TARGET

'76

CONNECTICUT LIBRARY SERVICE

1971—The Reality; 1976—The Goals

Development Committee
Connecticut Library Association
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TOTAL LIBRARY SERVICE FOR ALL THE PEOPLE OF CONNECTICUT

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The Connecticut Library Association (CLA), the largest association of professional librarians in the state, has become increasingly concerned that there has been no active and generally accepted plan for the future development of library services within the state. This has not been the case. Indeed, there has been quite a succession of plans on this subject over quite a period of years. However, the most recent—that put forth as a "Suggested Plan" by the State Library Committee in 1968 and substantially endorsed then by CLA—has, for the most part, been realized.

A need has come to be felt for a new plan, to continue to build on the past. Ideally, moreover, the new plan should be dedicated, if at all possible, to the improvement of all library services within the state, and not be limited primarily to the services offered only by the public libraries of the state, as has been the case with most of the prior plans.

To this end, and with the aid of a grant from the State Library Committee, CLA called together a group of nearly forty people, all known to be deeply concerned with the third aspect of library services, to start work to draft a plan. This group was made up principally of librarians representing public, school, academic, and medical libraries, but also including trustees of public libraries and other lay people, met for a week-long "institute" in September 1971.

Their theme was labelled "Target '76"—a title seized upon because of the coincidence of three factors—that 1976 was then a matter of five years from the start of planning (this being a period of time often associated with planning into the future); that 1976 marks the bi-centennial of the United States, in which year the accomplishment of great plans is greatly to be desired; and that 1976 is the centennial of the founding of the American Library Association. Their goal was the creation of a plan for statewide library development that could be embraced and supported by all levels of the state's population-librarians and non-librarians alike—and, with this support, hopefully translated into reality by the target date, 1976.

It is important that you know these people have, ever since that work-packed week in September, been meeting together at intervals to continue to refine the concepts that were generated then. Moreover, they have, with the cooperation of the Association of Connecticut Library Boards and of the several Regional Planning Agencies, presented the basic elements of their plan to a cross-section of the general public at a series of fifteen meetings all across and up and down the State, for comment and constructive criticism. It has been estimated that the total audience at these meetings was nearly a thousand people. Most, to be sure, were either librarians or library trustees, but a not inconsiderable number also included municipal officials, school administrators, members of the state legislature, and the general public. The comments received as a result of these meetings have been given due consideration by the planning group and have been woven into the planning, as appropriate.

And it is just as important that you know that many of the group have agreed that the plan is not complete with the preparation of the plan. A personal commitment is felt by these members of the planning team to continue to work together toward the implementation of the plan and the achievement of the ultimate goal.

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To create a new program, it is important to have some knowledge of what there is that exists already, upon which foundation the new can be built. To understand the new program and the need for it, it is equally important that the reader should also be informed of the situation existing at the start. The following position papers are presented for this purpose. They were prepared as part of a Planning Committee assignment prior to the September, 1971, planning conference, and some of the observations made in these papers are already out of date.

Library Service in Connecticut at the Start of 1971

(The following statement on the status of library service in Connecticut is one person's point of view, as based on a mixture of personal knowledge, hearsay, and deduction. When originally drafted, it was considered probable that it was highly colored. It has, however, been reviewed by several dozen well informed readers from most parts of the state, and has been pronounced a reasonably accurate word-picture of the situation as it actually prevailed at the time.)

It seems in order to start with some statistical data, to be able to establish a frame of reference. Connecticut is the third smallest state of the 50 states, with a total area of about 5000 square miles. The state is varied according as one may include only land area or that part of Long Island Sound under the jurisdiction of the state. Depending on the base of its size, it is the 24th largest of the fifty states in terms of total area. Together, the population of just over three million, on the 1970 census, and the area, make Connecticut the fourth most densely populated state, at approximately 600 persons per square mile (again, the exact figure varies as one may include or exclude the water area.) (The most densely populated state is New Jersey, at 8,950/sq.mi., with Rhode Island and Massachusetts as #82 & 3. The least densely populated is Alaska, with fewer than 1/sq. mi., with Wyoming (3) and Nevada (4) close behind. The national average is just under 60.)

As further illustration, Litchfield County is at the same time the largest of Connecticut's eight counties, with 938 square miles, and the least densely populated, with 154 persons per mile. Nevertheless, this is very closely identical to the population density of the state of Michigan, which, in turn, is the eleventh most densely populated of the fifty states.

The point is that, in considering library service in Connecticut, it seems important to bear in mind that we are concerned with serving a concentration of people that is equalled or surpassed in very few other parts of the country. The pattern of ideal library service for Connecticut must be influenced by this consideration. It cannot be the same as that for Alaska or Texas, or even for California or New York, all of which contain vast areas of very sparsely populated territory. Connecticut has no sizeable area of extremely thin population. Its least populated town, Union, with 443 persons, is still more densely populated (14.8/sq. mi) than are at least nine—or possibly ten—states.

Historically, it is difficult, and perhaps not even germane, to ascertain the true beginning of public library service in Connecticut for there are conflicting claims. It is probable that some form of such service had its beginnings at some time in the eighteenth century, and almost surely by the start of the nineteenth. It is apparent that the spread of such service, though, was slow, as, in 1889, a state law was adopted to provide encouragement for the creation of public libraries, but this was inadequate and not of high success.

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To provide further impetus, in 1893, largely through the efforts of the Connecticut Library Association, a new law was provided for the creation of the Connecticut Public Library Committee, an arm of the state Board of Education. The Committee was charged with encouraging the formation of town-supported free public libraries and with providing advice and assistance to these. It was permitted to make a gift of $200 worth of books to a new library, if the town provided at least that much in local funds (a matching gift if less). Soon realizing that continuing support was also needed, the law was extended in 1896 to include an annual gift or up to $100 worth of books on a similar matching basis.

A 1905 article by Caroline Hewins, Secretary of the Committee, provides interesting and illuminating reading about its activities ("The Development of the Public Library in Connecticut," Connecticut Magazine, Vol. IX, pp. 181-184). Miss Hewins quotes from one of the Committee's propaganda pamphlets as follows:

"Has your town a Free Library? If not, see that one is called for at your next town meeting. If your town votes to expend $200 or less for it this year, and promises it future increase and maintenance, the State will give it books equal in value to the amount voted this year. That is, if you vote only $25, the State will give you $25 worth of books. The promise of future increase should make the cost per year not less than a certain sum. If you cannot hire a room and pay a librarian, there is probably a vacant room in some house in the central part of the town, the use of which the owner can be induced to give as a contribution to the Free Library, and two or three young women can easily be persuaded to take charge of the books in turn without pay.

"There are two objections to a free library in almost every town. One is the existence of several villages, every one of which fears it will be less benefited by a free Library than its neighbors. The other is that Library Associations supported by subscriptions are afraid to give themselves up to town control.

"Both of these obstacles have already been successfully overcome in free libraries in this State, as any member of the Committee on whom you find it most convenient to call will show you."

(Despite the reassurances of the final paragraph, the "obstacles" described in the second are still found to exist today, nearly eighty years later.)

In her article, Miss Hewins describes the initial success of the program.

"In 1893, Connecticut had thirteen free town libraries, three free borough libraries, twenty-two free libraries supported but not controlled by towns, fifty-seven towns having subscription libraries and seventy-one with no libraries at all.

"Between October, 1893, and October, 1904, seventy-four towns and cities have voted to establish and maintain free libraries, thirty-two towns have free libraries given by private individuals, the number of towns having subscription libraries is reduced to twenty-three, and the number without libraries to forty-one."

(By 1966, and through 1969, the State Library carried 205 public libraries on its rolls, of which at least 190 were receiving at least partial town support. In 1970, the last known subscription library voted to accept town support and to open its doors to the public. However, by 1966, at least one of these libraries was known to have closed its doors, and by 1971 a second is suspected to have done so, although I have no case evidence to back that up. And in each case there is still one active library within the town. In 1970 there were still five towns without a library within their borders, but one of these has newly contracted with a neighboring town for service.)

With final reference to Miss Hewins' article, it is of interest to note that it was the Public Library Committee who selected the books that were given to the local libraries, although the Committee did give heed to specific requests when it found the requests to be satisfactory to it. It is of further interest that Miss Hewins' article is illustrated with photographs of libraries in existence in 1904. Towns driving through Connecticut towns and villages in 1971 can find a goodly number of these same buildings still in use as libraries, without noticeable addition or modification.

The present. In 1971, the nature and quality of library service vary in marked degree throughout the state. Although, in fact, there are substantial variations from town to town, it would be time-consuming and repetitious to try to treat of each town individually, besides straining the durability of the reader. Instead, an effort will be made to group the 169 towns within more or less loosely defined areas, somewhat based along county lines, with overlapping to be understood.

a. Fairfield County.

Fairfield County, fourth largest in area of the eight counties (953 sq. mi.) and fourth in the number of towns within its limits (250), is the most densely populated of the eight (1264/sq.mi.). It is also probably the most complex of the eight from a demographic viewpoint. Its area includes two of the state's five cities having populations of over 10,000: Bridgeport, 156,542; Stamford, 108,793; and these are heavily industrialized and have large non-white populations. On the other extreme, it contains six towns having under 10,000 population, ranging down to Sherman, the northernmost town, with 1,459.

The towns ranging along the coast and to the immediate inland areas have, not without reason, come to be known as the rest of the state as "The Gold Coast." Heavily oriented toward New York City (as, indeed, is most of the county to some degree), this southwesternmost part of the state has attracted many of the upper echelons of the staffs of business firms located in New York City, not a few of which have additionally relocated their headquarters and/or research facilities to this part of the state in recent years.

Conversely, the towns further east and north tend more to be akin to the more rural areas of the state. An island of relatively dense population and industry exists at Danbury, well inland from the coast, but otherwise the remainder of the county is best described as suburban or rural in nature.

The pattern of library service throughout the county, as could be predicted, rather closely aligns itself with the population just described. The committees, representatives, and research personnel within the "Gold Coast" have demanded, and have been able to afford to support, library service of a caliber equalled in few other parts of the state, if indeed, at all elsewhere. Industrial Bridgeport, on the other hand, which could cut up in them early, casually claim the largest and most diversified public library collection in the state, is feeling the economic pinch common to many industrial communities across the country, and the effects are being felt by the library. Service has not yet declined, but the collection is now being adversely affected (it has already dropped to second largest from a once comfortable leading position), and service cannot help but be affected in the future if the quality and quantity of the collection is not supported.

Back from the coast, though, the quality of library service, at least insofar as can be measured in terms of books on an even and uniform per capita, is not better than mediocre. Even Danbury, which has just opened a fine new building to house its library, can claim only slightly more than one volume per capita, in spite of its operating budget, now close to the statewide average at slightly over $4/cap., gives promise of moderate improvement in this area as time goes on.

Other than the public libraries of the county, Fair-
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field County is wealthy in terms of the number and diversity of its non-public libraries. Academic institutions in and near Bridgeport and in Stamford and Danbury have libraries that in some measure serve to augment the services of the public libraries, and the multitude of research and industrial libraries, concentrated in the Stamford–Norwalk area, also serve this purpose. An effort by the State Library in 1967 to enumerate all libraries beyond those of high school level turned up a total of 125 within the county, which number is probably higher today. It is supposed that school library service within the county roughly parallels public library service. The wealthier communities are excellent; those less so fall behind. Private school libraries, though they exist, are not known to offer anything more than the total library picture beyond their own clientele.

The spirit of library cooperation in Fairfield County is present, but manifests itself in a confusing manner. At least three—possibly four—wholly or partially independent library cooperatives have been formed, all with overlapping membership in some measure.

Oldest of these is the Library Administrators Group (LAG). Organized informally, LAG consists of the chief administrators of, perhaps, two-thirds of the public libraries of the county, though membership is open to all. Originally, the members met at intervals to discuss common problems, seek solutions, and attempt to arrive at uniform policies that could ease the work of all. In time it was found that funds could be made available for cooperative projects, the most noteworthy of which have been a graphics project and a union list of serials.

Of next greatest age is The Library Group of Southwestern Connecticut, Inc. Origin of the group was a semi-annual gathering and workshop largely limited to the special librarians in the Stamford area which, over a span of time, expanded to include public, school, and academic librarians and also spread beyond the limits of the city. Formal organization took place in 1962, and the Group continues to be a viable force in improving library service in the southwestern corner of the state. Members not only discuss common problems and seek solutions, but also encourage interlibrary among the members, support a program of purchase of lesser used materials owned by the group and available for use by all members and the community at large, and have compiled a union list of serials. Members of both the public and school libraries that are also represented in LAG, but the two groups have undertaken no common project—even the union lists are discrete.

Third is the Southwestern Connecticut Library System. Libraries represented in this organization are substantially or entirely the same as those making up LAG, but an unusual provision of the bylaws prevents any librarian from holding office in the System, which, instead, is administered by the trustees of the libraries represented in the organization. Elaborate plans have been made by the System to ease the making of interlibrary among the member librarians and to provide countywide reference service. Difficulties have been encountered in putting these plans into effect, and the effectiveness of the planning is yet to be demonstrated.

About simultaneously with the formation of the System, a number of libraries in the vicinity of Danbury, who found themselves out of sympathy with certain of the plans in the System, formed a local group along the lines of LAG, but with limited goals. Nothing has been heard from this group since its formation, and its present existence and membership are in doubt, but, if still alive, the membership is believed to overlap in part with LAG and/or the System.

Except for the fact that no public library — indeed, no library at all — in the county can qualify as a major public library, which lack is true of the state as a whole with respect to its public libraries, a major library is here considered to be one holding a million or more volumes — no public library in Connecticut has yet quite reached the half-million volume mark — the combined factors that the county is one of the highest in the countv, both in per capita wealth and educational level would imply that the potential is present for an outstandingly high level of total library service. The level now provided is, on the average, higher than that available elsewhere in the state in its totality. It is difficult to avoid the speculation that if the existing "cooperatives" were to increase their efforts, and especially if they were to commence to cooperate on a meaningful basis, the level of total library service that might then be achieved would truly become outstanding. It can now claim, at best, an "above-average" level.

b. New Haven County area.

Although Fairfield County can be, and has been, considered as a discrete area, the same is not so much true of New Haven County. Substantial portions of Middlesex County are contiguous to its western neighbor, and minor portions of Litchfield County, especially those near Waterbury, are similarly influenced. New Haven County is the fifteenth largest in terms of area (250 sq. mi.) and third in total population (744,949, which make it the state's second most densely populated, 2,927 sq. mi.). It contains the second largest number of towns (37) and includes, like Fairfield, two of the five cities having over 100,000 population — New Haven, with 137,767, and Waterbury, with 57,302. Eight of the 27 towns have populations under 10,000, the smallest being Beacon Falls, with 3,546.

Middlesex County is the smallest of the eight in area (37 sq. mi.) and shares 6th place in number of towns within its borders (15). It is fifth (second smallest) in total population (11,416), making it also fifth largest in population density (3077 sq. mi.). It includes only one community of relatively large size, Middletown, with a population of 38,365. All the remaining towns have populations of under 10,000 with the sole exception of Clinton (10,267), the smallest being Killingworth with 2,456. Perhaps a third of the county may be considered as being under the economic and cultural influence of New Haven County; another third as being similarly influenced by Hartford County; with the remainder divided between these or self-contained.

It is not surprising that the strongest common interest within this area, such as prevails along the "Cold Coast" of Fairfield County, centers of industry exist at Ansonia, Meriden, Middletown, Waterbury, and New Haven itself, but it is less so that the cultural influence of Yale University and other academic institutions within and adjacent to its limits rather than of an industrial community. As a whole, the area is more strongly industrial than rural, and even the rural communities have become more of the nature of suburbs as contrasted to the agricultural concept often associated with "rural".

The entire area is more or less under the combined financial handicap of the typical industrial and suburban community, in that the industrial community is losing or has lost its more wealthy residents, who have moved to the suburbs, whereas the suburbs lack the industry that would provide a broad tax base.

The picture of library service reflects this financial problem. The New Haven public library is without question the strongest public library in the entire area, but the city of New Haven has suffered a population loss of some ten percent in the past decade, which factor leaves the possible continuing growth of the city's library very much an open question. Efforts to persuade communities adjacent to New Haven to contribute to the library's maintenance, but it is too early to predict the success of this movement.

The overall level of library service in the area varies from weak to only borderline adequacy. There do exist
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a number of academic libraries within the area, notably those of Yale and Wesleyan universities, and these do contribute measurably to the providing of total library service in the area, but these, too, are feeling financial pressures. Yale, especially, has taken steps to try to speculate, to be more productive; it has increased its fees for library cards to non-members of its own community. Despite the concentration of industry at various points throughout the area, there are no large commercial libraries, and the contributions of these to total library service is minor.

Interlibrary cooperation throughout the New Haven-Middlesex area is still only in its infancy, although there is a long-standing seat between those of Yale and the University of Connecticut. The association similar to LAG has been in the area, known as the South Central Association of Library Administrators (SCALL), but present membership is far from area-wide, being essentially limited to representatives of public libraries in the immediate vicinity of New Haven. Like LAG, SCALL has prepared a union list of materials held in the libraries represented. Plans are presently being considered for the formation of a more formal organization — whether or not these plans include consideration of academic or special libraries is not known.

While it is not the major factor against which to much of New Haven County, the libraries of Middlesex County benefit substantially from the presence, in Middletown, of one of the State Library's Library Service Centers, as do their patrons. Middletown especially to give notice, assistance, and augmentation of their collections to the more rural libraries, the Center maintains a collection of about 600,000 volumes for the last named purpose. These are available to both public and school libraries within the service area, either as individual or long-term loans. Of considerable help when first instituted, are there now those who wonder whether the Center may have become too self-sufficient on which also it is necessary to lean in lieu of providing service from their own resources.

c. New London, Tolland, Windham County area.

The three easternmost counties of the state can well be considered as an integral group, although the western portion of Tolland County, having been included in the Capitol Region Planning Region, may for this reason be considered more properly within the general description of Hartford County, as follows next.

New London County is the third largest in area (672 sq. mi.), includes the fifth greatest number of towns (21), has the fourth largest population density (338/sq. mi.) with the fourth largest total population (230,348). Eight of her towns have over 10,000 population, but none has yet reached 50,000. The three largest are, New London, Norwich, Groton, and New London, in terms of total population, but New London suffers the distinction of having to pack in 31,630 people into only 62 square miles, one of the smallest land areas of any of the 169 towns, thus achieving a population density of about 5,000/sq.mi. Smallest of the towns is Franklin, with 1,356.

Tolland County is next-to-the-smallest of the eight, with 415 square miles, and has the same position with respect to population, with 103,440. It climbs only to third smallest in terms of population density (248/sq.mi.), but includes the least number of towns of any county (19). Only two of its towns are over 10,000 population, Willimantic and Vernon, with the latter being the larger by a comfortable margin (27,237 vs. 19,994). Smallest is Union, which is also the state's smallest, but none of the remaining towns have 2,000 population.

Windham County is third smallest in area (515 sq. mi.), shares with Middlesex the figure for the second fewest towns (15), and has the smallest total population (94,515) to give it the second lowest population density (184/sq.mi.). Three of its towns are over 10,000 population, the largest being Willimantic (19,626), which includes within it the city of Willimantic. Smallest is Eastford (925), and four of the remainder are also under 1,000.

As a whole, the area is more rural than suburban, and little of it is heavily industrial, even on a relative basis. The vicinity of Groton-New London-Norwich is more heavily industrialized than is any of the remainder of the area, chiefly due to the presence of a major Navy installation and its associated activities. Locally, this vicinity also contains a group of small academic institutions. An important factor within the area is that of the presence of the University of Connecticut's main campus in the town of Mansfield, located industrial centers exist at Willimantic and in the Killingly-Plainsfield region.

With few exceptions, the level of library service prevailing throughout this area falls to reflect the passage of some thirty years since the Middlesex surveys. While the article referred to in the early paragraphs of this document. Here, more than anywhere else in the state (but with the possible inclusion of Litchfield County as well) is Connecticut's slogan, "The land of steady habits", most true (i.e., "What was good enough for grandma is good enough for grandson)"). It is here, within New London County, that four of the five towns without libraries may be found (and a fifth town only began library within the past year or two). They are to be found at least a dozen libraries that receive less than half their annual operating expenditures from town funds. (In a very few instances, some of these may be fortunate enough to be receiving most funds from public schools, but that have not yet been exhausted — in the majority of instances it may safely be anticipated that sympathetic volunteers are holding cake or rummage sales, or ring doorsbells, to secure the necessary funds.) In short it is here that there are still at least a half-dozen libraries run by "associations" who have not yet seen fit to relinquish the reins of leadership to possible town intervention in return for securing town funds.

In these towns, for that matter, throughout the state in most instances — it is usual that 50%, even up to 90%, of the tax dollar is spent in educating the children of the community. Rarely is as much as 2% of the tax dollar expended in keeping that same child educated, through his library, for the rest of his life!

However, there are a few bright spots. A small measure of library cooperation has begun with New London County with the formation of a group similar to LAG. True to the pattern is, too, has produced a union list, but has deviated a bit from usual form in including some holdings of non-public libraries in the list. Within the same area is the only concentration of special libraries in the region, and, as was the case with the academic libraries previously mentioned, do play some part in the overall picture of library service, locally.

The second strongest library in the state, that of the University of Connecticut at Mansfield, which has recently passed the million-volume mark, supplements the local library in giving service to the community. It has little other effect on the region under discussion, per se, but does, through the State Library, offer the use of its collection to the residents of the state by way of interloans, and, in its own right, supplies an information service to the state's Industrial community, with financial assistance from the Connecticut Research Council.

Other cooperative services within the region are limited to one or two "Swap Groups" among the public libraries, except that, in addition, a half-dozen or so libraries in the normal area, including one school library, have jointly prepared a union list of their serial holdings.

The State Library maintains a second Library Service Center in Willimantic and operation of the Middletown center in serving public and school libraries in Tolland and Windham counties. Its collection numbers some 30,000 volumes. This center also provides library service for the region. A joint operation, also on the staff of the State Library, is quartered at the Waterford Library to provide consulting services to New London County. This consultant is also assigned responsibility for administering the State Library's role in connection with a plurality of film circuits for public
libraries, not hidden as mentioned to them they tend to cross the lines of the regions being described.

d. Hartford County.

Although largest in the state in terms of population (816,077), and in terms of number of towns within its limits (29), Hartford County is only second largest in area (741 sq.m.), and third in population density (1102/sq.ml). The city of Hartford is the state's largest (6,017), which is also the state's Capitol city. No other town in the county exceeds 100,000, and nine are under 10,000. Hartford holds the smallest (1,303), and atypical, as the next smallest is over twice this size (Marlborough, 2,361).

Hartford and its immediate environs are heavily industrial, with principal emphasis on insurance and aircraft. Outside these environs, the nature of the towns becomes Generally suburban to rural, those to the immediate west and north being the more affluent and perhaps approaching in nature the "Gold Coast" of Fairfield County.

The economic picture painted for New Haven County is essentially applicable also to Hartford County. Although there have not been a net exodus of population from Hartford as marked as that of New Haven, there has been an exodus, but with replacement, numerically, by persons of lower income levels, leaving the same overall effect. Like Bridgeport and Stamford, Hartford, and the other industrial centers of the county, have significant non-white populations.

And, like Fairfield County, the level of library service in the area varies markedly from town to town. The Hartford Library System, now has the largest collection of the public libraries of the state, having just recently taken the lead from Bridgeport, with close to a million volumes. High levels of service are generally available, though there is a distinct cut in the coming fiscal year may take significant toll of these in the not distant future. Similarly, the surrounding towns offer generally high levels of service. West Hartford now even leads Hartford in total circulation despite the presence of a collection only slightly over one-third the size. Away from the core communities, though, the level of service falls off, and becomes more in line with that described as prevailing in the eastern counties, although not to the extent that one finds a community failing to provide tax funds for its library(ies) at all.

Cooperative measures among libraries in Hartford County have been slow in coming and modest in extent until recent months. As opposed to creating a rate to as cause alienation among the participants. Until recently, such measures have been limited to mutual honoring of library cards among two or three selected groups of libraries; these groups generally being limited to two or three libraries, as well. There have been sporadic meetings of public library administrators, too, but not even a union list has come of these.

About a year and a half ago, though (i.e., in September, 1969) there came into being the Capitol Region Library Council, Inc. Strictly speaking, this is not limited to Hartford County, nor does it include all of the county. The Capitol Region Planning Region, on the limits of which the Council is based, includes roughly the eastern two-thirds of Hartford County and the western half of Tolland County, totaling 31 towns. Its bylaws, though, do provide for the assimilation of libraries outside the strict boundaries of the Region, and a number of these have now been accepted as associate members.

CRLC is organized on a grander scale than any of the cooperative previously described. Like the Library Group of S.W. Conn., it seeks members from among public, academic, school, and special libraries, but it has made an effort not to be dominated by any one of those kinds of libraries, as is the Group. Although it does maintain a dues scale, for its members, the dues do not even totally support the headquarters activities of the Council, which means that its funds must come from other sources. At present, the chief of these is the State Library, which has allocated a portion of the state's LDCA funds to the Council, with lesser amounts from another regional association. Plans are being considered to seek future ongoing funds from local sources, if federal and/or state funds should dry up or not become available.

CRLC has several accomplishments to show for its short life span to date. It is organized and held a statewide symposium on the use of census data to provide a cooperative purchasing program, through which library supplies can be obtained by member libraries, at maximum discount. It has assured a central reference service, through which reference questions can not be serviced through a member's own collection are handled, using the total resources of the Region for the purpose, if necessary. It has funded an experimental program through which patrons of the member public libraries may use the resources of Hartford library without fee, and Hartford patrons, in, turn, those of the other libraries. It plans, in the coming year, to extend this limited reciprocity to region-wide reciprocity among the member public libraries. It is starting to plan for a centralized processing program, especially for the school library members, but not limited to these exclusively. Other tentative plans are under the administrative stage, but hopefully will involve the academic and special sectors of the membership to a greater extent than have the earlier programs.

CRLC is still faced a period of growing pains, and its future is far from certain. The biggest hurdle it must probably yet overcome is the transfer of financial support from the uncertainty of grant programs to the assurance of a more solid support, on a continuing basis. The success of such a transfer is, at the moment very much in question.

In other respects, Hartford County more closely parallels Fairfield County than any other with respect to total library resources. Both the numbers of academic libraries and of public libraries in the two counties are comparable, and the 1967 count of the State Library showed the same total — 125.

e. Litchfield County.

Statistical data for Litchfield County were given in the opening summary, but, to repeat briefly, the county is largest in area (923 sq. ml), third smallest in population (144,601) and has the smallest population density (154/sq.ml). It contains the third largest number (20) of which are over 10,000, the largest being Torrington (31,855). Two of the 20 have fewer than 1,000 population, these being Canaan (391) and Warren (827), and an additional eight have fewer than 2,000 people.

The county is not heavily industrialized, nor is it by any means impoverished. It is perhaps best described, overall, as rural rather than suburban, as there are basically no urban areas within the county with respect to which an adjacent area could be suburban. That feature which most impresses the outsider is that the county contains the "landed gentry" of the state—well able to support their cultural needs with a minimum of outside aid.

Library service within the county matches this air of gentility. It is not great—not even close to "adequate" as defined today, but certainly adequate to the inhabitants, who have the means to improve it further at any time they wish. Within the county are some of the most heavily endowed libraries of the state, yet every town, additionally, contributes tax money to their support. One town, with no library of its own, contracts with its neighbor for service. In another town, only last year, did the endowment decline to the point that the last subscribing library in the state finally asked to go public, with town support, and did so without challenge.

There are few academic and special libraries within the county, and the few there are are small and play a minor role, if any, in the totality of library service. There is no known movement toward interlibrary cooperation.
This apparent aloofness extends so far that, of the libraries throughout the state, those of Litchfield County take the least active part in the affairs of the state's library association.

f. Statewide.

Oldest, and, for many years, most active of any of the statewide efforts to support library service, is the Connecticut Library Association. Organized in the latter part of the nineteenth century, it was early active in political circles, as has been mentioned in the opening remarks. In recent years this activity has been renewed and strengthened. Although, of itself, it performs no library service as such — unless the publication of its journal be considered such service — it is presently showing signs that it intends to become a major force in working toward the improvement of library service throughout the state, and is presently sponsoring legislation toward these ends. It has matured substantially in the past decade, and gives evidence that it intends to continue to do so.

Just where the Connecticut School Library Association takes a substantial part in the role of statewide library activity is not known to this reviewer. He has seen no evidence that it presently plays a major role.

The Connecticut Valley Chapter of Special Libraries Association, although not strictly a statewide organization, does extend a substantial membership from among the special librarians within the state. Its membership does extend into western Massachusetts and Rhode Island; conversely, the special librarians of the southwestern corner of Connecticut find most of their interests within the Association's New York Chapter. In past years, the Chapter has had activities that have had some bearing on overall library service. It has published a directory of special libraries, which was helpful in locating collections on special topics, but this is long out of date. It made a valiant attempt to prepare a union list of serials with statewide implications, but this did not come to successful fruition. It is at present a quiescent force in the statewide picture.

The Association of Connecticut Library Boards is newest of the statewide groups related to library activity. It superseded the long-dormant, now dead, Trustees Section of C.L.A. Its organization is unusual, in that the members are not individuals, but Boards. Although started with high hopes and much fanfare, A.C.L.B. has been a disappointment in operation. Its sole activity consists in co-sponsoring an annual series of workshops, although it has provided some assistance of a financial nature to aid C.L.B. in its legislative program.

Although chronologically much older than C.L.A., the State Library has only lately become a factor in the provision of statewide library service, having been assigned this function by the legislature only in 1965. Without going into detail, the following is an attempt to list the present activities of the State Library in this respect:

1. In addition to the two Library Service Centers already described, it supports the Interlibrary Loan Center in Hartford, which also supplies bulk and individual loans to public libraries throughout the state. The three centers have a total collection now approaching 200,000 volumes. A union catalog of these is maintained to permit loans from the collection of one to another.  
2. I.L.C. acts as a statewide center for the filling of interloan requests. In calendar year 1970, it processed an estimated 25,000 such requests.  
3. Two Teletype networks are maintained, one interconnecting five public libraries and the State Library; the other interconnecting six academic libraries and the State Library. These are used most extensively to expedite interlibrary loans. The State Library uses them to try to consummate interloan transactions that could not be filled by any of the Centers or from its own collection. Over 10,000 such requests were processed by CSL in calendar 1970.  
4. As an outgrowth of the academic Teletype network, the six academic libraries cooperatively support a small staff, located at Yale, to expedite their requests.
5. Consulting services are provided to public libraries, both for operational purposes and to provide advice on building programs.
6. Statistical information about the public libraries is gathered, compiled, and published.
7. State grants to public libraries and state's law libraries are administered.
8. LSCA monies accruing to Connecticut are received and disbursed.
9. A centralized cataloging program has been devised, tested, and put into operation. It is presently available to all public libraries.
10. It provides for the loan of modern bookmobiles to communities that wish to explore the effectiveness of bookmobile service therein.
11. A statewide union list of serials is in preparation.
12. A program for a statewide union catalog of books in public libraries has begun.
13. A Directory of Subject Strengths in Connecticut Libraries has been published. One feature of this Directory is the most comprehensive listing known to exist of the non-school libraries within the state.
14. A Library for the Blind and Physically Handicapped has been established, the collection of which includes mainly talking books, both as phono-disc and on tape, but also includes Braille editions and large-print editions.
15. Consultant service is provided to state agencies, including health and penal institutions. In some cases, the service has included the furnishing of staff to operate the libraries in these agencies.
16. A "planned acquisition program," seen as involving both academic and public libraries, is being considered, with much groundwork having been completed.
17. Numerous institutes and workshops are conducted annually, both with and without the cosponsorship of other groups.
18. Recommended standards for principal public libraries have been adopted. Work is in progress to translate some of these into mandatory standards.
19. A certification program for public libraries is being considered.
20. A successful Industrial Information Service was devised and operated for some two years, then having been transferred to the University of Connecticut.

The above are all projects and services newly administered or instituted by the State Library since the passage of enabling legislation in 1965 and subsequently, added as the result of work executed under some other state agency government. In addition, the State Library continues to provide the services of statewide importance that had been its function prior to 1965, which will not be detailed here.

(Since this position paper was drafted, in March, 1971, there have been, as should be expected, some changes in the total picture. The Southwestern Connecticut Library System, then perhaps best described as comatose, has sprung into new life following the appointment of a new and dynamic Executive Director. A variety of system-wide, and some narrower, projects has been carried forward, leading to continuing development of improved library service. Most recently, the state library has been charged with the task of being given authority to permit the entry of academic libraries to membership in the Southwestern Connecticut Library System. The new buildings of New Haven High School, as well as the high school's new library, are now being linked into the interlibrary loan network, and the First National Bank is now being linked into the interlibrary loan network. The outgrowth of the academic Teletype networks will now be extended to include the State Library, and a new library service center will be established at the State Library.)
TOTAL LIBRARY SERVICE FOR ALL THE PEOPLE OF CONNECTICUT

CONNECTICUT SCHOOL LIBRARY ASSOCIATION
A Position Paper

The Connecticut School Library Association, the professional organization of school library-teachers in Connecticut, came into being on March 18th, 1933. Since then it has fostered a policy of close relationship with all educational bodies. Members have held offices and worked on committees of the Connecticut Library Association, New England School Library Association, American Association of School Librarians (AASL), Connecticut Education Association, and many other professional organizations.

By virtue of the dedicated efforts of Miss Rheta A. Clark and, more recently, those of Dr. John Crawford, Library Consultant in the State Department of Education, the number of school libraries has increased in the state to slightly over 700, today. In 1970 there were 565 certified school library-teachers serving elementary and secondary schools. Although this figure may look large to some, it represents only a small percentage of those needed to serve a student body of 602,205 pupils. Too many schools still have no school librarians or have ‘libraries’ manned by non-professional personnel.

The school library’s primary function is service: service to students and to faculty. Within this function, it has three major roles: (1) to meet the instructional needs of its patrons by supporting the curriculum with print and non-print materials that provide breadth and depth in all areas of study; (2) to promote the skills and joy of reading for information and leisure by having available a variety of materials suitable for a wide range of reading abilities; and (3) to advance the proper use of the library and its materials through planned programs of teaching and work with individuals on a daily basis.

The CSLA continues its efforts to strengthen the profession in the state of Connecticut and to educate for the need for increased library services and personnel in all schools of the state. Very few schools in Connecticut meet the new national standards for school media programs. CSLA has endorsed these standards and is taking every opportunity, through meetings and demonstration school library programs, to demonstrate the meaning and implications of them for the improvement of educational programs in the schools. Included in these efforts are: (1) coordination and cooperation with public libraries through work with the Connecticut Library Association and interlibrary loan with public librarians; (2) work with the Connecticut Education Association and interpersonal communication with public librarians. Increasingly, this aspect of librarianship must be a constructive concern of school and public librarians if service to the respective communities is to continue to have public support.

To make coordination and cooperation a reality at the ‘grass-roots’, all librarians must get to know the unique roles and responsibilities of each other. Too often there is great misunderstanding within the profession and fear that one is going to usurp the prerogatives of the other. The professional organizations owe it to their membership to provide opportunities of communication and cooperation, in order that there can be mutual understanding and support for, one another.

Once these lines of communication have been properly established, the boards and other agencies responsible for library service must be informed and made to understand the similarities and the uniqueness of the roles and responsibilities of a public library and a school library. The formation of a joint library council, with representation from all concerned agencies and the lay public, is a necessary aspect of library coordination and cooperation. Only by working together on mutual problems and issues can any progress be realized. The following areas of concern need to be carefully explored and studied by such a council:

1. Areas of responsibility and non-responsibility.
2. Duplication needs for and ban.
3. Accessibility to facilities and materials: hours and staffing.
4. Legal position of schools: security.
5. Student and classroom needs vs public use of materials.
6. Additional costs: degree of saving and budget responsibility.
7. Joint purchasing and processing: advisability of.
8. Responsibility to handicapped and non-English speaking adults.

The above is not intended to be a complete list of concerns and/or issues, but does represent some of the most difficult to resolve, but must be resolved if service is the true intent of the libraries involved. The public library has the total public to serve; the school library has a very specific public to serve. Each lies within and without the jurisdiction of the other. Herein lies the sphere of operation in which librarians — public and school — must communicate and educate to ensure the highest degree of understanding by the communities and by the agencies responsible for continued and improved library service to said communities.

A similar type of joint council is equally as necessary when progressing from the local level to the state level of library service, for many of the concerns and/or issues are very similar, but on a larger scale. CSLA sincerely supports this concerted endeavor by CLA, the State Library, and other professional organizations, to develop a unified state plan of library development. We hope that we may contribute to and be a part of such a plan.

Respectfully submitted by:

(Patricia E. Jensen, President
Conn. School Library Association

Assisted by: Barbara McChesney,
Old Saybrook Senior High School
Barbara Perrins,
Southern Conn. State College

(The foregoing position paper submitted by CSLA was later augmented as follows.)

Most school libraries in Connecticut fall far short of meeting the standards for school media programs established jointly by the American Association of School Librarians and the Association for Educational Communications and Technology in 1968. These standards have also been endorsed by the Connecticut School Library Association and the Connecticut Audio-Visual Education Association. We have reached a point, in Connecticut, at which over 90% of the state’s public high schools do have at least one certified library teacher, yet the majority of our high schools lack the total staff needed to meet these state and national standards. The position among elementary schools is far less rosy. Only about one half of them have any library at all, and many of the schools with libraries have no certified library teacher.

In school libraries in general, collections come nowhere near the standards for either print or non-print materials. Budgets, including the federal ESRA Title II allotments, are not large enough to enable most schools to reach the standards in the foreseeable future. Only a few new or remodeled schools have the facilities cited by the national and state standards for media centers. Most schools lack the necessary equipment for adequate media programs. In short, school libraries are trying to provide media services to meet instructional needs at an increasing pace with insufficient staff, collections, and facilities.
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PRESENT DEFICIENCIES

Faced with the gloomy picture of present-day library service in Connecticut as presented through the medium of these position papers, the conference gave their first attention to a cataloguing of the deficiencies relative to library developments in Connecticut. The following basic concepts may fairly be said to describe the magnitude of the problem at hand, and to view some direction to the manner in which it may be approached:

1. Libraries of all types are not at the present time providing the services and performing the functions which their patrons require of them.

2. There are not enough materials resources in Connecticut to meet the Library needs of the people of the state.

3. Professional and other library personnel resources in Connecticut are not sufficient to adequately provide the many services which are needed.

4. A majority of libraries of all types in Connecticut are inadequately financed.

5. Available resources of materials and personnel can be better used and duplication of effort reduced if coordination of library activities is achieved and if libraries of all types develop programs of cooperation.

6. Rapid communication systems among libraries of all types are essential if technical and research resources are to be made available to all citizens of the state.

7. The financing of library programs of all types, long thought properly to be primarily a local responsibility with secondary state and minor federal participation, needs to be closely reexamined. The tendency to shift educational financing from local to state funding may be found to be inappropriate to libraries as well as to school services.

8. There is an essential need for basic research in matters pertaining to library science and for the dissemination of knowledge gained through such research to provide the quality of library service required by the times.

9. Libraries of all types must engage in long-range planning for their individual and collective programs if library service is to advance.

10. There is a need for close communication among all types of libraries in the state and for broad dissemination of information.

11. The state has a responsibility for coordinating, planning, and promoting full-scale library development in Connecticut and for informing the public regarding these activities.

12. In order to use funds, from whatever source they may be derived, in the most effective way possible, cooperative programs involving all types of libraries must be inaugurated, and use of automated and other mechanical devices to speed up and facilitate service should be undertaken.

13. The library profession, through its organizations, must participate in and actively support the expansion of library service in Connecticut in cooperation with the state.

GUIDESTOPS FOR LIBRARY SERVICE

As these concepts were tested, analyzed, and made the basis of concern, it became apparent that, in the resolution of the planning, four guideposts were of paramount importance in judging the adequacy of such proposals as were evolved.

A. Library service is, first and foremost, for people. If a proposal does not in the final analysis result in a needed or an improved service for the patron, it should be reexamined and probably discarded.

B. Although library service, like almost any service function, cannot of itself be standardized, the rendering of library service to the people can be made easier, better, faster, and more economical if the physical facilities and the qualifications of the personnel behind these services meet minimum standards.

C. The best-prepared service facility is of no avail if it attempts to operate in a vacuum. Communication is thus among the concerns of utmost importance—communication of libraries with their patrons, of the people with their libraries, of libraries with one another, but all with the ultimate goal of giving the patron what he needs with the least lapse of time appropriate to his need.

D. Every element of the system must be made accountable for its continued support. Failure to fill a need in the statewide program or failure to fill that need in justifiable fashion should be adequate cause for censure or, if necessary, substantial revision of the operation of the offending facility.

To repeat, and summarize in somewhat different words, the following are found to be the distressing facts about Connecticut libraries today:

They have too few books, periodicals, and other materials.

They lack sufficient funds.

They are ill-housed.

They are open too few hours.

They are under-staffed.

They fail to inform the public.

There is fragmentation and duplication of resources and services.

There are too many barriers to shared resources and services.

And the following are what should be kept in mind in planning to alleviate these conditions:

Patron orientation.

Standards.

Communication.

Accountability.

THREE PRIORITIES

The following are seen to be the main priorities in the consideration of the first of the guideposts. The ramifications attendant on these priorities almost automatically result in relieving the deficiencies listed as the remaining guideposts also enter into consideration.

I. There shall be a statewide library card, or, of equal effectiveness, there shall be state-wide recognition of local library cards.

II. There shall be an intra-state delivery service that will carry library materials from wherever they may be to the local library of the patron having need of them in not more than 24 hours.

III. There shall be a statewide reference service designed to afford "instant" (i.e., rapid) information to whoever has need of it, wherever he may be within Connecticut (with the customary exceptions of medical, legal, and other types of information requiring special professional competence).

These priorities will now be considered in some detail.
TOTAL LIBRARY SERVICE FOR ALL THE PEOPLE OF CONNECTICUT

I. STATEWIDE LIBRARY CARD

The principle of a statewide library card has enormously wide appeal among the public at large and, to a very substantial extent, among librarians. It would seem, superficially, very easy to implement, with respect to public libraries. There are some reservations, and consideration should be given to them. First is the reluctance felt by a number of the librarians of the larger public libraries to open their collections to the state at large with the sure knowledge that they will be offering substantially a one-way service. That is, the residents of the service areas will be borrowing far fewer materials from libraries in the satellite communities than will the residents of the outlying areas be borrowing from the major library.

It would seem evident that this should, at least theoretically, be the case, and experience has borne out that indeed it is. In-state experience is immediately available from the experimental "Reciprocal Borrowing Project" carried on by the Capitol Region Library Council, with the assistance of federal grants administered by the State Library, over the past year and a half (as this is written) and projected to continue until mid-1973 under this funding.

In this experiment, Hartford is, of course, the central major library with holdings (1969) of 451,786 volumes augmented by appropriate number of other classes of library materials. Total membership of public libraries in the Council is 34. (These include five libraries located outside the Capitol Region, which more than offset numerically, the three within the Region who have elected not to join.) Total holdings of these 34 public libraries (1,631,862 volumes — hence Hartford's holdings accounted for only 26.8% of the total.

The first part of the experiment was in operation for ten months, from October, 1970, through June, 1971. In this phase, the degree of reciprocity was strictly two-way — that is, patrons of a non-Hartford library could borrow directly from Hartford and patrons of the Hartford library could borrow from non-Hartford member libraries, but borrowings and lendings only among non-Hartford communities were not part of the program. Over the ten-month period, a total of 40,446 transactions were recorded, of which 89.1% were loans made by Hartford to non-Hartford residents, while only 10.9% represented loans in the reverse direction.

The second part of the experiment has been funded for a two-year period and data for the first six months of this period are now at hand. In the second phase, reciprocity is made universal among the member public libraries (of whom, one declined to participate in the second phase.) Of the 57,343 transactions in this first half-year, Hartford lent nearly one-half of the total (48.8%) with the remaining 32 participating dividing the other half among them (not very evenly!). The borrowings of Hartford residents from non-Hartford libraries made up only 11.1% of the total number of transactions. (Hartford people make up 31.3% of the total population (1970) of 731,776 of the 34 towns whose libraries are members of the Council.)

In short, and in round figures, then, Hartford, with one-fourth of the area's library resources and with one-fifth of its population is carrying one-half of the burden of the project in addition to its ordinary work-load. In turn, its people only contribute one-ninth of the burden of the project to the remaining libraries. With some reason, Hartford feels that it should receive some measure of financial compensation in recognition of this effort, and, under the terms of the experiment, it does.

The point is that, if a statewide library card is to become a reality, due recognition should be taken of the fact that there will be a disproportionate load on the larger libraries. As long as the major share of the support of public library service must rely on local effort, there will be resistance to a statewide library card on the part of the major libraries, barring the specific allotment of state subsidies of adequate magnitude for this purpose.

The second worry expressed about a statewide library card by librarians most frequently is heard from the smaller facilities who have had modest or little exposure to substantial library activity. This is that there will be enormously increased loss of books, or, equally evil in their eyes, the necessity to "chase the books all over the state" to get them back. The experience in the Capitol Region has been that the rate of loss is not increased, and libraries in the home town of the borrower have been helpful in recovering overdue items.

This is not to say that there will never be losses, but neither is there any library that has never experienced losses, regardless of the size of the clientele.

These reservations, then, are not insuperable. A statewide library card — or the equivalent, statewide recognition of local library cards — can be achieved if the state grant formula can be modified to provide some compensation to the larger libraries — at least to the extent of reimbursing them for loans made to non-residents in excess of loans made by other libraries to the patrons of the larger libraries along the lines of the method being used in the Capitol Region experiment, and if all libraries can be charged with the task of taking part in recovering overdue loans, if and when necessary, regardless of the ownership of the overdue item.

It is, then, the first goal of the subject of first priority that:

The General Assembly will be requested to enact legislation in the 1973 session as follows:

1. Each public library in the state, as a condition of receiving a state grant, agrees to honor the library card of any other public library in the state, or a statewide library card issued by the State Library should the State Library Committee decide to issue such a card.

2. Each public library in the state, as a condition of receiving a state grant, agrees to exercise at least as much diligence in recovering an overdue library item borrowed by a patron in its service area but owned by another library as it would exercise in attempting to recover an item owned by itself.

3. The state grant formula will be modified to provide for the payment of at least fifty cents per net transaction to libraries who, in the course of the report year, are found to have lent more heavily to non-residents of their service area than their patrons have borrowed elsewhere, and the sum of at least $500,000 is appropriated for this purpose; or

The state grant formula is modified and the appropriation increased to provide a state grant of not less than fifty cents per capita to those libraries that meet such criteria of accountability as the State Library Committee may require.

(The choice of the options in part 3 being determined by the General Assembly.)
The General Assembly will be requested to enact legislation in the 1976 session to follow:

1. The State Library Committee is reconstituted by adding to its membership the Commissioner of Higher Education and by specifying the representation of the citizen members, such that the newly defined Committee shall be composed of:

   The Chief Justice of the Supreme Court, or such other Justice of the Supreme Court as he may designate;
   The Chief Court Administrator;
   The Commissioner of Education;
   The Commissioner of Higher Education;
   and five citizens of the state, appointed by the Governor, who shall in the aggregate provide representation of the interests of industry, business, private academic institutions, private secondary schools, and public libraries, these appointees serving five-year staggered terms in the manner presently provided by statute.

2. The State Library, under the direction of the newly reconstituted State Library Committee, shall inaugurate and administer the above-described statewide library card system among public libraries without delay, and the State Library Committee shall consider and direct the implementation of the expansion of the system to other libraries, including school libraries, as expeditiously as can be managed in an orderly fashion.

II. 24-HOUR DELIVERY SERVICE

It has long been customary in libraries serving business and industry to consider that, more often than not, the patron had to receive the material he was looking for by “yesterday.” If not before, and the business librarian has sought, above all, avenues of interlibrary loan and information gathering that would permit these needs of his client to be met. In public and academic libraries, the demands have not been as pressing, but, as the pace of everyday life grows ever more frenzied, so, too, do the requirements of the general library patron.

Thus, whereas in classic circumstances, a public librarian, for example, could feel secure in pleasing his patrons when his interlibrary loan sources provided materials being sought in two or four or six weeks or even longer, more and more he is being pressed to provide materials within days or even hours of the time of the request.

Hence the matter of a rapid delivery service, euphemistically here termed a “24-hour delivery service,” which, in reality, includes anything from same-day to overnight to truly 24-hour service, becomes ever more important, and is considered to be of second priority.

There are, however, concomitants. It is of no avail to have the best possible delivery system if the material to be delivered cannot be found. It is futile to try to find the material if the person requesting it is unable to describe it accurately. It is costly to hunt for it if the person conducting the hunt is unfamiliar with the proper way to go about it. Thus the realization of this second priority becomes considerably more involved and more difficult of accomplishment than did the first.

In fact, it takes but brief reflection to conclude that the successful attainment of a practical program of rapid delivery service means, in reality, that the entire level of library service in Connecticut must be improved.

(This statement will be quickly apparent to librarians; to the lay reader, it may require some justification. Without pointing any finger of guilt toward any specific individual, it is necessary to remark that in a large number of cases, a library patron, seeking some publication, will wrongly identify the name of the work, its author, or some other factor in its identification, or even any or all of these simultaneously. A well-trained librarian is aware of this trait, and will have the skill, the bibliographic tools, and the patience to work courteously with the patron long enough to be highly certain that ambiguities in the identification of the work have been removed. A less well-trained person following the same request, would too often accept it without question, thus almost automatically guaranteeing failure in the quest for the publication sought. If the work is not in the collection of the library receiving the original request, interlibrary loan procedures will then be brought into service. Historically, interlibrary loans have been effected on a random approach basis. One after another cooperating libraries would be approached, successively or, rarely, in parallel — until the book was located or until the search was abandoned. Modern library practice deplores such time-wasting practices. Master catalogues are indexed within the profession, as “union” catalogues — will, when available, give precisely the information that the desired book or other publication is at hand within the collections of exactly which libraries. The loan is effected, with minimum delay, from the library closest at hand. Finally, though there is also the matter of trained personnel within the library receiving the interlibrary loan request. Here, as in the originating library, knowledge of proper bibliographic techniques is essential for accurate identification of the work sought. There are too many closely similar titles, too many possible wrong identifications of authors’ names, to permit the unskilled worker to serve, unchecked, in supplying works requested on interlibrary loan. Parallels could be drawn involving any other aspects of library service.)
TOTAL LIBRARY SERVICE FOR ALL THE PEOPLE OF CONNECTICUT

24-Hour Delivery Service (Cont.)

Thus the first goal of the subject of second priority becomes:

To ensure that qualified personnel in adequate numbers are employed in all types of library service, and that effective personnel management programs are adopted to administer these employees.

Within this primary goal are the following subsidiary goals and proposed actions:

1. Appropriate certification standards for public, school, academic, and special librarians will be drafted, adopted, and implemented, for which purpose the State Library, the State Department of Education, the Commission for Higher Education, and such professional organizations of librarians as choose to participate (including the Association of Connecticut Library Boards), will each appoint one representative to a newly formed Standing Committee on Certification of Librarians. This Committee will see that:

   a. The State Library Committee, in cooperation with the Connecticut Library Association, establishes and implements procedures for the certification of public library personnel by September, 1972;

   b. The State Department of Education, in cooperation with the Connecticut School Library Association, reviews, appraises, and modernizes if necessary, certification requirements for school library personnel, both professional and paraprofessional, by September, 1973;

   c. Appropriate associations, including the Commission for Higher Education, to such an extent as it may be authorized, develop and implement to such an extent as may be possible, standards for certification of academic and special library personnel, by January, 1971;

   d. The Committee itself maintains a continuous watch over the development and implementation of the certification procedures, and serves as a court of last resort, if needed, in resolving such disputes as may arise in the administration of these procedures.

2. The same Committee as above, or, if it seems preferable, a second Committee similarly created, will assess the personnel needs of all libraries within the state and maintain the information continuously current, using such means as it finds to be most appropriate to gather and analyze this information, and to correlate the information with accepted standards according to the several kinds of library. Publication and distribution of the initial findings to be completed by September, 1973, with publication of update information at least biennially.

3. The executive Board of Connecticut Library Association, made up, as it is, of representatives of the various professional library associations, will continue to work, as may be needed, to ensure the accreditation of the library school of Southern Connecticut State College by the American Library Association, and will also continue to support the Board of Trustees of the State Colleges in their efforts to provide increased funds for the development of the library school program.

4. In order to establish programs for the continuing education and in-service training of library personnel to fit them to adapt to the changing needs, programs, and concerns of all types of libraries, representatives from the State Department of Education, the library school at Southern Connecticut State College, the Commission for Higher Education, and the various professional library associations will cooperate with the State Library in planning and conducting workshops, institutes, and seminars on local, regional, and state levels. The same groups will work with colleges and universities within the state to develop programs for the training of professional and paraprofessional library personnel.

5. The State Library's Division of Library Development will establish, by July 1, 1973, a central clearing house for the placement of library personnel. This clearing house will accept and process applications from qualified librarians and refer these to requesting libraries, will cooperate with the library school at Southern Connecticut State College and other state agencies and the various library professional associations in sharing information about vacancies and available candidates, and will publicize Connecticut's library manpower needs on an intrastate and national level.

6. In order to ensure that equitable personnel policies exist in the libraries of Connecticut:

   a. The State Library, the State Department of Education, and the Commission for Higher Education will, within their respective authorities, cooperate in gathering information about present personnel policies in the libraries of the state, by January, 1973.

   b. These agencies, with the cooperation of the library school at Southern Connecticut State College and the various professional library associations, will, by September of 1973, complete an evaluation of the data obtained and make recommendations for equitable personnel policies.

   c. All of the above named agencies, etc., will work together cooperatively toward legislation designed to have these personnel policies enforced.

   d. These same agencies, etc., hopefully also with the cooperation of other agencies, etc., will work toward the adoption of legislation that will remove library positions from civil service requirements by July, 1974.

Presuming that this first goal of the second priority will have been attained, the state will be then assured of an adequate supply of well-trained personnel for all library purposes, including the rapid delivery service that is the prime objective of this part of the planning. But personnel can't do the job alone — at least, not effectively. They need the tools with which to work. There must be on hand the books, magazines, and so on, that people will be asking for. And there must be the means to find out where these are. Only then can they be delivered.

The second goal of the second priority then becomes:

To identify, evaluate, and where necessary, improve existing library resources and services and within this goal to create such new services and modify such existing service patterns as will be needed to meet current and changing demands.
TOTAL LIBRARY SERVICE FOR ALL THE PEOPLE OF CONNECTICUT

24-Hour Delivery Service (Cont.)

The following are seen to be necessary to accomplish this goal:

1. The State Library will prepare an inventory of resources and services available in all libraries in the state, including those publicly financed and, to the extent that can be, those privately financed. Included in this inventory are to be printed and non-print materials, special collections, equipment, such staff resources as may not have been included in the preceding goal, and physical facilities. This inventory, now already in progress on a limited scale, to be launched in earnest as funds are made available.

2. The State Library will form an ad hoc committee to study existing interlibrary loan procedures and policies to see how they may be integrated into a statewide system to include all the resources and services inventoried; the organization of this committee to be accomplished by October, 1972.

3. This committee will include representation from the Bureau of School Library Services; the College & University Section of Connecticut Library Association; the State Library; the Commission for Higher Education: Connecticut Valley Chapter of Special Libraries Association; the Connecticut School Library Association; the Board of Directors or one of the regional library councils; the Association of Connecticut Library Boards (one of these latter two to be an attorney, if possible); and such other representatives as may be felt to be desirable.

III. "INSTANT" INFORMATION

Librarians and library educators have been becoming increasingly aware that the traditional role of the public library is in the midst of extensive change. The pattern probably began in the industrial library—particularly those that were associated with research activities. It has and is progressing through all other types of libraries, and is now finally beginning to become an important factor in public library service.

The nature of the change is that libraries are, more and more, being called upon to provide information rather than recreation, and information as such rather than merely to furnish the publication in which the information may be.

There seem to be no present indications that the library—at least, the public library—will ever abandon entirely its role in supplying recreational reading, or its role in supplying educational reading and related materials. On the contrary, the new role of a supplier of information will be added to the more traditional responsibilities. In doing so, the public library will assume an even more vital role in the total pattern of municipal service. Many forward-looking municipal and state officials are beginning to realize the onset of this change in the pattern of library service, and are beginning to see the necessity of looking from local to state, and from state to federal aid (not limited only to financial aid, but including the provision of the more exotic library resources, and the more refined library services) in supporting the new patterns of service.

We have already proposed many of the steps that are essential for the provision of manually operated information services. These were considered in the program advocated for the accomplishment of our second priority, for the improvement of the educational background of library personnel and the provision of tools for locating materials, have also furnished the personnel and essential tools for this third priority.

b. Among the considerations of this committee is to be the subject of equitable compensation to cooperating libraries.

c. The committee will report its recommendations to the State Library by December, 1973.

d. Standards will be adopted and implemented:
   a. By the State Library for public libraries;
   b. By the State Department of Education for school libraries;
   c. By the State Library for private non-academic libraries;
   d. By the Commission for Higher Education for academic libraries.

(Acceptances and meeting of standards by these latter two groups enforceable only insofar as qualifying such libraries to share total library resources and services.)

4. The State Library will set up one or more depository collections for special, valuable, or little-used materials, with the location of such collections to be determined by accessibility, use, or need.

The third and final goal of the second priority is:

The State Library Committee, with the support of all the aforementioned associations, agencies, etc., will inaugurate such legislative activity as to secure adequate funding to implement existing legislation permitting the State Library to set up and provide 24-hour delivery service of library materials, by June, 1974.

The above described inventory of existing resources and services will be completed, in that the State Library will conduct, with assistance from individual libraries, an inventory of human resources and skills available in local communities.

and the second and final goal of the third priority is:

The State Library Committee, with the support of all of the previously mentioned associations, agencies, etc., will inaugurate such legislative activity as to secure adequate funding to implement existing legislation permitting the State Library to create and operate an electronic information service, by June, 1975.

Our three major priorities have related almost entirely to the first two of the four guideposts that were set up for the creation of the plan, but have not dealt effectively with the remaining two—the matters of communication and accountability. These will now be considered.
The topic of communication is a broad umbrella under which may be found a variety of specific activities, all having something to do with getting a message across to someone. It may be an incoming or an outgoing message, or even as in the case of a housewife adding an item to her weekly shopping list, a message to one’s self. The following is a potpourri of major and minor goals having some aspect relating to communication, and not already covered above:

A statewide program for the recruitment of qualified library personnel will be created. Taking part in this activity will be a joint recruitment committee formed by the various professional library associations, which will plan and cooperatively produce a public relations and informational program for recruitment, by April, 1973. Administrative costs will be shared by the associations, and funds for implementation will be explored.

The State Library will employ specialists to act as consultants and advisers to libraries in the state on matters of public relations and promotion, new Methodology, effective use of non-print media, and community relations, and who may also actively engage in these or similar activities. Such specialists, as appropriate, will disseminate information about existing resources and services, will publicize information about these and new resources and services through the publication of directories, submission of releases to news media, and direct mailings, and by personal contacts such as through workshops, visits to libraries, boards and agencies, and the like. They may also devise and prepare travelling collections and exhibits of various kinds.

The Connecticut Library Association will, by September, 1973, appoint a statewide committee representative of the fifteen planning regions and of the various types and sizes of libraries, including the executive directors of any existing regional councils or systems. This committee will encourage the establishment of regional library councils, as may be appropriate, by publicizing the advantages of regional councils and assisting in the organizing of councils where interest may be expressed — with a tentative goal of three new councils by September, 1976.

The Connecticut Library Association will, by September, 1972, appoint a similar statewide committee but having a membership representative of libraries with common subject specialties. This committee will have functions similar to the foregoing, but will direct these functions toward the establishment of cooperative library systems within the subject specialty, as may be appropriate — also with a tentative goal of three such systems by September, 1976.

The Connecticut Library Association will, by June, 1972, appoint a representative committee to investigate the relationship to and utility of CATV (i.e., cable television) for improved library services and take whatever steps may be advisable to assure the availability of adequate CATV channels for library use in Connecticut. This committee to report its findings and recommendations by the time of the C.L.A. annual conference in 1973, and C.L.A. to institute appropriate action by January, 1974.

V. ACCOUNTABILITY — FUNDING

Our fourth guilepost is labelled “accountability” — but what is accountability in the measurement of library services? Little, if any, more than coming to a decision that the service being rendered is deserving of being continued, or expanded, and the provision of funds to permit this.

Much though has gone into the matter of the future funding of library services in Connecticut. A few thoughts on the immediate funding of selected aspects of the above — these are to be considered no more than temporary. The following is the goal that has been set as essential:

Adequate funding must be found to support library service for all the people of Connecticut which will meet agreed standards and include a statewide library card, an effective interlibrary loan system with speedy location and delivery of any library-owned material, and the furnishing of desired information rapidly.

After considering some nine suggestions for financing library services, it has been concluded that complete state responsibility for the operation of public libraries is the only satisfactory way to finance library services for Connecticut, adequately at the level proposed in this plan. The reasons are:

1. With local support of public libraries now ranging from 28c to $14 per capita, and with even the better supported libraries facing cuts and resistance to increased tax support, it is very doubtful that adequate support can ever be expected from local sources.
2. State support could hardly be less adequate than that currently received by the majority of public libraries. Safeguards should be written into the law to assure at least the present levels of support for those libraries now being financed at or above an agreed minimum. State financing would have the following advantages:

   a. The state prepares its budget on a program basis. Each agency (library unit) must prepare its budget based on its plan and program (input) and what it produces, whom and how much it serves, and the quality of its services (output).
   b. If dependent entirely on state support, Connecticut libraries individually and collectively, through their trustees, users, and supporters, would have the public opinion "capital" now lacking.
3. The local property tax is being eliminated as a base for support for educational purposes by state courts. Connecticut should be ready with appropriate library-planned legislation to meet and control these pending changes, as this is one of the states in which such a court suit is pending.
4. Equal access through a statewide library card is the first priority of this plan, and is the proposal that has brought the greatest favorable response from those who have heard the proposal. State financial support for public libraries is essential to the successful implementation of this idea. This would assure the elimination of the boundary lines between local communities which are now all too real (not just imaginary) barriers to access to library resources wherever they exist, whether in small or large communities.
5. Connecticut may or may not be fortunate in having no unit of government between that of the state and that of the municipality. For purposes of library service, it is an advantage, as it permits the creation of new units of service on an area basis according to where the people and resources may be. Because this kind of structure inevitably cuts across town lines, however, funding from the state level will be essential for effective cooperative patterns of service.
There would, though, be only fifteen budgets requesting local and regional library services. The State Library would propose its own budget for services offered on a statewide basis, and possibly for services contracted for by regions or towns.

Such a structure could have several advantages:

1. It would reduce the number of units making budget requests.
2. It would retain and strengthen local control of library services.

It would provide a vehicle whereby regions having inadequate spokesmen for library needs could still obtain needed services (e.g., against the other funded existing library units could also ask for and receive funds for library services through the regional planning agency).

The State Library and the regional groups would have to justify their budget proposals against each other, so there would be a check as to whether some types of services should be offered (and administered) on a statewide basis.

In either event, it would seem probable that there should be some sort of a State Library Commission — not an administrative body like the State Library Committee nor an advisory group for the State Library Advisory Council, but perhaps an arm of the State Budget Department — which would be responsible for evaluating the proposals made by the State Library and the regional agencies in terms of the present framework of a statewide basis. The Commission's responsibilities would be on-going — they would have to review reports and recommendations before any budget decision was made.

Reaction to the concept of total state funding of library services during the course of the fifteen presentations this past winter was mixed. An encouraging number of those hearing the presentation agreed that state funding was probably inevitable, if vastly improved library services were to become a reality. Others shuddered at the thought, seeing only that the somehow-to-be-dreaded likelihood of state control was bound to follow, with nothing but dire results. (Why it was that state control, when accompanied by vastly improved library service, should be so horrendous a specter was never really made clear, but to those obsessed with this fear, it proved pointless to insist that local control was, in fact fully intended to be continued.)

But the planning group felt greatly comforted when, months after, it had first advanced the concept of total state funding of library services, the National Commission on Libraries and Information Science passed the following resolution, as reported on Library of Congress Information Bulletin, Vol. 31, No. 9 (Mar. 5, 1973):

The National Commission on Libraries and Information Science believes that national equality of access to information is as important as equality in education.

The Commission has considered the implications of recent court decisions, in California and elsewhere, holding that the local property tax is not the proper base for public school funding.

The Commission believes that the same principle of equality in educational opportunity must be applied to the nation's public libraries and other publicly supported information facilities, whose resources and services are a vital part of the continuing educational process.

If, as is possible under various legal challenges to the system, the current method of funding public schools is changed, library funding must change, too. It would be unfair to have schools operating on a broad tax base, and libraries under a more restrictive one.

The Commission calls upon public libraries and publicly supported information facilities across America to watch these developments closely and to be sure that the target of national equality of access to information for all citizens is a priority, not an afterthought.
VI. STATEWIDE STRUCTURE

Finally, it should almost go without saying that it is a perpetual and continuing goal to work to strengthen the existing statewide structure for library services, elements of which include local public libraries; the professional library associations such as Connecticut Library Association, the Connecticut Valley Chapter of Special Libraries Association, Connecticut School Library Association, the Association of Connecticut Library Boards; the State Library; the several regional library councils and systems; Southern Connecticut State College; the State Department of Education; the Commission for Higher Education, and so on.

In doing so, it is further recommended that:

Connecticut Library Association implement the assignment of responsibilities to existing or proposed organizations in accordance with the Target '76 Plan on all levels (statewide, regional, local) by December, 1972.

Connecticut Library Association, by June, 1972, request the Target '76 Committee to monitor the actions planned for the first year, that it reconvene itself by September, 1972, to evaluate progress, and that it continue to meet at least annually.

Connecticut Library Association augment and continue the Target '76 subcommittee on organization and structure, by June, 1972, to evaluate the present statewide organizational structure in terms of Target '76 goals and objectives, to study alternative organizational patterns, and to report its recommendations to the 1973 Annual Conference.

So much for planning. There is much work to be done, by many people, if the plans are to become reality by 1976. It can be done, if all work together!

TARGET '76 is a project of the Development Committee of the Connecticut Library Association; Mrs. Virginia B. Dowell, Committee Chairman, 1969-1972.

Members of the Target Committee (in charge of preliminary planning, continuing liaison during and after the planning conference, and wrap-up activities):

Mrs. Virginia Dowell, Chairman
Mrs. Mary McKenzie, Mrs. Douglas Reid
Mr. Charles Funk, Mrs. Barbara Weaver, Conference Coordinator
Miss Patricia Jensen

Participants in TARGET '76 planning:

Mr. Richard Akeroyd, Mrs. Mary McKenzie
Mrs. Jean Baldwin, Mrs. Barbara Molehan
Mrs. Grace Bacon, Mr. Samuel Mole
Mrs. Grace Birch, Mrs. Patricia Olsen
Mr. Walter Brahm, Mrs. Mildred Pierce
Mrs. Florence Brown, Mr. Douglas Reid
Miss Rheta Clark, Dr. Evelyn Robinson
Mrs. Virginia Dowell, Mrs. Polly Shook
Mrs. Elizabeth Fast, Mr. John Short
Mr. Charles Funk, Mrs. Patricia Snyder
Mr. Edward Gallagher, Miss Eleanor Street
Mrs. Zena Crot-Zakrzewski, Mrs. Mary Lynn Vickers
Miss Faith Hektoen, Mrs. Barbara Weaver
Miss Marie Hurley, Mr. Milo Wilcox
Mr. Edwin Jackson, Mrs. Margaret Wood
Mr. John Jackson, Mrs. Marianne Woolf
Miss Patricia Jensen, Miss Marie Yanarella
Mr. Nolan Lushington, Mrs. Susanne Zschock
Mr. John McDonald

Conference leaders: Dr. Lawrence Allen and Miss Barbara Conroy.

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