Library Center* |
|---|---|
| Diamond Head area | Kaimuki |
| Central and leeward Oahu | Pearl City |
| Liliha to Aiea | Kalihi |
| Windward Oahu | Kaneohe |
| Hawaii | Hilo |
| Kauai | Lihue |
| Maui | Kahului |

*All libraries listed, except Kalihi, were subsequently designated as regional library centers.

The plan recommended that flexible planning criteria be developed for regional libraries and that these be revised as needs change.[1]

The office of library services (OLS) has never defined adequately the objectives of the regional program. Consequently, there are no program objectives or standards for regional service, and there are no criteria for delineating regional divisions or for establishing the need for regional service centers. OLS has never assessed the effectiveness of the regional program, nor does it have any measures for doing so.

Instead, OLS has blurred the original intent of the program by confusing the concept of regional service with either geographic boundaries or with physical facilities. At times, OLS has identified the regional program with those services offered within a geographic area, such as a county. At other times, OLS has considered the regional program as being synonymous with regional library facilities, thereby confusing the program with the operations of the regional facility.

Under the 1976 interim organization, each of the counties, Oahu, Hawaii, Maui, and Kauai, is a region headed by a regional administrator (see figure 7.1 for the organization and classification of librarians with regional responsibilities.) These administrators are responsible for all library services to a given region, including fiscal, personnel, and program administration.

There are differences between the duties and responsibilities of regional administrators on the neighbor islands and the Oahu regional administrator. By tradition, the neighbor island administrators are responsible for planning and programming countywide services. They supervise and coordinate the activities of all community libraries within their region.

In contrast, there has been very little countywide programming of library services on Oahu. Oahu has been further subdivided into three subregions, each with its own regional library center. While the Oahu regional administrator, like neighbor island counterparts, is responsible for fiscal and personnel matters, the responsibility for coordinating services to subregions has been delegated to the heads of the regional library centers, i.e., the heads of the Kaimuki, Pearl City, and Kaneohe regional libraries.

The heads of these regional libraries are responsible for the daily operations of their libraries. In addition, they have been made responsible, at least in theory, for supervising the community libraries within their subregions, coordinating the book orders and hours of the community libraries and evaluating the heads of the community libraries within their region.

While such an arrangement may be workable for an interim period, this pattern of administration has interfered with regional programs for Oahu. Interviews with heads of the regional libraries disclosed that they have no program of regional service. Even though the heads of the regional libraries are supposed to supervise the community libraries, each community library plans its own programs and merely informs the head of the regional library of its activities. There is no overall programming for regional library service and no implementation of regional services.

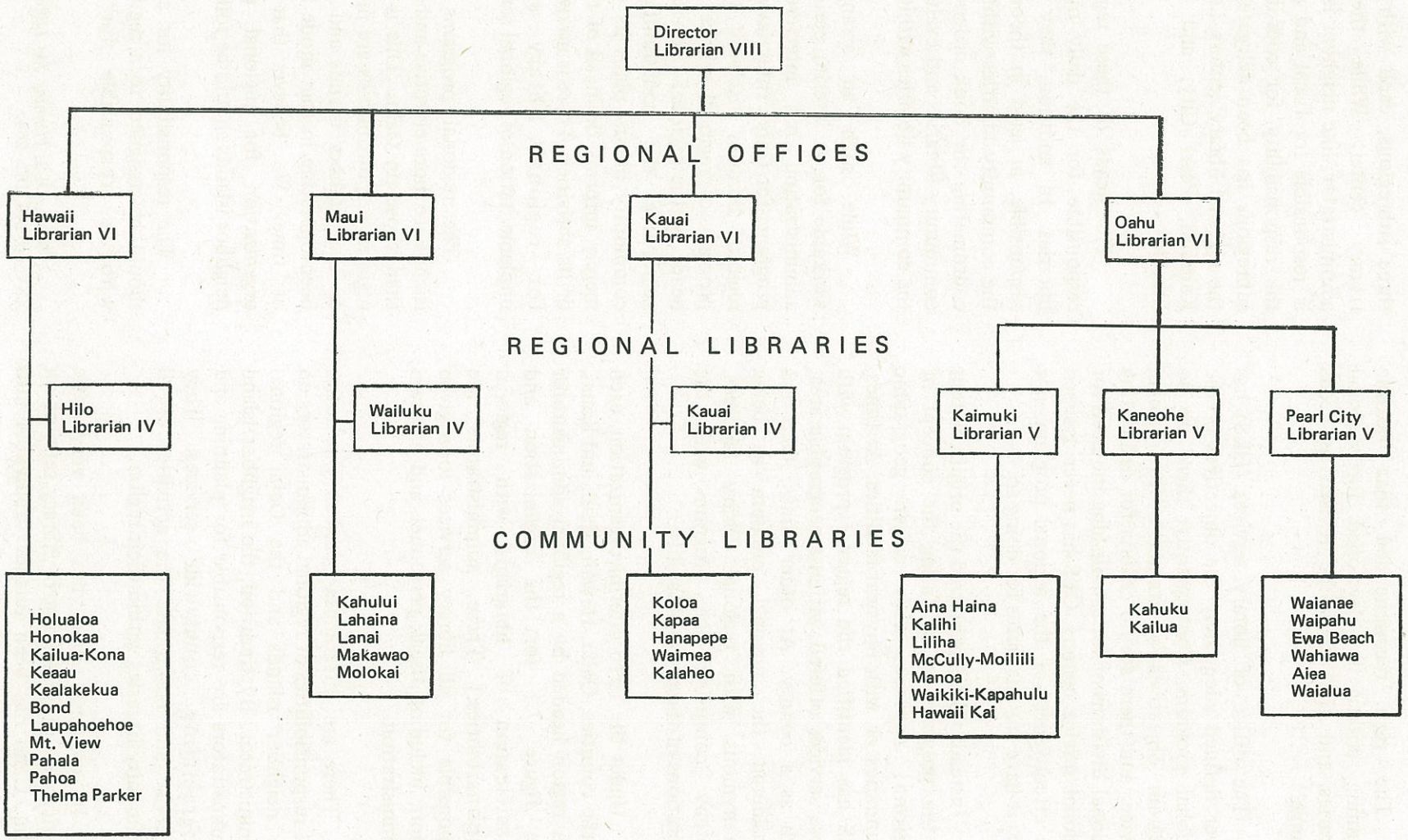
The regional programs of the neighbor islands are more effective and better coordinated than those on Oahu. This is primarily because regional responsibilities are more clearly defined on the neighbor islands and because they have been operating in that mode for a longer period of time. We believe that the pattern of organization for regional programs on the neighbor islands should be followed on Oahu.

The responsibility for a regional program should be assigned to a regional administrator who is responsible for supervising and

[1]DOE, OLS, *Planning for Libraries in Hawaii,* Exhibit XXV, pp. 243, 262–264.

Figure 7.1

Library Services Branch
Regional Offices, Regional Libraries, and Community Libraries




Source: DOE Interim Reorganization, June 1, 1976.

coordinating all programs within a region, including those offered by a regional library. The responsibility for the region should be separated from responsibilities for the daily operation of a regional library facility. Each should be a full-time job. The requirements for regional services are not synonymous with the requirements for operations of a regional library facility. Accordingly, the coordination of services for a given region should be vested in a regional administrator position which is above that of the head of a regional library facility.

**The regional concept as a means of integrating school and public libraries.** We recommended in chapter 5 that school libraries be placed under the control of the state librarian. There are various organizational ways to accomplish this. However, we believe the most effective way of integrating school libraries and public libraries is to place both under a regional administration.

In this way the use and accessibility of community libraries and school libraries can be coordinated. Resource-sharing and interlibrary programs can be facilitated. The regional library can provide support uniformly to both kinds of libraries, and overall supervision will be centralized.

As there is no present rationale for the delineation of library regions, we suggest that library regions and school districts correspond. This is currently the case for the neighbor islands, but not for Oahu.

***Recommendations.*** *We recommend that the legislature direct the department of education to:*

*1. Define objectives of the regional library program; develop criteria for delineating regional divisions; and formulate measures for evaluating the effectiveness of regional programs. It would be appropriate for regions to correspond to school districts and for school libraries to be placed under the administrative supervision of regional administrators.*

*2. Define the responsibilities of regional administrators and make such responsibilities consistent throughout the library system. The responsibilities of regional administrators should be distinct from those assigned to heads of regional libraries.*

**A State Resource Center Has Not Evolved**

The development of an effective statewide library system is contingent on each component of the system properly performing a distinct and complementary function. According to the 1968 Plan, a Hawaii library resource center was to be developed to backstop the specific needs of community and regional libraries, provide in-depth reference services to support all libraries in the State, and maintain the central resource collection for the State.[2]

The plan recommended that a new central facility be built to house this collection. Pending the construction of the new facility, the role of the state resource center was assigned to HSL, the facility at South King and Punchbowl streets.

HSL has not been able to fulfill the role of a resource center. HSL has not made the transition from its former functions as a large public library, and the inappropriate assignment of statewide functions to HSL has further confused its role.

**Confusion concerning the role of HSL.** Although the DOE policy clearly states that the main mission of HSL is to serve as the resource library for the entire system, HSL has been plagued by confusion over its role.

The 1968 Plan said:

"Several State Library Branch functions are unclear. Assigned

[2] *Ibid.*, Exhibit XXV.

responsibilities include some traditional state library roles; some public library planning, consulting, and supervision; and some local direct service at the central public library . . . ."[3]

The same problem was noted by John Humphry, the assistant commissioner for libraries of New York State education department, who reviewed the mission, organization, and program of Hawaii's state library program. In his study, Humphry said that "one fact keeps coming to the fore, namely, the role of the state library has not come into clear focus." Further, "[t]he present pattern of organization is confusing to the public and staff since the largest unit of service within the State Library System, the State Library Branch, has developed more as an enlarged public library rather than taking on the characteristics of a research library."[4]

Confusion over HSL's role is partially rooted in the period when it was the public library of the city and county of Honolulu. Although its name and official function have changed, HSL continues to serve central Honolulu as a large public library. HSL has been unable to reconcile the demands of its walk-in patrons for popular reading materials with the demands of the entire library system for specialized services.

An equally fundamental confusion of roles arises from the assignment of statewide coordinative and leadership functions to HSL. This inappropriate assignment of functions is based on a misconception of HSL as being comparable to state libraries on the mainland, where public library services are provided by local jurisdictions, while state library agencies attempt to coordinate independent public libraries and create equitable access to library services. Hawaii is unique in that all public libraries are state-funded and operated by a single department. Leadership and coordination in this situation are achieved through the assignment of authority at specific management levels, rather than through voluntary cooperation.

**Name of unit misleading.** The present HSL unit also has been known as the state library branch. Both names connote state library agencies as they exist on the mainland and are therefore inappropriate. These names have contributed to the misconception that operations of HSL should include statewide leadership and coordinative functions. The name suggested by the 1968 Plan, "the Hawaii Library resource center," describes more clearly and accurately the mission of the present HSL.

### HSL Exercises Inappropriate Statewide Roles

Under the plan of organization adopted in 1974, public library services were to be provided by the public libraries branch and HSL, then known as the state library branch. The public libraries branch included all community and regional libraries throughout the State. HSL included the operations of the King street facility and certain statewide coordinative functions.

The public libraries branch and HSL were coequal, with neither branch director having clear authority for coordinating statewide public library services. This resulted in a competitive rather than supportive relationship between the two branches. For example, although HSL was supposed to furnish in-depth reference support to the branches, there were complaints that the hours of HSL were not coordinated with those of other libraries in the State. Community and regional librarians said that it was a particular hardship when HSL closed down completely on Wednesdays during 1975.

The present interim organization, in effect on a trial basis from June 1976 to July 1977,

[3] *Ibid.*, p. 143.

[4] John A. Humphry, "Report to Mrs. May C. Chun, State Librarian/Assistant Superintendent, Hawaii State Department of Education," March 24, 1975, pp. 1–2.

places both the public libraries branch and HSL within a library services branch headed by a director. In this regard, the interim organization is clearly a more appropriate organization of authority, although functions need to be further clarified and separated.

**Separation of statewide functions from HSL.** Under the 1974 plan of organization, certain statewide functions were assigned to HSL. These included program planning and coordination of the acquisition of book and non-book materials for public libraries. Under the 1976 interim organization, the coordination unit has been assigned as staff to the director of the library services branch. This unit has been retitled the materials evaluation and programming staff. However, some of the statewide responsibility to select and/or evaluate materials has remained with HSL.

The librarians of various units within HSL (the business, science, and technology unit; the fine arts and audiovisual unit; the social science and philosophy unit; the language, literature, and history unit) review materials in assigned subject areas for selection and purchase by all public libraries in the State. The exercise of this statewide function is inappropriate for all the reasons cited above. Further, it has distracted HSL from concentrating on developing as a state resource center. Heads of HSL units say they spend as much as 60 percent of their time on book selection. While HSL librarians would continue to spend some time on book selection even if they did not have this statewide function, the need to concentrate on developing HSL's collection is urgent. Interlibrary loan statistics indicate that HSL's present collection is unable to satisfy the needs of community and regional libraries in the State.

Under the interim organization, statewide coordination and evaluation of materials continue to be fragmented. Some of the functions of the former school libraries and instructional materials branch have been placed in the support services branch of OLS. The present school library services unit within the support services branch is responsible for consulting services and also is responsible for selecting and evaluating school library materials. These functions are no different from those undertaken by the materials evaluation and programming staff now in the library services branch.

To better integrate public and school library operations, all programming, evaluation of materials, and selection of materials should be consolidated in a single staff unit. This staff unit should be assigned to the director of the library services branch.

**Responsibility for Collections Ill-Defined**

OLS adopted a materials selection policy in 1974.[5] The policy says that community library collections should be aimed at meeting the recurring, day-to-day needs of their respective communities for recreational and informational reading. The policy says HSL will not necessarily add all titles acquired by community and regional libraries and that, as a rule, HSL should minimize duplicating the collections of other special library institutions throughout the State.

The policy does not specify the subject areas or levels of sophistication to be emphasized by the various libraries, and it does not delineate responsibilities. The policy is inadequate for guiding librarians in developing library collections.

**The library budget is still being spent inefficiently.** Because of confusion over HSL's priorities and direction, it needlessly duplicates materials in community and regional libraries. HSL buys multiple copies of popular titles, such as cookbooks, craft handbooks, and automotive repair manuals. These are the kinds of materials demanded by its walk-in patrons as well as by community libraries.

[5]DOE, *Office of Library Services Procedures Handbook*, Section 3100.110.

Duplication of materials also occurs within the various units of HSL. For example, HSL has a standing order for five sets of the *Readers' Guide,* which is an index to popular periodical literature. Within the HSL building, there is a set on the first floor in the unit for language, literature, and history. There are two sets in the serials unit which adjoins the preceding unit. Another set is in the social sciences and philosophy unit, which is on the second floor, and still another set in the business, science, and technology unit, also on the second floor. Such duplication appears to be completely unwarranted, especially since all Oahu community and regional libraries also have sets of *Readers' Guide.*

Many units of HSL have a budget several times that of community libraries. For example, in fiscal year 1975–76, the Kalihi-Palama community library had a book budget of $14,000, while the business, science, and technology unit of HSL had a budget of $42,000. As a result, HSL tends to be regarded by the community libraries as a backstop. HSL is expected to buy enough copies of popular titles to meet public demand, yet still buy more specialized titles. In this way, conflicting demands are being placed on HSL, without HSL having clear policies of its own.

**Need to define responsibilities.** With the 1976 interim organization and a single director for community libraries, regional libraries, and HSL, the office of library services should be able to define respective service functions and coordinate collection development.

The nature of the resource support which HSL is supposed to provide to community and regional libraries should be clarified. Similarly, the materials which the community and regional libraries are supposed to maintain in their own collections should be defined. By so doing, duplication would be reduced, as would unnecessary intrasystem loan requests and other inefficiencies. Studies of library use, along with analysis of the materials being requested of HSL, should be undertaken as a partial basis for determining the respective responsibilities of differing library components. Use studies should be supplemented by other techniques, since use studies do not reflect the need for services that have never been effectively provided in the first place. Among these are services to state government agencies, small businesses, and private industry.

**Intrasystem Loans by HSL Are Low**

Meager resource-sharing by Hawaii libraries is dramatically illustrated by data on intrasystem loans, here meaning loans by one library to another within the Hawaii system, and interlibrary loans, or loans by the Hawaii system to another system, a minor activity in this instance.

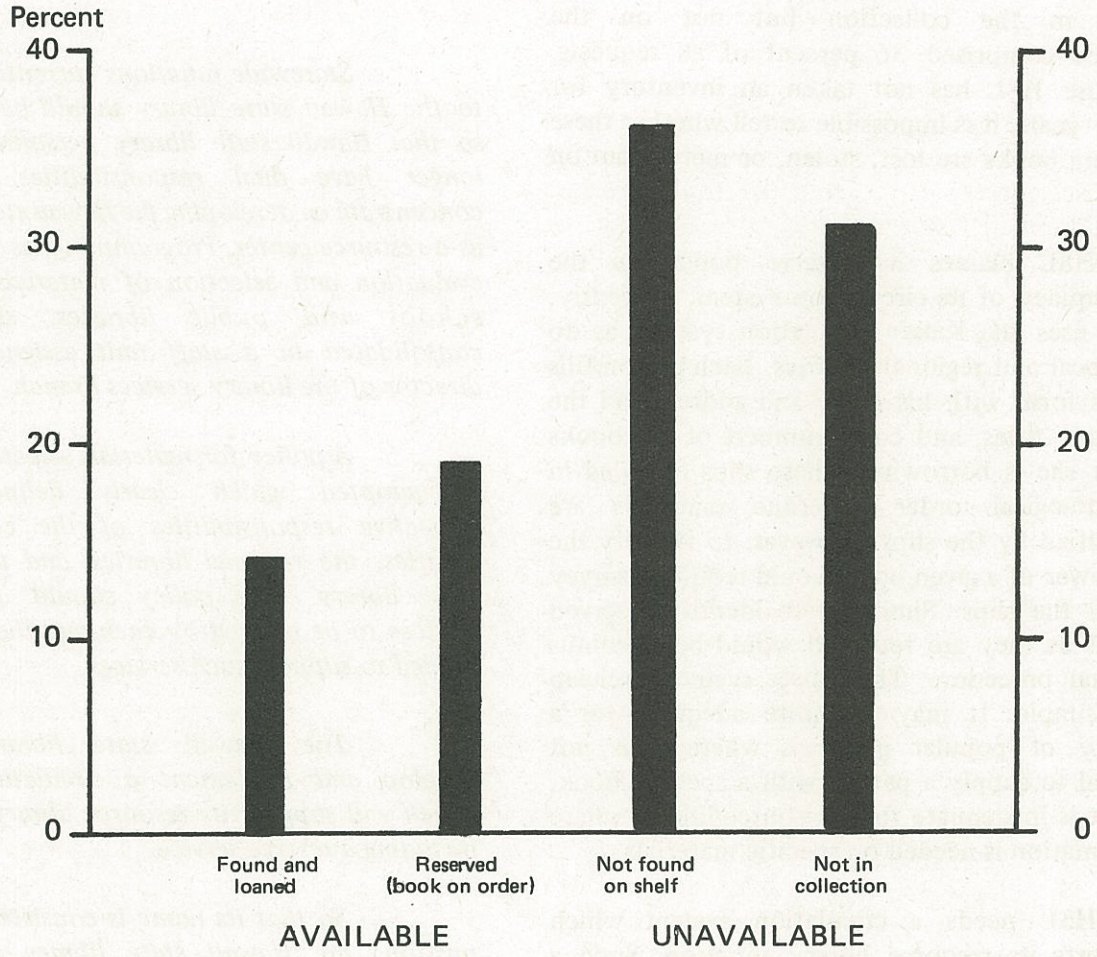
Data on these two activities show that HSL is not functioning well as the State's resource center. In the past six years, the number of requests for intrasystem and interlibrary loans has actually decreased. In fact, the number has decreased substantially, from 10,822 in 1970–71 to 8,545 in 1975–76. Intrasystem and interlibrary loans now represent less than 1 percent of the items HSL circulates.[6] That is, for every item sent by HSL to another library, 99 such items are carried out the door by walk-in patrons.

Figure 7.2 shows the results of a six-month survey of interlibrary and intrasystem loans (again, these loans are mostly intrasystem loans). Only 14 percent of the materials requested of HSL were found and loaned. Nineteen percent were found to be on order and placed on reserve. Thirty-one percent were not in HSL's collection, an indication of the inadequacy of the collection in supporting intrasystem requests. Furthermore, 36 percent of the materials requested, though catalogued in the collection, were not found on the shelf. In sum, HSL was unable to fill two-thirds of the requests it received.

[6]DOE, "State Library Branch Statistics Count, July 1, 1975 – June 30, 1976."

Figure 7.2

**Hawaii State Library**
**Intrasystem and Interlibrary Loans**
**1976 ***




*Data taken from May to October 1976 survey for Oahu and March to August 1976 survey for neighbor islands.

Source: DOE, OLS, Hawaii state library, interloan librarian; language, literature and history unit; November 5, 1976.

In addition, delays and poor response time are frequent subjects of complaints concerning intrasystem circulation. Existing circulation policies and practices also undermine the loan service. HSL only supplies requesting libraries and walk-in patrons with materials which can be located on their shelves. Reserves can only be placed for materials that are on order but not as yet in the collection. By refusing to place reserves for books already in the collection, HSL reduces the requests it can satisfy since a number of requested books are out on loan or otherwise inaccessible. During the six-month survey, this category—books requested which were in the collection but not on the shelves—comprised 36 percent of all requests. Because HSL has not taken an inventory for many years, it is impossible to tell whether these missing books are lost, stolen, or merely out on loan.

HSL blames its reserve policy on the inadequacy of its circulation system. Currently, HSL uses the Kaiser circulation system, as do the local and regional libraries. Each patron fills out a form with his name and address and the authors, titles, and copy numbers of the books he or she is borrowing. These slips are filed in chronological order. Overdue materials are identified by the slips. However, to identify the borrower of a given book would require a survey of all the slips. Similarly, to identify reserved books as they are returned would be a tedious manual procedure. The Kaiser system is cheap and simple. It may be quite adequate for a library of popular materials where it is not crucial to supply a patron with a specific book, but it is inadequate for a resource library where information is needed on specific materials.

HSL needs a circulation system which supports its resource library function. Such a system should facilitate a reserve service and the location of specific materials.

**Recommendations**

*We recommend that the legislature require the department of education to implement, under a definite time schedule, the conversion of the Hawaii state library into a Hawaii library resource center to backstop the specific needs of community and regional libraries, provide in-depth reference services to support all libraries in the State, and maintain the central resource collection for the State. To support the development of a Hawaii library resource center, the department should also be required to do the following:*

. *Statewide functions currently assigned to the Hawaii state library should be separated so that Hawaii state library personnel will no longer have dual responsibilities and can concentrate on developing the Hawaii state library as a resource center. Programming, as well as the evaluation and selection of materials for both school and public libraries, should be consolidated in a staff unit assigned to the director of the library services branch.*

. *A policy for materials selection should be adopted which clearly delineates the respective responsibilities of the community libraries, the regional libraries, and the Hawaii state library. The policy should define the services to be offered by each and the resources needed to support such services.*

. *The Hawaii state library should develop and implement a circulation system which will support its resource library function, including a reserve service.*

. *So that its name is consistent with its mission, the Hawaii state library should be redesignated as the "Hawaii library resource center."*

# Chapter 8

## STAFFING AND PERSONNEL MANAGEMENT OF THE STATE LIBRARY SYSTEM

Serious personnel management problems afflict the office of library services (OLS), as well as the school libraries. Library personnel are experiencing conflict and dissension, reflecting the inappropriateness of present library staffing patterns and personnel management practices. Just as the needed changes in the authority structure have not been made, neither have library personnel and staffing been realigned to meet the demands of an integrated library system.

### Summary of Findings

We find that:

1. It is inappropriate to operate school libraries with school librarians whose primary function should be as resource teachers.

2. Certain OLS positions are inappropriately classified as educational officers, and there are some instructional positions which are inappropriately placed in OLS.

3. School library staffing varies widely.

### Librarians Classed in Two Personnel Systems

A major impetus for the request for a study of the state library program was the conflict between public librarians and school librarians. This conflict was generated largely by the classification of public librarians and school librarians into two separate personnel systems. Public librarians are classified as civil service, while school librarians belong to the certificated personnel system of the department of education (DOE). Public librarians under civil service generally believe the difference in pay and benefits is unfair, arguing that they perform essentially the same work as school librarians. School librarians, on the other hand, believe their work is substantially different from that of public librarians, contending they are teachers first and librarians second. They argue that their teaching functions require training in education, and, as such, they should continue to be classified and compensated as teachers.

In our investigation of the appropriateness of classifying school librarians as teachers, we examined

- the proper functions of school librarians and
- the actual work they perform

to determine whether school librarians have a distinctly instructional mission.

**The proper functions of school librarians.** It is difficult to ascertain the educational program which school librarians are supposed to carry out, because there is no agreed-upon instructional program, nor are there job

descriptions for school librarians.[1] Despite the size of school library operations, DOE does not present the legislature with a separate program description for the over 200 school librarian positions in its budget request. The latest manual for school librarians, issued in 1973, is only a working draft. It furnishes no description of the role of school librarians and provides little description of their duties and responsibilities.[2]

The most current approved manual for school librarians was issued in 1964. It lists four basic responsibilities for school librarians:

> "1. Acquiring, processing, circulating and maintaining instructional materials.
>
> 2. Teaching the use of the library and its resources.
>
> 3. Providing materials to teachers and students for curriculum implementation.
>
> 4. Keeping an accurate inventory of the library collection, as required by law."

The priority placed on the instruction-related items is indicated by the statement, "First and foremost, the school librarian is a trained teacher."[3]

A second description of functions is found in a statement of goals approved by the board of education in 1972. The goals statement reflects the view of the library as a center for materials in all media forms and of the school librarian as a media specialist. It states that the functions of media specialists are to:

> "(1) Serve as instructional resource consultants and material specialists to teachers and students.
>
> (2) Select materials for the media center and its program.
>
> (3) Assist teachers, students and technicians to produce materials which supplement those available through other channels.
>
> (4) Work with teachers in curriculum planning.
>
> (5) Teach the effective use of media to members of the faculty.
>
> (6) Provide instruction in the use of the media center and its resources.
>
> (7) Provide opportunities for pupils to develop competency in listening, viewing and reading skills.
>
> (8) Serve as resource persons in the classroom when requested by students and teachers.
>
> (9) Provide staff with information about recent developments in curricular subject areas and in the general field of education.
>
> (10) Assist teachers in the selection of classroom materials, including textbooks."[4]

Here, the emphasis is clearly on instruction and supporting instruction. The media specialist is seen as knowledgeable about instructional media and able to provide both direct instruction and assistance in the use of media.

It seems indisputable that students need to learn library skills, and that the school librarian who is trained both as a teacher and as a librarian is the logical person to teach such skills. But in the absence of a state instructional program for school libraries, it is impossible to judge whether the school librarians are supporting program objectives.

**The need for an instructional program in library skills.** One of the most important and basic skills that schools should teach is the ability to locate and utilize information. Many writers have pointed to the information explosion, its exponential growth, and the growing belief that information will assume a dominant economic and social role in society.

The national commission on libraries and information science notes:

[1]In contrast, there exist detailed job descriptions for public librarians. See the department of personnel services' "Librarian Series."

[2]DOE, OLS, School Libraries and Instructional Materials Branch, *Hawaii School Library Media Centers,* April 1973.

[3]DOE, *Hawaii School Libraries,* 1964, p. 4.

[4]DOE, OLS, School Libraries and Instructional Materials Branch, *Goals for School Library Media Programs: Guidelines for Schools in Hawaii,* December 1972, p. 13.

"The school library often gives the child the first exposure to information resources and molds the child's information behavior for the future. Thus, the school library plays an essential part in readying the child for an adult role in society."[5]

The ability to secure information is a skill which is basic to an individual's ability to adapt to a changing environment. All libraries, including school libraries, are centers for storing and retrieving information. School libraries are not only a resource for each school's instructional program but also laboratories in which students should be taught how to locate information.

School librarians have always emphasized their instructional functions. We agree with this emphasis. The 1972 statement of goals notes the need for the school librarian to serve a primarily instructional and instructional support function in a modern school program. This role requires training and experience in education. Accordingly, we believe that school librarians, in assuming these duties, should continue to be classified with other teachers as certificated personnel.

**Actual work performed by school librarians.** As of now, school librarians are not performing primarily instructional functions. Our interviews with school librarians revealed they are still largely operating in the traditional mode, i.e., as operators of facilities.

To determine how school librarians spend their time, we interviewed a sample of school librarians in elementary, intermediate, and high schools in the State. These school librarians were asked to estimate how much time they spend on various categories of work. They reported spending nearly 40 percent of their time on tasks related to the organization, maintenance, and administration of the library, and many of these tasks were of a clerical nature.

**Delineation of instructional functions and library maintenance functions.** The efficiency of school library operations can be greatly increased through their integration with public library operations. As we have noted repeatedly, DOE has not integrated the two types of libraries into a state system. DOE has failed to delineate which functions are basically instruction-related and therefore the responsibility of the school, on the one hand, and, on the other, which functions could be performed more appropriately and economically by a library system.

Although some collection maintenance functions have been assigned to OLS, school librarians still must perform or supervise many technical and clerical functions necessary to maintain and circulate the collection. Using a school librarian for these tasks is wasteful and inappropriate. While school librarians need to use libraries as laboratories for their lessons, it is not necessary for them to be responsible for the operation of the library. Operational functions can be more efficiently performed through coordination and centralization under OLS. It is logical, therefore, to assign responsibility for the operation of school libraries to OLS, and thereby free school librarians to provide instruction and support for instruction.

School librarians should emphasize educational duties, such as instructing students in the use of the library and retrieving information. They should devote substantially more time to assisting teachers in the development of instructional materials. They should select media materials for use by students and teachers. They should keep abreast of technological and media developments so that they can provide knowledgeable assistance to teachers and students.

Considering the department's objectives for its instructional program and for its library program, we must conclude that the current

[5]National Commission on Libraries and Information Science, *Toward a National Program for Library and Information Services: Goals for Action* (Washington, D.C.: 1975) p. 15.

practice of operating school libraries with instructional personnel is inappropriate. It does not support the library objective of system development, because the state librarian has no authority over the operation of school libraries. Neither does the staffing practice serve instructional objectives because it fosters neglect of what should be the school librarians' main function—instruction.

**Staffing problems in the community/school libraries.** The morale problems of the library system are magnified in the community/school libraries.

The community/school libraries were supposed to explore new forms of staffing for coordinating and integrating services. However, instead of developing a fresh staffing pattern, DOE merely combined existing school library personnel and public library personnel by housing both in the same building. No changes were made in the personnel systems of either the school librarian or the public librarian, and no new relationships or functions were defined. The school librarians continue their practice of reporting to the principals, behaving as if they are in a school library. The public librarians continue to report to the head of the library, behaving as if they are in a public library.

While in theory, all community/school library personnel are supposed to report to the heads of the libraries and the staff is supposed to work as a team, in practice the dual lines of authority prevent the head of the library from coordinating the work of the entire staff. Principals assign additional duties to school librarians that are unrelated to the library, including such tasks as assisting in the selection and processing of textbooks, coordinating resource rooms, coordinating use of audiovisual equipment and educational television, and participating in faculty activities. These activities frequently take school librarians out of the libraries. In their absence, the remaining staff serve student and teacher patrons, as well as community members.

As with other libraries, it would be preferable to staff community/school libraries entirely with public library personnel. The school librarians should be assigned to perform their distinct instructional and instructional-support functions, instead of library operational tasks. This would remove them from day-to-day library operations and alleviate personnel conflicts.

***Recommendations.*** *We recommend that:*

*1. The legislature should require the department of education to clearly delineate those aspects of the school library program which should be integrated into the state library program and those which should be a part of the individual school instructional programs. Operational functions relating to the library facility should be assigned to the office of library services, while instructional functions should be assigned to the school.*

*2. To develop the instructional media component of the school program, the legislature should require the department of education to do the following:*

*Continue to classify school librarians as instructional personnel but retitle them "resource teachers" to emphasize their instructional and media responsibilities as represented in the goals statement. In this connection, the certification requirements for media specialists should be revised and made applicable to "resource teachers."*

*Based on the demands of the new statewide curriculum to be formulated for teaching library skills, develop a staffing standard for resource teachers.*

**OLS Positions Are Classified Inaccurately**

The DOE's failure to distinguish between instructional functions and library functions

results not only in the coexistence of two separate personnel classification systems within the community/school libraries but also within OLS. Again, some personnel are classified as civil service by the department of personnel services; others are under the DOE's certificated personnel system for teachers and educational officers.

The coexistence in OLS of two separate personnel systems administered by two different departments makes it difficult, if not impossible, to classify the OLS positions equitably. At the time OLS was brought into DOE, all of its positions were in the civil service system. Since then, the number of certificated positions in OLS has increased to 22. These are mostly in the upper levels of the OLS heirarchy and in the multimedia services section of the support services branch.

**Positions inappropriately classified as educational officers.** Theoretically, the DOE's certificated system is limited to teaching positions and to administrative positions which require backgrounds in teaching. However, there are positions in OLS which bear no relationship to instruction but which are nevertheless classified in the certificated system.[6]

For example, the staff specialist in charge of personnel services is an educational officer, although his duties are not related to instruction. Similarly, the staff specialist in charge of facilities, security, and maintenance is an educational officer, even though he supervises janitorial workers and watchmen. For such positions, a background in teaching seems irrelevant.

The classification of such positions in the DOE's certificated system is not justifiable. It only creates confusion in personnel classification.

**Instructional positions inappropriately placed in OLS.** By contrast, the multimedia services section provides many instructional support services, among them the development of standards for multimedia instructional materials, the coordination of the development of a state plan to supplement and enrich the curriculum, the operation of a media production center which is used primarily by teachers, and the programming and production of educational television programs for in-school instructional purposes. Therefore these positions are legitimately treated as educational officers.

However, all such instruction-related functions currently assigned to OLS should be placed in another part of DOE. The recommendations made in our discussion of school libraries should also be applied to other parts of OLS—namely, instructional functions should be clearly defined and separated from the management of library operations. This separation of instruction-related functions from OLS would eliminate the need for certificated positions in OLS and the presence of separate personnel systems.

***Recommendation.*** *We recommend that the legislature direct the department of education to carefully examine the functions of the office of library services and (1) properly reclassify those non-education positions which are inappropriately classified as educational officers, and (2) transfer all instruction-related functions to the office of instructional services.*

**Library staffing varies widely.** During our investigation of the libraries' staffing problems, we found that the staffing of school libraries varied from one school to another with no relationship to school enrollment.

Staffing seems illogical even within districts. In the leeward district, for example, Waianae high, with an enrollment of 1632, has two librarians, while Campbell and Pearl City

[6]For a more detailed discussion of the problem, see State Legislative Auditor, *Management Audit of the Department of Education*, February 1973, pp. 249–263, 295–300.

high schools, with enrollment of 2087 and 2404, respectively, have only one librarian each.

Similar variations exist in clerical staffing. In the Honolulu district, Jarrett intermediate, with an enrollment of 747, has a library clerk, while Kawananakoa and Dole intermediate schools, with enrollments of 1146 and 1300, respectively, have none.

In effect, DOE has no statewide standards for the staffing of school libraries. The staffing "goals" set forth in the department's *Goals for School Library Media Programs* are so far out of reach as to be inapplicable. For instance, according to the goals statement, a high school with an enrollment of less than 2000, such as Kalani, should have 4 media specialists (comparable to school librarians), 3 media technicians, and 4 media aides, for a total staff of 11.[7] In fact, Kalani has 2 school librarians and a library clerk for a total of 3.

Even the existence of standards would not ensure equitable allotment of clerical staff to school libraries, since the principal now decides how the clerical staff for his school is to be used. The school principal may or may not assign clerical staff to the school library.

***Recommendation.*** *Should the legislature direct that school library operations be assigned to OLS, we recommend it also require OLS to develop realistic staffing standards for school libraries. These standards could be in line with the current practice of staffing small branches with technical and clerical personnel under the professional supervision of regional administrators.*

[7]DOE, OLS, *Goals for School Media Programs, op. cit.*, p. 33.

## Chapter 9

## ORGANIZATIONAL ALTERNATIVES FOR LIBRARIES

Although the library program was placed in the department of education (DOE) to support management and program objectives, continued complaints have been voiced concerning this placement. It is argued that DOE gives low priority to the library program and that DOE discriminates against public librarians by paying them less than school librarians for the same work. Various organizational alternatives have been proposed. Recently, interest in the proposals has been intensified by the work of the government organization commission, which, as its name implies, is studying the organization of state government.

Our own study has noted the many reasons for the libraries' placement in DOE. To reiterate, Hawaii's plan for library services was deliberately designed to support the development of a statewide library system. During the reorganization of government subsequent to statehood, lawmakers placed the responsibility for Hawaii's libraries at the state level so that the separate county libraries could "be integrated into a state library system."

The shared educational goals of schools and libraries were the basic rationale for the placement of Hawaii's public library system in DOE. Another reason for the chosen plan of organization, noted in the report of the joint legislative committee on reorganization and also in the 1961 *Report on Survey of Organization Structure,*[1] was that much efficiency could be gained through the integration of school and public libraries. The master plan for libraries put forth an additional reason for an organizational plan which would facilitate coordination of school and public libraries—that students compose the public libraries' largest client group.

Hawaii's master plan for library development, adopted by the state board of education in 1968, reaffirmed the state government's decision to deliver library services through DOE. The plan concluded that the state level was the most appropriate locus of government responsibility for a library system in Hawaii. According to the plan, a major obstacle to networking on the mainland was the jurisdictional problem of integrating large numbers of small, locally supported, autonomous library units into systems. Hawaii was considered particularly fortunate in having an organizational design which facilitates integrated library system development.

Alternative organizational placements have been suggested by the government organization commission, by measures introduced in the legislature, and by officers of DOE.

Questions concerning the libraries' present locus appear to arise from dissatisfaction with the organization and management of the office

[1]Booz, Allen and Hamilton, *Report on Survey of Organization Structure,* February 15, 1961.

of library services and DOE rather than with inappropriate organization *per se.* Much of the dissatisfaction with DOE arises from the problems which we previously noted in our management audit of DOE, such as confusion of roles and responsibilities, insufficient program coordination, lack of uniform criteria, and lack of management control.

There is also dissatisfaction with DOE personnel, as this passage from a government organization commission research memo illustrates,

> "... Mr. Igoe [formerly state librarian] still maintains that organizationally, the present system cannot be faulted, although he was impressed with the bureaucratic inertia prevalent at all levels of personnel, a 'disease' he observed in other jurisdictions on the mainland but not in as advanced and artful stage as during his tenure as head librarian."[2]

Should the legislature decide to undertake a relocation of the library system, its study of alternative organization proposals should take into consideration such questions as what placement would be best for the State; what would best balance library requirements with other competing needs; what would be best for the library program in terms of its program and management objectives; what reasons for changing the present placement of libraries are sufficiently compelling to justify the cost of reorganization. The assessment of this study is that the library system should remain with DOE, but the legislature may wish to review other organizational alternatives. In the remainder of this chapter, we briefly describe the alternatives.

### Returning Libraries to the Counties

The alternative of returning the libraries to the counties has received some attention because of a proposal initiated by the city and county of Honolulu. However, the funding impact on county budgets of county library systems has not been analyzed, nor is it yet clear what the advantages of county libraries might be.

### Placement in a Department of Life-Long Learning

One proposal would place public libraries in a department of life-long learning together with the adult education programs presently in DOE and the college of continuing education and community service currently at the university of Hawaii. The department would also include the post-secondary education commission, the Hawaii open program, the center for governmental development, membership in the Western Interstate Commission on Higher Education, student loan programs presently administered by the department of budget and finance, the state foundation on culture and the arts, the Hawaii foundation for history and the humanities, and the Kamehameha day commission. Under this proposal, school libraries would be separately placed in the DOE; however, community/school libraries would be operated by the public library system under an operating agreement with the DOE.[3]

### Creation of a Separate Department

A third idea is to create a new department of libraries, thereby increasing the number of state departments to 18. Its creation would give libraries representation in the governor's cabinet and elevate trade-offs between libraries and other programs from a decision made within a department to a cabinet-level decision.

[2]Government Organization Commission, Research Memo No. 16, June 25, 1976, p. 7.

[3]Government Organization Commission, *Report to the Ninth State Legislature, State of Hawaii, of the Commission on Organization of Government,* February 1977, pp. 107–109.

**Placement in the Department of Accounting and General Services**

A fourth proposal which has been suggested is to place the libraries in the department of accounting and general services, which now maintains the state archives. This proposal would tend to emphasize the depository function of libraries rather than the educational function.

**Continued Placement in DOE**

Although preliminary recommendations of the government organization commission did not discuss the present placement in DOE, continuation of this arrangement should be thoroughly explored. While our study has shown that DOE has failed to develop the library system as planned, a library system within DOE nevertheless continues to have potential for development.

Above all, the facts on library usage are impressive, that is, that students are currently not only the exclusive users of school libraries but also make up nearly two-thirds of the clientele of all public libraries. It is a compelling reason for assigning library operations to DOE.

Next, however frustrating the performance of the DOE's central bureaucracy, DOE has had vast experience in providing services to the most remote parts of the islands. In this sense, the experience of DOE should have much potential for meeting the goals of accessibility and comprehensiveness, which date to the Territory's first library act in 1907.

For these and other fundamental reasons, we believe policymakers should carefully analyze the current arrangement before a great deal of time and energy is spent on alternative organizational schemes. Many of the present problems may relate not to organization, but rather to a lack of vision and will in dealing with human problems which stand in the way of developing a true library system. Moving libraries to another department, or creating a new department, might only result in reassigning problems in management to yet another segment of the state bureaucracy.

## Chapter 10

## SUMMARY

As is evident in this study, state policy on libraries has consistently demanded creation of an integrated system of libraries, but administrators have just as consistently ignored this goal. The kernel of a systems approach dates to 1909, when the territorial legislature sought library services which were comprehensive and equitably distributed.

Then, for a time, the territorial libraries were run by the four county governments and school libraries grew and spun off on their own. However, when the legislature studied government organization preparatory to statehood, it again pulled all libraries together. This was clearly done with the intent of creating a library system which would make the most use of Hawaii's library resources. The rationale for placing all libraries, both school and public, inside the department of education (DOE) was sound, for libraries, like the schools, have an educational mission; and the largest constituency of public libraries, as well as school libraries, is the student population.

The problem has not been one of organizational placement, but rather a failure to implement a systems approach. DOE has failed to grasp, and then act on, the gist of Hawaii library policy first set forth in 1909, then restated in more sophisticated, forceful terms at statehood.

During the 17-year period of statehood, the DOE's persistent failure to implement a systems approach was not for a lack of reminding. The 1961 *Report on Survey of Organizational Structure,* the statements of the 1963 governor's committee on state libraries, the elevation in 1964 of the state librarian to assistant superintendent (effected with the understanding the state librarian would control school as well as public libraries), and finally the master plan document of 1968 *Planning for Libraries in Hawaii*—all of these outlined an integrated system as the fundamental strategy for library development in Hawaii.

In light of all of these policy cues, the DOE's inaction is indeed disconcerting. Our most distressing discovery was the isolation of individual school libraries. Each is part of the preserve of individual school principals. As a result, school libraries fail to share their resources with other schools and with the community; by the same token, they fail to draw on the potential resources of a state system. If the books in all these small, fragmented libraries were pooled, they would constitute a majority of all the library books of the State. Thus regarded, the waste is horrendous.

Community/school libraries, undertaken as a sensible experiment, have become isolated in their own peculiar way. Administratively, they operate in a sort of no-man's land, while programmatically their emphasis on high-technology media equipment can in no way be justified in terms of statewide needs.

Regional libraries, a promising concept for bringing school and public libraries together, either have not developed or, where they have developed somewhat, have done so unevenly. As for the state resource library, it has simply failed to develop as intended.

In sum, Hawaii has no real library *system:* (1) school libraries are almost totally isolated, (2) public libraries operate on their own, (3) regional libraries operate haphazardly, and (4) none are given the solid backup which should be forthcoming from a state resource library. State policy is frustrated by lack of implementation. Instead of a *system,* Hawaii has an accumulation of libraries.

As an extension of the foregoing conclusions, our recommendations revolve around the systems goal of the statehood period. While approaches to implementation may well vary, we believe any real systems approach to Hawaii's libraries must include:

*Integrating school libraries with public libraries.* To accomplish this, school libraries must be removed from the authority of school principals and placed under the DOE's office of library services. These school libraries should be administered by public librarians and should be made available, where useful, not only to students but the public.

*Developing administrative backup.* To develop as an integrated system, both school and public libraries must be coordinated. The regional system is promising, if painfully incomplete.

*Developing cooperation and resource-sharing.* Only through sharing their resources can libraries give consumers comprehensive service, distributed equitably throughout the islands.

*Developing resource backup.* Neighborhood-level libraries must have timely and adequate backup on materials, first from the regional libraries, then from a state resource library. To meet this demand, the state resource library, which has operated in many ways simply as a large community library, will have to undergo the fundamental conversion which it has deferred for so long.

We are confident that by following the logic of systems development, the personnel conflicts which have precipitated the library debate will be substantially resolved, if not solved altogether. With school libraries integrated into the public system under the administration of public librarians, the erstwhile school librarians will be freed to do what they were supposed to do all along. That is, school librarians then can spend most of their time functioning as "resource teachers" and providing instruction to students on library usage and information retrieval. By so doing, they would meet the claim that they are "teachers first," and, secondly, librarians.

An integrated system will not develop of itself. Obviously, pockets of strong resistance stand in the way. But if the will is exerted, and here, legislative impetus is clearly appropriate, Hawaii could finally make real strides toward its long-standing goal of an integrated library system.

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