DOCUMENT RESUME

ED 048 876   LI 002 672

AUTHOR   Morey, George E.
TITLE   The Identification of Common Library Goals,
              Objectives, and Activities Relative to a Planning,
              Programming, Budgeting System.
INSTITUTION   Western Michigan Univ., Kalamazoo.
PUB DATE   Jun 70
NOTE   80p.

EDRS PRICE   EDRS Price MF-$0.65 HC-$3.29
DESCRIPTORS   *Cost Effectiveness, *Decision Making, Information
              Needs, Library Planning, Library Surveys,
              *Management, *Objectives, *Public Libraries
IDENTIFIERS   *Planning Programming Budgeting Systems, PPBS

ABSTRACT
              The feasibility of utilizing Planning, Programming,
Budgeting System (PPBS) procedures in library management was
explored. A survey of public libraries in Michigan, Indiana,
Illinois, and Wisconsin was conducted by questionnaire to identify
commonly accepted goals, objectives, and activities. The results of
the survey were synthesized with the information produced by a
background study in the areas of library objectives and PPBS. It was
concluded that (1) the major library objectives reported in the
literature are, in fact, the ones recognized by most public
libraries, (2) library objectives are extremely difficult to
categorize precisely, (3) a structure is needed for the meaningful
presentation of goals, objectives, and activities, and (4) the
philosophy underlying a PPBS is applicable to library management. As
many of the associated techniques as possible should be used, but
they should be perceived as information-producing supportive elements
for the final human judgement or decision. (Author)

1

THE IDENTIFICATION OF COMMON LIBRARY
GOALS, OBJECTIVES, AND ACTIVITIES RELATIVE
TO A PLANNING, PROGRAMMING, BUDGETING
SYSTEM

by
George E. Morey

A Project Report
Submitted to the
Faculty of the School of Graduate
Studies in partial fulfillment
of the
Specialist in Education Degree

Western Michigan University,
Kalamazoo, Michigan
June 1970

THE IDENTIFICATION OF LIBRARY
OBJECTIVES RELATIVE TO A
PLANNING, PROGRAMMING, BUDGETING SYSTEM

George E. Morey, Ed. S.

Western Michigan University, 1970

The purpose of the project was to explore the feasibility of
utilizing Planning, Programming, Budgeting System (PPBS) pro-
cedures in library management.

A survey of public libraries in Michigan, Indiana, Illinois, and
Wisconsin was conducted by questionnaire to identify commonly-
accepted goals, objectives, and activities. The results of the survey
were synthesized with the information produced by a background
study in the areas of library objectives and PPBS.

It was concluded that (1) the major library objectives reported
in the literature are, in fact, the ones recognized by most public
libraries, (2) library objectives are extremely difficult to categorize
precisely, (3) a structure is needed for the meaningful presentation
of goals, objectives, and activities, and (4) the philosophy under-
lying a PPBS is applicable to library management. As many of the
associated techniques as possible should be used, but they should be
perceived as information--producing supportive elements for the
final human judgment or decision.

2

TABLE OF CONTENTS

ACKNOWLEDGMENTS

My special thanks go to my advisory committee members --

Dr. Laurel Grotzinger, Dr. Jean Lowrie, and Dr. Harold Boles --

for their advice and encouragement, to the 650 Advanced Seminar

in Librarianship class for its critical comments, and to my

family for enduring a year of deprivation to ..able me to return

to school.

LIST OF TABLES AND GRAPHS

I. BACKGROUND FOR THE STUDY

The Problem

There is mounting evidence in the form of legislative direc-
tives, federal aid program structure, performance contracting
in public education, and recent articles in the popular and pro-
fessional literature that those agencies supported by the public
dollar will soon be required to adopt some form of defensible pro-
gram or performance budgeting if they are to receive continued (or
increased) financial support. The techniques employed in the federal
government's Planning, Programming, Budgeting System (PPBS)
have gained favorable support from Congress, and the programs pre-
sented in that format at budget hearings have fared unusually well.

The Planning, Programming, Budgeting System (PPBS) may be
conceived of as a systematic approach to library management utiliz-
ing systems analysis and those associated analytic techniques which
can be applied to library problems.

It is apparent that those techniques or some adaptations of them
will be expected of all agencies, including libraries, competing for
the tax dollar. Therefore, the initial steps of program budgeting--
the identification and categorization of goals, objectives, and activ-

ities.-- must be studied as a basis for the eventual implementation of
PPBS in libraries.

The Project

The purpose of this project will be to identify commonly accepted
public library goals and objectives in a geographic area small enough
to be contemplated in a study of this nature, and to categorize them in
such a manner as to aid in their interpretation, defensibility, and
measurement.

The original intent of the study was to seek ways of quantifying
objectives as a basis for cost-effectiveness analysis, but, on the basis
of the background study, it was decided that the quantification of the
objectives is of less importance at this point than is the identification
and arrangement of the goals, objectives, and activities into some de-
fensible pattern that will allow the application of measurement tech-
niques as they are developed.

In short, it was concluded that we must know what we are to
measure before we can successfully devise techniques for its measure-
ment. Thus, a survey of public libraries in Michigan, Indiana,
Illinois, and Wisconsin was conducted to provide the basic data for
future development of measurement techniques.

Hypothesis

The hypothesis was that the compilation of commonly held ob-
jectives and the means for accomplishing them would reveal that
(1) some libraries carried on activities that were not guided by
objectives, (2) many of the objectives were not attainable through
present programs, (3) some libraries would report objectives and
activities which would include the information necessary for the
writing of measurable objectives, and (4) there would be little agree-
ment as to what the objectives were.

Evolution of PPBS

The background for the study consisted of reading in two distinct
areas: (1) public librarianship, with emphasis on goals and objec-
tives; and (2) PPBS, including reading in program budgeting and systems
analysis, since those are the management techniques used most exten-
sively in PPBS.[1] This study will attempt to synthesize the main ideas
from the two areas for the purpose of exploring PPBS principles in
terms of library management.

---

[1] Roger H. Jones, "Program Budgeting: Fiscal Facts and
Federal Fancy, " Quarterly Review of Economics and Business, IX
(Summer, 1969), 45-57.

/

PPBS

There are two separate schools of thought regarding PPBS. One
is that, through the utilization of systems analysis and other analy-
tical techniques, the situation under study might be "...reduced to
a model (although not necessarily a mathematical model dependent
on computerized calculations) for the purpose of coming to the
optimum solution."[1] The opposite viewpoint is that some functions
simply are not quantifiable[2] or that procedures for quantifying them
have not yet been developed, as alleged by Kammerer.[3]

> Defying even more successfully the application of
> measurement of units of work and unit costs are
> research activities, regulatory work at the pro-
> fessional level, legal services, planning services,
> management and direction of any kind of function,
> and even secretarial work for managers. One may
> state without fear of contradiction that any assign-
> ments of duties which involve a variety of tasks
> and skills of a non-repetitive nature, differing in
> complexity, cannot be subjected to work manage-
> ment techniques.

Kammerer goes on to point out that "...routinized, nonintel-
lectual tasks where volume of worker output is a usual yardstick for

[1] Ibid.

[2] "PPB: Callaghan's Good Deed," The Economist, CCXXXII
(July 19, 1969), 21, 23.

[3] Kammerer, Gladys M., Program Budgeting: An Aid to Under-
standing (Gainesville, Fla.: University of Florida, Public Adminis-
tration Clearing Service, n.d.), p. 3.

measuring efficiency..."[1] are those which are most readily quantifiable.

Since library tasks are both intellectual and routine, part of the challenge appears to be to determine what tasks and services can be routinized.

This study attempts to maintain an exploratory objectivity, rather than to side with either school of thought on the subject. As many of the essential elements of PPBS as possible have been extracted from the literature. An attempt will be made to apply those elements to librarianship to find out (1) what would be lost or gained by it, (2) whether or not it is possible or feasible to look at libraries in those terms, (3) what some of the difficulties are in attempting to relate PPBS to libraries.

The evolutionary process of PPBS may be summarized as follows. American business began long ago to use comparative evaluative techniques in long-range planning and development. In the 1930's, some departments of government began using program budgeting. The techniques were encouraged by the Hoover Commissions, by the Committee for Economic Development, and most vigorously, by the Defense Department.[2]

---

[1]Loc. cit., pp. 23-24.

[2]Committee for Economic Development, Budgeting for National Objectives: Executive and Congressional Roles in Program Planning and Performance (New York: Committee for Economic Development, 1966), p. 34. "(Hereinafter referred to as Budgeting for National Objectives.)"

Under McNamara's leadership, the Department of Defense was
able "...to identify and define its activities within nine major pro-
grams. The programs were defined on the basis of the primary mis-
sions to be performed, and each program contained the program
elements necessary for goal achievement. "[1]

In 1965, President Johnson directed that the PPBS format be
adopted by the civilian agencies of the federal government in the pre-
paration of their budget requests.[2] Since that time there has been
increasing pressure for local agencies, particularly those receiving
some form of federal assistance, to adopt the PPBS format. Progress
has been gradual, but certain in various areas of public finance.

Since this study is being conducted in Michigan, the following
quotation is appropriate to illustrate the efforts that have been made
to implement the PPBS in this state.

> ...significant progress in the implementation of program
> budgeting has been achieved by the State Budget Director and
> his staff during the past three years. Included in the 1965-
> 66 Executive Budget were program budgets for two principal
> departments, the Conservation Department and the Depart-
> ment of State. Based on the favorable results of these two
> initial departmental presentations along programmatic
> lines, the Governor has directed that this approach be

---

[1]Hartley, Harry J., Educational Planning--Programming--
Budgeting (Englewood Cliffs, N.J.: Prentice-Hall, 1968), p. 78.

[2]Schultze, Charles L., The Politics and Economics of Public
Spending (Washington, D.C.: The Brookings Institution, 1968),
p. ii.

extended in the development of all agency allotments of
1966-67 appropriations and budget requests for 1967-68.
This concept of budgeting places emphasis on providing
policy-makers with better criteria for assessing alternative
allocations of available resources and giving management
a more meaningful basis for evaluating expenditure
effectiveness.[1]

What is PPBS?

The most lucid explanation of program budgeting discovered in the

literature was that provided by Mosher.[2] He points out that planning

and budgeting are not synonymous, and clarifies the point with an

example of a man planning a trip. The man projects where, when,

and how he will go, the assumption being that he is also considering

to some degree where he will raise the funds for the venture. Then he

budgets for the trip, that is, he allocates available resources for the

accomplishment of his projected goals. To do that, he may have to

develop several alternatives, weigh carefully the advantages and

disadvantages of each, and choose the best course of action in view of

the available alternatives.

[1]The Governor's Task Force on Expenditure Management: A
Summary Report of Its Operations and Recommendations (Lansing,
Michigan: May, 1966), p. 6.

[2]Mosher, Frederick C., Program Budgeting: Theory and
Practice with Particular Reference to the U.S. Department of the
Army (Washington, D.C.: Public Administration Service, 1954),
p. 48.

Based upon abundant background reading, it should be stated at
this point that the crux of the confusion concerning the PPBS approach
appears to be over the degree and kinds of data gathering techniques
that are to be utilized in the systems analysis that is done to develop
alternatives and to make decisions. Some interpretations of the
PPBS approach appear to confuse the supportive techniques with
the process; that is, the development of models, various methods of
quantitative analysis such as those used in operations research, and
simulation techniques involving the use of computers are sometimes
considered to be the planning process itself, with the expectation
that they will yield obvious decisions. The matter could be greatly
simplified if these data-gathering activities were thought of as tech-
niques to aid in making an intelligent choice among various alterna-
tives; the decision remains a human contribution, even if it is
arrived at through the manipulation of data by a computer. Thus,
the first element of the PPBS approach--planning-- is summarized
below by Mosher.[1]

> Planning involves first the conceiving of goals and the
> development of alternative courses of action to achieve
> the goals. Second, it involves the reduction of these
> alternatives from a very large number to a small
> number and finally to one approved course of action,
> the program.

---

[1]Ibid.

Programming, then, can be perceived as the process of convert-
ing the results of the planning, i.e., the development of many possible
goals and objectives, into specific objectives for implementation. A
well constructed program would go a bit further than merely to out-
line the best objectives for implementation; it would specify a range
of objectives accompanied by expected outcomes of their implementa-
tion. Then the budgeting process - the allocation of resources which
is frequently done by an agency that is separate from the one which
formulated the alternatives - can be accomplished intelligently on
the basis of the selection of those objectives which are most crucial
to the attainment of the societal goals discussed later in this paper.

The final element of PPBS--system-- is merely the structure
within which the planning, programming, and budgeting takes place.
Perhaps it would be more accurate, or at least more clear, to state
that the system is the process of planning, programming, and budget-
ing, following the rules described above; the formulation of goals, the
development of objectives as complementary subdivisions of those
goals, the development of alternative means of meeting those objec-
tives, utilizing the techniques that are most appropriate to the clari-
fication of the problems at hand, and the allocation of resources to
those programs which will best contribute to the societal goals.

Library Goals and Objectives

Early in the study it became apparent that greater precision in
terminology would be helpful, both in the practical application of a
Planning, Programming, Budgeting System (PPBS) to library man-
agement and simply for the clarification of the meaning of some of
the materials received. In fact, the background study revealed
that Wasserman[1] had been sufficiently concerned with the problem
to design a Doctoral study "...seeking a way to gain clearer speci-
fication of objectives." (His study sought a methodology for the
formulation of objectives; this study attempts to identify the goals,
objectives, and activities commonly accepted by public libraries.)

To identify the goals and objectives commonly accepted by
public libraries, a four state survey was conducted as described in
the section of this report entitled "The Study."[2] In compiling the
returned data, an immediate observation by the researcher was that
there was little consistency in the interpretation of the terms goal,
objective, and activity as defined for this project.

The assumption was that the terms had been insufficiently defined

[1] Paul Wasserman, "Toward a Methodology for the Formulation of
Objectives in Public Libraries: An Empirical Analysis" (unpublished
Ph. D. dissertation, University of Michigan, Ann Arbor, Michigan,
1960), p. 134.

[2] This descriptive information appears on page 22.

in the explanatory information; however, the purpose of the study was

to identify commonly accepted objectives relative to their use in a

Planning, Programming, Budgeting System, so it was decided that

those objectives appearing in the returned data which did not fit the

study's definitions would be accompanied by appropriate comments in

the analysis section of the project. The situation revealed the need

for a thorough explanation of the terms as used in this study. That

explanation follows.

Goals.

Goals are broad, sometimes intangible, societal aspirations. To

be a suitable goal, there must be general acceptance that its pursuit

is needed or desirable. The following quotation from Shera,[1] though

ending on a frustrating note, may help to clarify the relationship of

goals to society.

> If future generations can learn anything from an exam-
> ination of library history, it is that the objectives
> [termed goals in this study] of the public library are
> directly dependent upon the objectives [goals] of
> society itself. The true frame of reference for the
> library is to be found in its coeval culture. No
> librarian can see clearly the ends which he should
> seek when his country is confused about the direction
> in which it is moving. When a people are certain of

---

[1]Shera, Jesse H., Foundations of the Public Library: The
Origins of the Public Library Movement in New England, 1629-1855
(Hamden, Conn.: Shoe String Press, 1965), p. 248.

the goals toward which they strive, the functions of the
public library can be precisely defined.

When a program is acceptable or justifiable on the basis of its

benefits to the society which is paying for it, it is likely to be funded.

The acceptance or rejection of a program of goals represents the

highest level of decision-making, and should be done by society as a

whole, or by those individuals who are granted the authority to make

representative decisions for the members of that society. The goals

should be stated in such a way as to define societal benefits that can

be either accepted or rejected by the society.

After a goal has been accepted by a society (or its representa-

tives), the implementation of the goal may be delegated. The accom-

plishment of the goal may be the outcome of multiple activities, but

each activity should be justifiable in terms of the ultimate goal.

To link an obscure activity to a broad goal, an intermediate step

(or steps) may be needed. In fact, a hierarchy of developmental

stages is frequently needed. For example, it may be extremely dif-

ficult for a person who is not acquainted with library operation to

understand how the preparation of a catalog card in a library can con-

tribute to its ultimate societal goal of "...an enlightened citizenship

and enriched personal lives." But when the intermediate stage is

inserted as an objective contributing to the societal goal mentioned

above, it is relatively easy to perceive the connection between the

preparation in a library of a card that is used to index and retrieve in-

formation and "... the provision and servicing of materials to aid the

individual in the pursuit of education (formal and informal)," [1] provid-

ed that one is willing to accept the seemingly obvious notion that infor-

mation is a necessary part of education, and that education in turn, is

a contributing factor to the development of "an enlightened citizenship

and enriched personal lives. "

A precedent for the definition of broad, national or societal goals

has been established in the Report of the President's Commission on

National Goals. [2] Those goals that are considered particularly per-

tinent to this study are listed below,

1. THE INDIVIDUAL

The status of the individual must remain our primary
concern. All our institutions--political, social, and
economic--must further enhance the dignity of the citizen,
promote the maximum development of his capabilities,
stimulate their responsible exercise, and widen the range
and effectiveness of opportunities for individual choice.

4. EDUCATION

The development of the individual and the nation
demand that education at every level and in every dis-
cipline be strengthened and its effectiveness enhanced.

---

[1]This quotation is taken from the questionnaire. It was Objec-
tive B on Form A of the survey.

[2]U. S. President's Commission on National Goals. Goals for
Americans (New York: Columbia University, The American
Assembly, 1960), p. 3, 6, 13.

New teaching techniques must continue to be developed.
The increase in population and the growing complexity
of the world add urgency.

Greater resources--private, corporate, municipal,
state, and federal--must be mobilized. A higher propor-
tion of the gross national product must be devoted to
educational purposes. This is at once an investment in
the individual, in the democratic process, in the growth
of the economy, and in the stature of the United States.

10. LIVING CONDITIONS

We must remedy slum conditions, reverse the pro-
cess of decay in the larger cities, and relieve the neces-
sity for low-income and minority groups to concentrate
there.

We should also seek solutions for haphazard suburban
growth, and provide an equitable sharing of the cost of
public services between central cities and suburbs. In
many parts of the country, the goal should be a regional
pattern which provides for a number of urban centers,
each with its own industries, its own educational, cul-
tural and recreational institutions, and a balanced pop-
ulation of various income levels and backgrounds. The
needs of a growing population for parks and recreation
must be met.

An examination of goals 1, 4, and 10 provides a convenient

rationale for the goals professed by the majority of the public

libraries surveyed. In Goal 1. THE INDIVIDUAL,[1] for example,

appear the phrases "...further enhance the dignity of the citizen,

promote the maximum development of his capabilities..." Similarly,

Goal A of the survey instrument claims that the goal of the library

is "...to promote, through guidance and stimulation, an enlightened

---

[1] Ibid.

citizenship and enriched personal lives. Ninety-four per cent of the responding libraries indicated that this was one of their goals.

Goal 4, EDUCATION, [1] states, "The development of the individual and the nation demand that education at every level and in every discipline be strengthened and its effectiveness enhanced..." Goal C of the questionnaire is "to provide opportunity and encouragement for children, young people, men, and women to educate themselves continuously." This goal was accepted by 90% of the responding libraries in the survey.

As a final example of the similarity between the Goals for Americans and the goals expressed by the surveyed libraries, Goal 10, LIVING CONDITIONS, [2] contains the statement that "...the goal should be a regional pattern which provides for a number of urban centers, each with its own industries, its own educational, cultural, and recreational institutions...." Each of the three Goals--A, B, and C-- professed by the majority of the respondents contains elements of educational, cultural, and recreational enrichment. The means of contributing toward the accomplishment of those goals are stated in the form of objectives and activities.

---

[1] Ibid.

[2] Ibid.

Objectives.

Objectives, for the purposes of this study, are described as
"statements of realizable intentions." That is not to say that they
are quantifiable in the sense that exact amounts of the materials or
services identified by the objectives can be counted. Rather, the
presence or absence of the designated services or materials may be
observed. The degree to which they exist in relation to established
(or imagined) needs remains a matter of subjective judgment, sup-
ported, hopefully, by the best available analytical and statistical data.
A more comprehensive explanation of the reason for this liberal defi-
nition of objectives appears in the background study portion of this
project, where an explanation of the relationship between analytical
techniques and decision-making is presented.

Activities.

Activities are loosely defined here as those things which are done
or provided for the accomplishment of goals. Activities may take the
form of materials or services that are provided with the intention of
contributing to the realization of stated objectives.

Summary.

In summary, this study proposes to work with a hierarchy of

elements which may logically be factors contributing to the stated

goals of the libraries. The classification sought is one of benefits

provided and services rendered. This rationale is contrasted to the

philosophy underlying the object or line-item budget, where resources

are allocated for the provision of things or personnel without mention

of the objectives to be accomplished by the provision of those

objects. The elements of the proposed hierarchy are (1) goals,

(2) objectives, and (3) activities. In the final preparation of a

budget reflecting these elements, the objects, if required at all,

would fall within the hierarchical position below activities.

II. THE STUDY

PPBS and Libraries

Public libraries were chosen for the application of PPBS principles because of their direct relationship to societal goals. Academic and school libraries, on the other hand, are indirectly related to societal goals; that is, their goals may be identical to those of the educational institutions of which they are a part. Their objectives will be contributory in nature with respect to the goals of the educational institution.

The original intent of this study was to include the development of cost-effectiveness analyses for librarianship, as specified in the report of the Committee for Economic Development. [1]

> Cost-benefit analyses provide the means for comparing the resources (costs) to be employed on a specific project with the results (dollar benefits) likely to be obtained from it. Cost-effectiveness analyses, on the other hand, are designed to measure the extent to which resources allocated to a specific objective under each of several alternatives actually contribute to accomplishing that objective, so that different ways of gaining the objective may be compared.

As the background study progressed, however, it became apparent

---

[1]Committee for Economic Development, Budgeting for National Objectives, pp. 37-38.

that cost-benefit analysis could not be effected until the goals and

objectives had been clearly established, and until more was known

about the various methods of accomplishing those objectives. Thus,

the emphasis of the study shifted to the identification of goals, objec-

tives, and activities common to most medium and large public

libraries and the subsequent problem of relating them to the hierarchy

that is characteristic of the Planning, Programming, Budgeting

System.

The purposes of the survey were to (1) verify that the goals and

objectives reported in the literature are in fact those that are accepted

by the libraries, or (2) to establish what the commonly-accepted goals

and objectives of public libraries are, in the event that they are not

essentially the same as those reported in the literature. The results

of the survey were then to be used as the basis for the subjective

analysis attempting to discover how libraries might initiate a

Planning, Programming, Budgeting System, the first step of which is

the establishment of goals and objectives.

Procedure

Step 1.

A background study encompassing what is known about public library objectives and the evolution of PPBS in relation to government agencies was conducted. A selected bibliography of materials explored appears in this paper.

Step 2.

A tentative formulation of a means of relating the PPBS to library management was accomplished on the basis of the background study. The result was the development of a survey instrument for the identification of goals, objectives, and activities. The content of the survey instrument was appropriated from the literature of librarianship with as little modification as possible. The instrument appears in the appendix as Form A. Specific quotations appearing in the instrument are credited to Bryan[1] and to Minimum Standards for Public Library Systems,[2] and Personnel Organization and Procedure.[3]

_____

[1]The broad goals are quoted from Bryan, Alice I, The Public Librarian (New York: Columbia University Press, 1952), p. 5.

[2]The objectives were adapted, with as little modification as possible, from American Library Association, Minimum Standards for Public Library Systems, 1966 (Chicago: ALA, 1967), p. 9, 27, and 28.

[3]Some objectives were adapted from American Library Association, Personnel Organization and Procedure, 2d ed. (Chicago: ALA, 1968), p. 7.

Step 3.

A second survey instrument was developed to be sent to a control group. It was thought that the original survey instrument[1] might tend to bias the responses to its elements, as it contained choices of goals, objectives, and activities that were taken from current library literature; a librarian receiving it conceivably could be influenced to "choose" all of the goals, objectives, and activities therein, think-ing that they were necessary elements of a good library program.

An effort was made to counteract such a tendency through the insertion of the following paragraph in the cover letter.

> One final comment! The goals (broad, philosophical aspirations) and objectives (statements of realizable in-tentions) included in the questionnaire have been selected from the literature with as little modification as possible. They are not intended to represent the ideal situation for your library, so please mark them (or omit them) as they apply to your situation. A copy of your written objectives would also be appreciated, but is not necessary for the completion of the study.

In an attempt to evaluate the extent of the bias, the second survey instrument (Form B) requesting statements of goals, objectives, and activities was sent to a control group selected randomly from the libraries to be surveyed. A sample of Form B appears in Appendix II.

Step 4.

The survey instruments were submitted to the project advisors

---

[1]This instrument appears as Form A in Appendix I.

and to the Advanced Seminar in Librarianship for scrutiny and com-
ments. It was then revised on the basis of the excellent critical com-
ments received from those sources.

Step 5.

A workable sample of public libraries to be surveyed was drawn
from the American Library Directory.[1] The basis for selection was
(1) location in the Lake Michigan geographical area: Michigan,
Indiana, Illinois, and Wisconsin; and (2) provision of services to a
population of over 20,000 persons, as indicated in the Directory.

Those criteria resulted in a listing of 135 public libraries. The
envelopes were addressed and the control group was selected randomly
from the shuffled package of addressed envelopes.

Step 6.

The survey instruments to both groups were mailed with a cover
letter containing completion directions and a request to respond by a
given date. A copy of the enclosures is included in the appendix.

Step 7.

Follow-up post cards were sent to those libraries which had not
responded within three weeks. The original intent was to allow two

---

[1] American Library Directory, 1968-1969 (New York: Bowker,
1968), pp. 199-270, 391-421, 885-903.

weeks for return of the survey instruments, but the mail strike

occurred immediately after the instruments were sent. Thus, an

extra week was allowed for the response.

Step 8.

The returned survey instruments were tallied and analyzed in terms

of (1) most frequently accepted goals, objectives, and activities, and

(2) position of the responses in the established hierarchy of goals,

objectives, and activities. Graphs and tables depicting responses

and a logical analysis of those responses in relation to the defini-

tions of goals, objectives, and activities appear in the analysis sec-

tion of this report.

Step 9.

A report of the total project was prepared for submission to the

advisory committee.

Step 10.

The final form of the project, including conclusions and sugges-

tions for further research, was submitted to the appropriate persons.

Step 11.

An abstract of the project was prepared, duplicated, and mailed

to the survey participants who had indicated a desire to receive one.

The Analysis

Introduction.

The analysis of the survey data was directed toward (1) the identification of those goals, objectives, and activities that are commonly accepted by medium and large public libraries, and (2) the placement of responses, through a logical examination, within the appropriate hierarchical category --goal, objective, or activity-- as defined in the "Library Goals and Objectives" section of the study.

To minimize the quantity of repetition in reporting the findings, the analysis section is prefaced by the following categorical defini- tion summary. Therefore, some of the data being examined will be categorized as goals, objectives, or activities in accordance with the rationale set forth in Definition 1, Definition 2, or Definition 3.

> Definition 1. This statement represents a condition which is very flexible and not necessarily attainable. It is a desirable condition, that is, it is generally accepted as being beneficial to society; thus it may be considered a societal goal. [1]
>
> Definition 2. This statement fits best in the intermediate, or objective range, because it represents a level of operation that can be shown to exist to some degree, and that logic- ally contributes directly to the attainment of the societal goals.

---

[1]This definition is derived largely from the President's Commis- sion on National Goals, Goals for Americans (New York: Columbia University, The American Assembly 1960), p. 123.

Definition 3. This statement fits best in the activity or support range because its direct contribution to the realization of the broad societal goals is not immediately apparent; however, when it is viewed in terms of its contribution to the accomplishment of an objective which in turn directly affects the accomplishment of goals, it can be linked to the total program.

Control Group.

Many of the data returned by the control group were discovered to lack consistency of placement within the hierarchical framework developed for the purposes of this study. As has been noted earlier, that was presumably a result of insufficient definition of the terminology in the instructions that accompanied the survey instrument. It is important to note, however, that the directions were kept to a minimum to reduce the possibility of biasing the responses.

Viewed in its entirety, the compilation of the control group's responses reveals enough similarity in content to the main survey group to justify the use of the main group's data as a basis for the analysis. That is, the responses of the main survey group can be generalized to be representative of all the libraries surveyed.

Of the thirty survey instruments sent to the control group, thirteen were returned, representing a response of approximately forty-three percent. Part V contains a comparison of typical control group responses to the goals and objectives of the main sur-

vey group. There are parenthetical statements categorizing those

responses that could not be related to the main survey instrument.

Main survey group.

Of the one hundred five survey instruments sent to the main sur-

vey group, fifty-five were returned, representing a response of

approximately fifty-two per cent. An interesting observation is that

only 27.3% of the respondents indicated that they aspired to goals

other than the three that were listed on the survey instrument.

Following is a verbal and quantitative presentation of the data

gathered from the returned survey instruments. In those instances

where goals were listed under "Other" on the survey instrument,

they are followed by a parenthetical reference relating them to some

portion of the survey instrument. The terms "Definition 1, 2, or 3,"

refer to the definitions of goals, objectives and activities that were

presented earlier in the "Analysis" section. The terms "Objective A,

B, etc.," refer to the objectives that were presented on Form A of

the survey instrument. Both survey instruments are found in the

appendix.

Part I--Compilation of the most commonly-accepted goals of public libraries in ranked order.

A. "...to assemble, preserve, and administer books and related

educational materials in organized collections to promote, through guidance and stimulation, an enlightened citizenship and enriched personal lives. " (94%)

B. "... to serve the community as a general center of reliable information. " (94%)

C. "... to provide opportunity and encouragement for children, young people, men and women to educate themselves continuously. " (90%)

Part II--Other goals mentioned once, with suggested relationships to the established hierarchy of goals, objectives, and activities.

"Support, through collections, civic, cultural, educational groups. " (Definition 2.)

"Lead the library community in the development of cooperative arrangements. " (Definition 3, supporting Objective A.)

"Encourage wholesome recreation. " (An objective which should be supported by activities intended to accomplish it.)

"Encourage constructive use of leisure time. " (Similar to Objective C.)

"Facilitate informal self-education. " (Similar to Objective B.)

"Enrich formal education. " (Similar to Objective B.)

"Provide cultural activities to the community. " (Definition 2, an objective which should be accompanied by activities intended to support it.)

"Provide materials on both sides of issues. " (Similar to Objective A.)

"Provide recreational materials for the community. " (An objective which should be supported by activities intended to accomplish it.)

"Provide opportunity and encouragement for users at all levels of

educational and cultural development. " (Similar to Objective B.)

"Preserve and make available printed materials on local
history and by local authors. " (May be interpreted as an
objective in support of Goal A.)

"To provide a cultural center for the citizens of ... and ... . "
(An objective, Definition 2.)

"...the collection, storage, organization, retrieval and transfer
of recorded information and ideas selected to meet the needs
and interests of the individuals, groups, and organizations of ...,
and for providing services requiring the use of such records... "
(The scope of this statement meets the criteria of a goal,
but it would be better if a statement were included--rather than
implied--linking those benefits to societal goals, i. e., " to
promote an enlightened citizenship, " or, in some way to pro-
mote the social well-being of the people.)

"To provide recreational reading materials for the community. "
(Definition 3: an activity which might support Objective C.
This differs in specificity from an earlier statement which was
considered an objective because the former merely mentioned
the provision of recreational materials. That objective might
be accomplished in many ways, one of which could be this
activity--the provision of recreational reading materials.)

"To aid college students and the business community. " (Defini-
tion 2: similar to Objective M.)

"To increase our income. " . ("Our" is interpreted to mean the
library's income, in which case a statement is needed relating
increased library income to the accomplishment of specific
objectives leading to societal benefits.)

"To expand our collections. " (Definition 3: the assumption is
that the expanded collection is desired to better accomplish
objectives such as A, B, and/or C.)

"To extend our service. " (It is necessary to indicate what
services are to be extended for the accomplishment of
specified goals and/or objectives.)

"To simplify our methods. " (This may be a legitimate objective,

and may fall within the realm of organization maintenance, which
is necessary for the accomplishment of any of the goals. It re-
quires greater elaboration.)

"To install program budgeting." (This is probably an objective
related to organization maintenance, but greater clarification is
needed to relate it to the accomplishment of goals.)

"To provide recreational reading and related materials."
(Definition 3: an activity which might support Objective C.)

"To aid and supplement formal education programs of schools
and colleges." (Similar to Objective B, indirectly.)

"To provide the varied resources to reflect all points of view in
today's complex society without endorsing or singling out one
view or clientele." (This is an activity that could well support
Objectives A, B, C, D, and others.)

"To provide bibliographic access to informational resources
wherever they exist." (Definition 2. This is a means of serving
the community "as a general center of reliable information.")

"To provide interpretation of textual content of subject materials."
(This may be a form of guidance-Goal A- but needs further
clarification.)

Part III--The most commonly - accepted objectives of public libraries
in ranked order.

B. The provision and servicing of materials to aid the individual in
the pursuit of education (formal and informal). (96%)

A. The provision and servicing of materials to aid the individual in
the pursuit of information. (95%)

C. The provision and servicing of materials to aid the individual in
the constructive use of leisure time. (94%)

E. The provision of activities to guide the child toward an awareness
of books and a love of reading as a means of satisfying his mental,
emotional, and activity interests. (93%)

D. The provision of services and materials contributing toward the development of the individual as a citizen. (90%)

H. The provision of programs of assistance to civic, cultural, and educational organizations. (76%)

G. The provision of programs to stimulate the use and interpretation of materials. (71%)

M. The provision of materials and activities to serve local business and industry.

F. The provision of programs to remove ignorance, intolerance, and indifference. (71%)

J. The provision of activities that involve parents and that are beneficial to children. (60%)

I. The provision of programs to encourage the communication of ideas. (58%)

L. The provision of activities to support community agencies. (55%)

K. The provision of a program to identify the library needs of the public and to provide services to meet those needs. (53%)

Part IV--Other objectives mentioned once, with suggested relationships to the established hierarchy of goals, objectives, and activities.

"The provision of a weekly column in local newspapers containing book reviews and other items of interest. " (Definition 3: an activity supporting Objectives D, E, G, and I.)

"Provide directional brochures which help people use the services. " (Definition 3: an activity supporting Objectives A, B, C, D, and G.)

"Provide materials and develop activities which promote the use of the facilities. " (This is a possible interpretation of Objective G, provided that "facilities" includes "materials" which are considered to be a part of the educational process.)

"Develop meetings and other opportunities leading toward inter-library cooperation." (Definition 3: an activity aimed at better accomplishing Objectives A, B, C, and D: the provision of materials.)

"Special services to the handicapped, homebound, hospitalized, or elderly." (This is a possible interpretation of Objective K, since it is assumed that a large public library would have handicapped persons within its service area.)

"Special collections and service to the young adult with a professional young adult librarian." (This could be an interpretation of Objective K or an activity under it, since it specifies both the general material and service to be offered and the means of accomplishing it.)

"Bookmobiles to serve outlying areas of the county." (Definition 3: an activity used as a means of accomplishing objectives A, B, C, D, and E.)

"Provision of free concerts in the library." (Definition 3: an activity, presumably to aid in the accomplishment of Objective D.)

"Provide black history materials and contributions." (This is, presumably, an activity following the identification of needs, Objective K.)

"Provide public library services specifically geared to the needs of secondary students." (Definition 2: an objective.)

"Collect and preserve material of local interest." (An activity, probably based upon special needs identified under Objective K.)

Part V--A Comparison of Typical Control Group Responses to the Goals and Objectives of the Main Survey Instrument, Form A.

I. Broad Goals

  A. "to assemble, preserve, and administer books and related educational materials in organized collections to promote

through guidance and stimulation, an enlightened citizenship
and enriched personal lives."

Control group response: "To assemble, preserve and admin-
ister, in organized collections, books and related educational
and recreational material in order to promote through guid-
ance and stimulation, the communication of ideas, and enlight-
ened citizenship."

B. "to serve the community as a general center of reliable
information."

Control group response: "To serve all members of the com-
munity as a reliable source of information."

C. "to provide opportunity and encouragement for children, young
people, men, and women to educate themselves continuously."

Control group response: "To assist people to educate them-
selves continually."

II. Objectives

A. "The provision and servicing of materials to aid the individual
in the pursuit of information."

Control group response: "High quality book collection of cir-
culating and reference materials on all subjects for all ages."

B. "The provision and servicing of materials to aid the individual
in the pursuit of education (formal and informal)."

Control group response: "To furnish all reference and re-
search material, both book and periodical, of an educational
nature for Community College students and faculty, extension
students, those local students attending other colleges and
universities, local teachers, and junior and senior high school
students."

"...to extend its services to those adults who are endeavoring
to continue their education on an informal basis."

C. "The provision and servicing of materials to aid the individual

in the constructive use of leisure time."

Control group response: "To assist people to use leisure time to promote personal and social well-being."

D. "The provision of services and materials contributing toward the development of the individual as a citizen."

Control group response: "To foster the individual's development and his ability to participate in society..."

E. "The provision of activities to guide the child toward an awareness of books and a love of reading as a means of satisfying his mental, emotional, and activity interests."

Control group response: There was no response that could be specifically related to this objective; some activities implied that there was an attempt to provide activities for children.

F. "The provision of programs to remove ignorance, intolerance, and indifference."

Control group response: "Provide an atmosphere in the library conducive to study and the pursuit of knowledge to all residents of _____ ."

G. "The provision of programs to stimulate the use and interpretation of materials."

Control group response: "To assist people to appreciate and enjoy the works of art and literature."

H. "The provision of programs of assistance to civic, cultural, and educational organizations."

Control group response: "Organizing and providing materials for reading clubs and adult education groups in the community."

I. "The provision of programs to encourage the communication of ideas."

Control group response: "Provision of story hours, film programs, discussion groups, etc."

J. "The provision of activities that involve parents and that are beneficial to children."

Control group response: There was no response that could be specifically related to this objective.

K. "The provision of a program to identify the library needs of the public and to provide services to meet those needs."

Control group response: "To support education, civic, and cultural activities of groups and organizations and to seek continually to identify community needs and to provide programs of service to meet them."

L. "The provision of activities to support community agencies."

Control group response: "Assist and cooperate with agencies and organizations in implementing and developing programs."

M. "Provision of materials and activities to serve local business and industry."

Control group response: "The creating of a separate business and technical section to more adequately serve business, industry, and labor."

N. Other[1]

"Provision for inter-library loan and referral of materials and provision for centralized storage of little used materials, etc." (Inter-library cooperation.)

"Provision for coordinated acquisition of materials." (Inter-library cooperation.)

"Cooperation with other libraries and institutions. (Inter-library cooperation.)

"To supplement the resources of the various school libraries." (Inter-library cooperation.)

---

[1]A few of the control group responses could not be readily related to the goals and objectives listed on Form A. Those responses are compiled here. Several additional categories, as indicated by the parenthetical comments, emerge from this compilation.

"Get benefits of a system library. " (Inter-library cooperation.)

"Provide a professionally trained Executive Librarian who has the ability to competently direct the operation of the library and provide leadership to the community in matters related to library service. " (Staffing.)

"Provide an adequate staff and administrative programs for the use and circulation of library materials. " (Staffing.)

"To assist the staff and trustees to achieve the peak in knowledge and skills necessary to provide superior library service. " (Staffing.)

"Staff training and development. " (Staffing.)

"Provision of advisory assistance to members of the library system concerning administration, acquisition, extension of services, staff development, etc. " (Staffing.)

"Education and training programs for staff and board members of member libraries. " (Staffing.)

"To create good public relations. " (Public relations.)

"To create a different public image. " (Public relations.)

"Public information and orientation services. " (Public relations.)
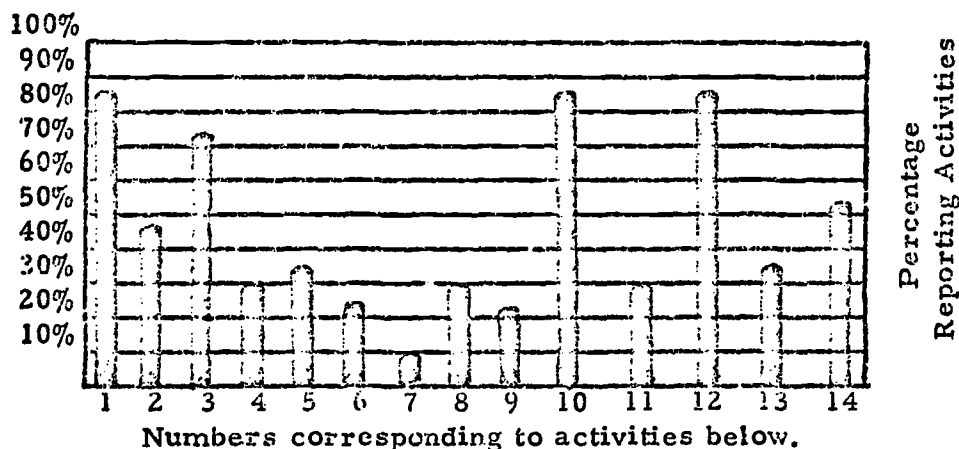

Part VI--A graphic compilation of activities supporting stated objectives.

The following graphs are provided to report in a concise manner the relationships between objectives and activities which emerged from an examination of the survey data. Following each graph are activities which were supplied by the surveyed libraries in addition to those proposed by the survey instrument.

Graphs

Objective A.   The provision and servicing of materials to aid
the individual in the pursuit of information.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1.   Make available relevant collections.
2.   Make available extensive collections.
3.   Make available skilled individual guidance services.
4.   Conduct book talks.
5.   Conduct story hours.
6.   Conduct film forums.
7.   Conduct hobby groups.
8.   Conduct institutes.
9.   Conduct instructional sessions on various topics.
10.   Provide reference service to students.
11.   Provide bibliographic services to schools.
12.   Provide advanced information service via inter-library
      lending.
13.   Provide special programs for local community groups.
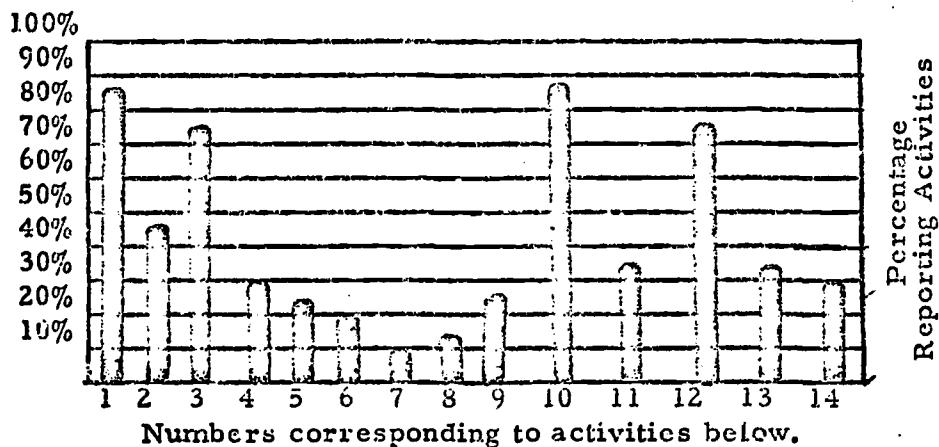14.   Provide special collections for local business and
      industry.

Other:

      "Provision of films for individual and group use. "

      "Produce radio and television programs. "

      "Issue regular publications. "

Objective B. The provision and servicing of materials to aid the individual in the pursuit of education (formal and informal).

1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Book lists."

"Supplying materials for students that cannot be adequately and conveniently provided by institutions of formal instruction."

"Special collections to schools."

"Provision of curriculum-related materials in coopera-
tion with the university to support extension classes."
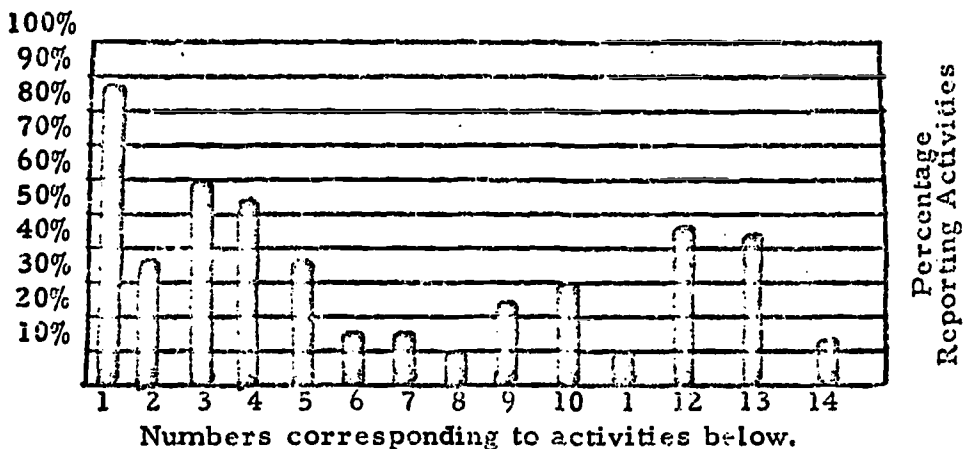
"Adult education programs."

"Discussion groups."

"Produce radio and television programs."

"Issue regular publications."

Objective C. The provision and servicing of materials to aid
the individual in the constructive use of leisure time.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library
     lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and
     industry.

Other:

   "Keep current' on latest books, hobbies, music, records,
      films, art prints, talking books."

   "Provide materials for discussion groups (great books,
      etc), and related materials to activities of all kinds."
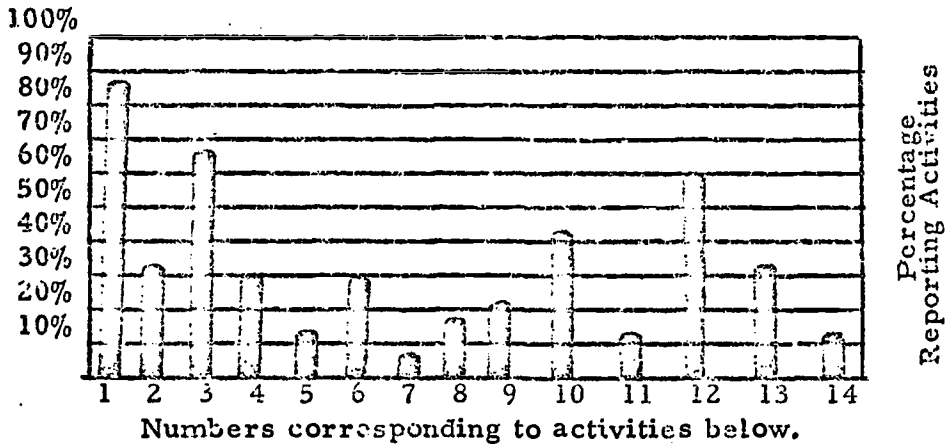
   "Workshops, exhibits, book lists."

40

"Produce radio and television programs."

"Issue regular publications."

Objective D.   The provision of services and materials contribu-
ting toward the development of the individual as a citizen.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1.   Make available relevant collections.
2.   Make available extensive collections.
3.   Make available skilled individual guidance services.
4.   Conduct book talks.
5.   Conduct story hours.
6.   Conduct film forums.
7.   Conduct hobby groups.
8.   Conduct institutes.
9.   Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library
     lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and
     industry.

Other:

      "Great books groups, book lists."

      "Programs on topics of current interest and concern."

      "Cooperative activities with League of Women Voters."

      "Freedom shrine installed in the library by the Local
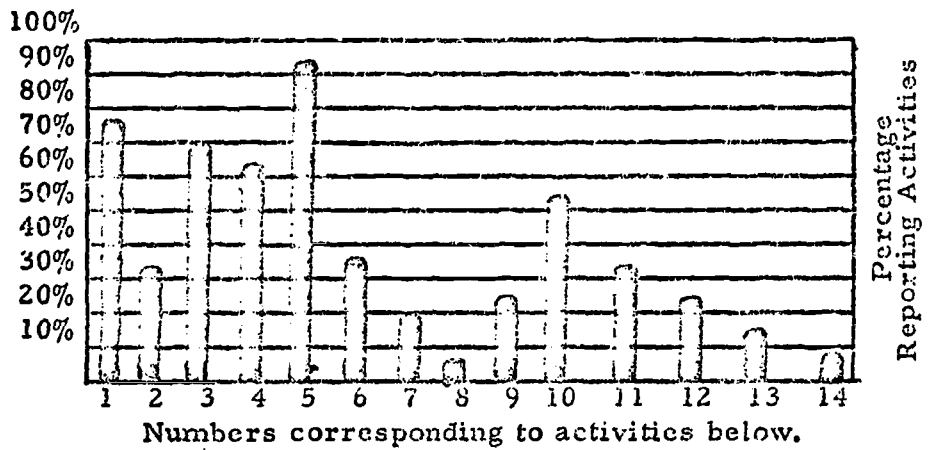   Exchange Club."

"Produce radio and television programs."

"Issue regular publications."

Objective E. The provision of activities to guide the child to-
ward an awareness of books and a love of reading as a
means of satisfying his mental, emotional, and activity
interests.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library
    lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and
    industry.

Other:

"Offers to be helpful,' conducts story hour and summer
reading program; allows teachers to check out
books for classroom use."

"Book caravan through depressed areas; study centers, book fairs."

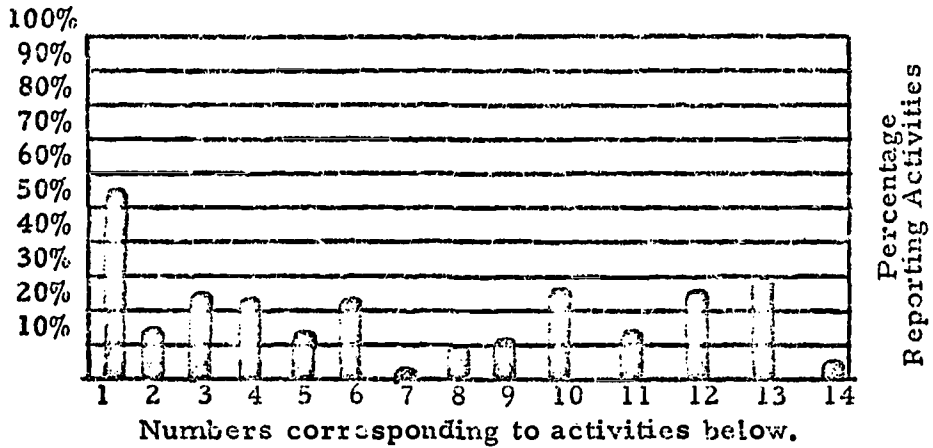"Summer reading club."

"Library visits and tours."

"Book lists."

"Conduct an annual summer reading program."

"Displays."

"Produce radio and television programs."

"Issue regular publications."

Objective F. The provision of programs to remove ignorance,
intolerance, and indifference.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library
    lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and
    industry.

Other:

    "Welcome atmosphere."

    "Newspaper publicity."

    "Great books groups."

    "Book lists."

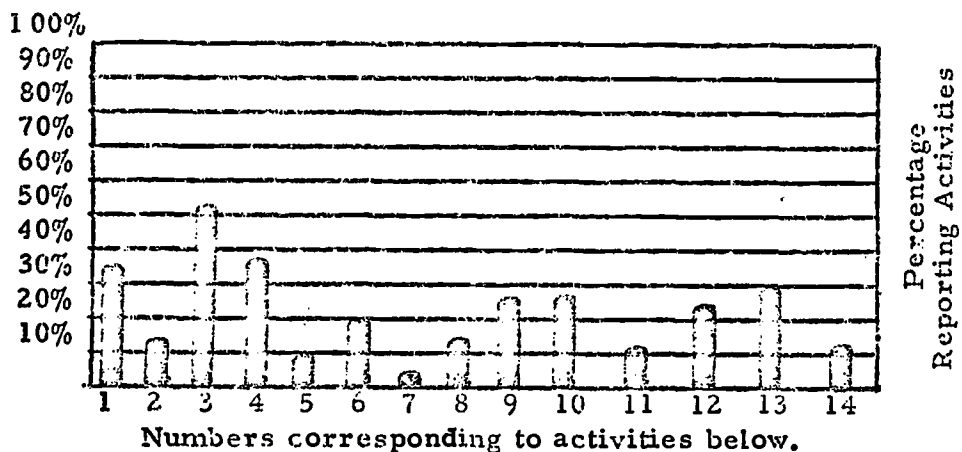"Bibliographic service to interested groups."

"Produce radio and television programs."

"Issue regular publications."

"No space in this 1902 library for programs."

Objective G. The provision of programs to stimulate the use
and interpretation of materials.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library
    lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and
    industry.

Other:

"Workshops."

"Book lists."

"Tours."

"Library use lessons."

"Discussion groups. "

"Display cases. "

"Annual exhibit in down-town store window. "

"Group visits to library. "

"Class instruction in library use. "

"Conduct a vigorous program of public relations. "

"Radio & TV programs. "

"Exhibits. "

"Instruction in use of the library's resources. "
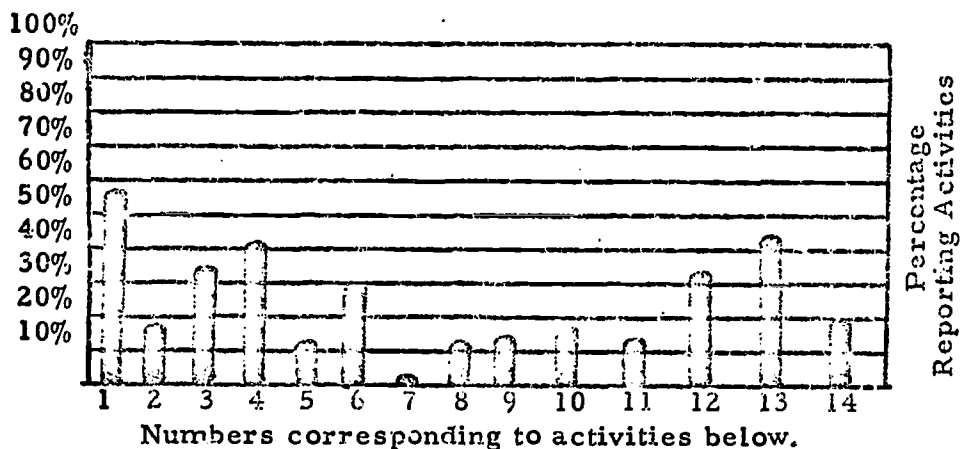
"Summer reading club. "

"No space. "

"Produce radio and television programs. "

"Issue regular publications. "

Objective H. The provision of programs of assistance to civic, cultural, and educational organizations.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Display art materials for schools and for the art club."

"Displays, exhibits, meeting facilities."

"Exhibits, book lists."

"Provide meeting space."

"Provide special collections."

"Bibliographic services."

"Provide A-V equipment."

"Summer reading club."
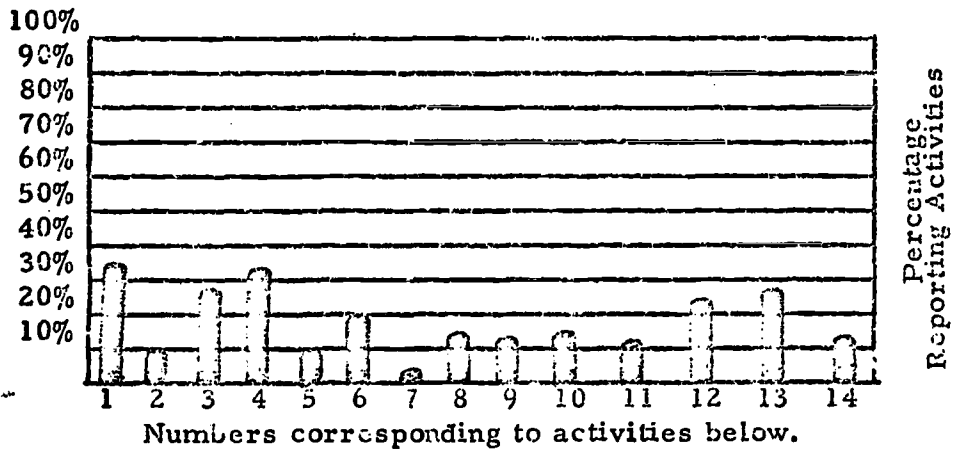
"Planetarium programs."

"Provide events calendars."

"Provide special files."

"No space."

Objective I.   The provision of programs to encourage the com-
munication of ideas.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1.   Make available relevant collections,
2.   Make available extensive collections.
3.   Make available skilled individual guidance services.
4.   Conduct book talks.
5.   Conduct story hours.
6.   Conduct film forums.
7.   Conduct hobby groups.
8.   Conduct institutes.
9.   Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library
     lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and
     industry.

Other:

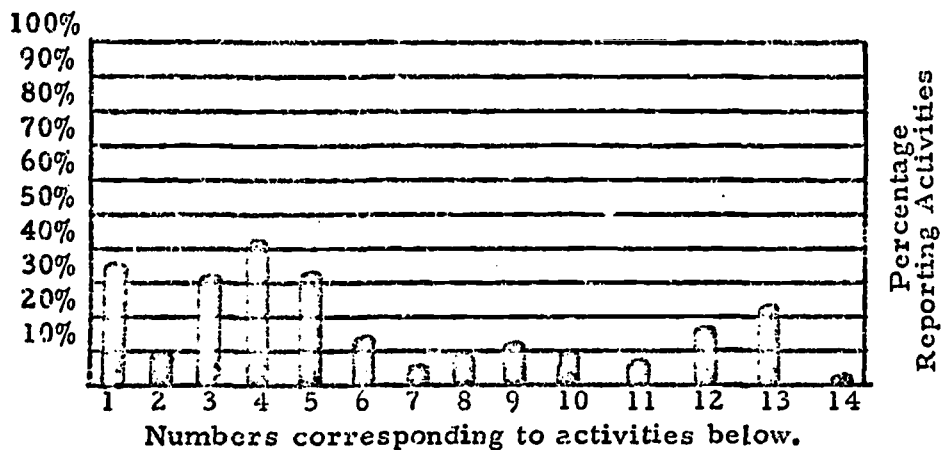"Great books groups."

"Discussion groups."

"Produce radio and television programs."

"Issue regular publications."

"No space."

Objective J. <u>The provision of activities that involve parents</u>
<u>and that are beneficial to children.</u>
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library
    lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and
    industry.

Other:

"Group discussions with parents on use and values of
story hours, etc. "

"No parents - just children and teachers. "

"Saturday story hour. "

"Summer reading program. "

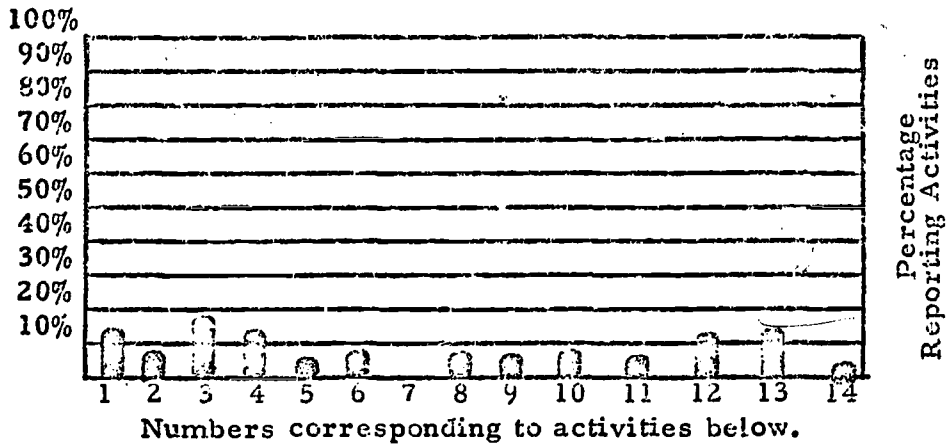"Programs for parents & children at same time."

"Provide summer reading program."

"Pre-school story hours."

"Sesame Street tie-ins."

Objective K.   The provision of a program to identify the library
needs of the public and to provide services to meet those
needs.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library
      lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and
      industry.

Other:

"Staff meetings."

"Daily service logs."

"Unsatisfied requests log."

"Surveys."

"Talking books service. "

"Through librarian contacts--formal & informal--with
groups. "

"Long-range planning. "

"Title II Institute dealing with "deprived" citizens and
the services they need. "

"Surveys. "

"Questions (informal). "

"Provision of meeting room with kitchen & A-V
equipment. "

"Summer reading club. "

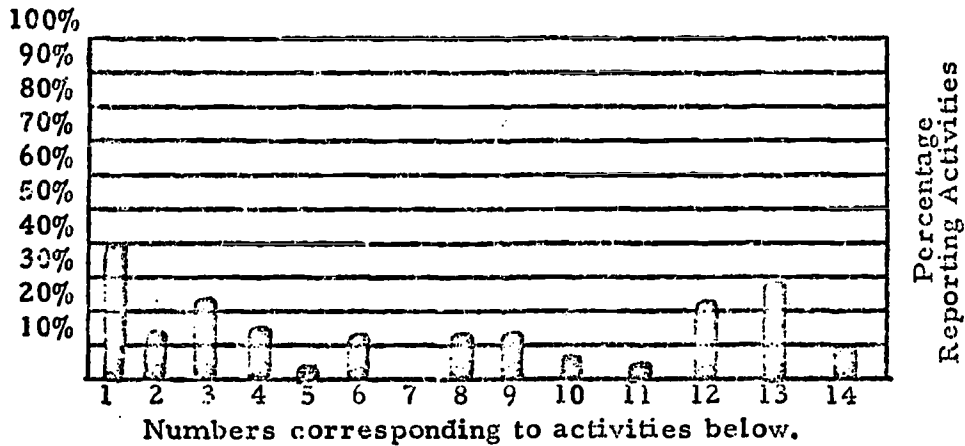"Provide means of feedback channels from the public. "

"Questionnaires. "

"Publicity programs. "

"Public relations program. "

Objective L. The provision of activities to support community agencies.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Welcome local exhibits, such as Red Cross."

"Membership of library administrative staff in community agencies and committees."

"Library participates in the activities of many agencies."

"Provide special collection for urban planners."

"Provide materials for CAP."

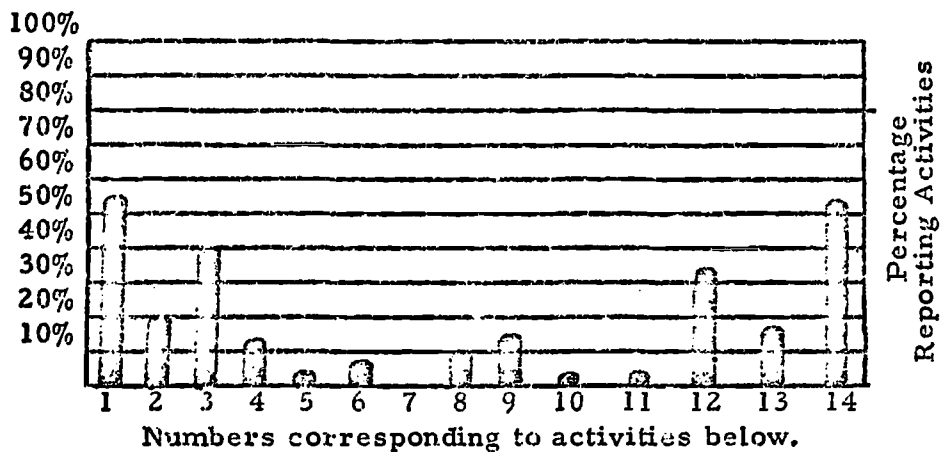"Provide a collection for volunteer firemen."

"Provide meeting room."

"Provide library display cases."

"Publicity programs."

"Displays."

Objective M. Provision of materials and activities to serve
local business and industry.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

Numbers corresponding to activities below.

1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library
    lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and
    industry.

Other:

"Book lists."

"Special business dept., activities."

"Close contact."

"Comprehensive collection in the library."

"Paperback collections housed in cafeterias of local
    factories."

Objective N. Other (Please write in)

"Provide directional brochures which help people use the
    services. "

"Provide materials and develop activities which promote the
    use of the facilities. "

"Develop meetings and other opportunities leading toward inter-
    library cooperation. "

"Weekly column in local newspaper containing book reviews and
    other items of interest. "

"Collect and preserve material of local interest. "

"Provide museum services. "
    a. lectures
    b. demonstrations
    c. exhibits

"Provide Black history and contribution materials. "

"Provide public library services specifically geared to needs
    of secondary students. "
    (No activities yet.)

"Provision of free concerts in the library. "

"Special services to the handicapped, homebound, hospitalized,
    and elderly. "

"Special collections and service to the young adult with a prof,
    YA librarian. "

"Bookmobiles to serve outlying areas of the county. "

III. CONCLUSIONS

Survey Results

The original hypothesis for the survey could not completely be supported by the data gathered. First, the notion that there would be little agreement as to the goals and objectives was completely inaccurate. As indicated by the analysis, there was virtually unanimous agreement as to the library's objectives, though they may have been identified by a different label, i.e. purposes, or goals.

Second, it was thought that some libraries would indicate that they were carrying on activities that were not guided by objectives. Following the analysis, this is still believed to be true, but is impossible to verify because of the lack of structure in reporting. For example, libraries may indicate that they carry on certain activities which could logically support what have been shown to be common library objectives but they have failed to indicate that the activities are in fact conducted with a specific objective in mind.

Third, the prediction that many of the objectives are not attainable through present programs appears to be false. The graphic representation of objectives and supporting activities reveals that a wide range of activities has been conducted for the accomplishment

of each objective. It is not implied here, however, that the objec-

tives are actually being accomplished by the activities. Such a

judgment can only follow a careful evaluation in each reporting library.

Finally, it was hypothesized that some libraries would report

objectives and activities which would include the information neces-

sary for the writing of measurable objectives. This could neither

be verified nor disproved by the data. It is believed that a subse-

quent examination of each objective would reveal that there are sup-

portive activities which could be satisfactorily quantified, but such

a quantification is not within the scope of this study.

What Can Be Done?

Many objectives, standing alone, could be goals, and vice versa.

Thus, it is necessary to establish a structure for their presentation

beginning with the major goals and then arranging objectives and

activities in such a manner as to illustrate their potential contribu-

tion to the whole.

In brief, a tight organization of program elements is needed to

better clarify the contribution of each element to the total goals.

That organization needs to be expressed in a manner that will be

meaningful to the non-librarians who are concerned with societal

goals, but who are not necessarily oriented to the library's contri-
bution to those goals. This project proposes that library goals and
their supportive elements be carefully organized into a clearly-
stated hierarchical pattern for submission to legislators or other
decision-makers concerned with the allocation of funds to programs
for the implementation of societal goals. It is expected that a care-
ful systems analysis of the type associated with PPBS would be
necessary to satisfactorily design such a hierarchy of goals, objec-
tives, and activities. When or if techniques for measuring the ef-
fectiveness of the various objectives are developed, the proposed
hierarchy will already consist of clearly-stated programs to which
the measurement techniques can be applied.

One alternative to this approach is to allow persons who are not
knowledgeable about the library's goals and objectives to devise cost-
effectiveness measures for those things that can be recognized with a
surface knowledge of librarianship: number of volumes (regard-
less of relevance), circulation, questions answered, and other
readily-quantifiable activities. While these are essential elements
of the library's purpose, there is a danger that they might be thought
to represent the total purpose of the library. To do so would be a
gross underestimation, as has been shown by the complexity of the
stated goals and objectives.

Summary: Relationship of Library Objectives to PPBS

The Committee for Economic Development[1] indicated that the

following are the components of a Planning, Programming, Budget-

ing System.

> Definition of the "program" in terms of the
> specific results or outputs desired,
> Identification of alternative methods,
> Comparison of costs between methods;
> Development of measures for appraising effec-
> tiveness in achieving desired results,
> Organization of information for continuous
> comparison of results with costs, and
> Facilitation of revision of plans and
> programs.

The original intent of this project was to include the develop-

ment of cost-effectiveness measures for the major library objec-

tives. However, the discovery of the complexity of the objectives

and their subjective nature soon discouraged such an attempt; the

immediate problem was seen to be the clarification of the objectives

and the development of some meaningful means of presenting them. '

A structure was observed to be missing. PPBS requires a hier-

archy of purposes and activities, with sub-activities contributing to

the realization of the broad purposes (termed goals in this study).

Thus, the hierarchy that has been related throughout this paper was

------

[1]Committee for Economic Development, Budgeting for National
Objectives, p. 34.

developed.

In essence, we have merely begun working on step one-- the definition of the program in terms of specific outputs, and on step two-- the identification of alternative methods. (The objectives and their supportive activities represent the alternative methods.) More study is needed to enable us to state our objectives more specifically, and to develop means of measuring our progress toward the accomplishment of those objectives. Only then will we be ready for a practicable cost-effectiveness analysis that will enable us scientificall, compare costs of alternative means of accomplishing our stated objectives. Meanwhile, it is strongly recommended that libraries adopt those aspects of a PPBS that are applicable to their situations, recognizing the necessity for the application of human judgment factors in the ultimate decision-making role. Systems analysis, operations research, simulation, and other information-producing techniques and procedures are seen as supportive elements for the final human decision.

SELECTED BIBLIOGRAPHY

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

American Library Association. Personnel Organization and
        Procedure. 2d ed. Chicago: American Library Associa-
        tion, 1968.

American Library Directory, 1968-1969. New York: Bowker, 1968.

Bryan, Alice I. The Public Librarian. New York: Columbia
        University Press, 1952.

Cole, Gerhard, and Gulick, Luther H. Program Planning for
        National Goals. Planning pamphlet no. 125. Washington,
        D.C.: National Planning Association, 1968.

Committee for Economic Development. Budgeting for National
        Objectives: Executive and Congressional Roles in Program
        Planning and Performance. New York: Committee for
        Economic Development, 1966.

Drucker, Peter F. "The Objectives of a Business." in Wasserman,
        Paul, and Bundy, Mary Lee, eds. Reader in Library
        Administration. Washington, D.C.: National Cash
        Register, 1968.

Hartley, Harry J. Educational Planning-Programming-Budgeting.
        Englewood Cliffs, N.J.: Prentice-Hall, 1968.

Jones, Roger H. "Program Budgeting: Fiscal Facts and Federal
        Fancy." Quarterly Review of Economics and Business, IX
        (Summer, 1969), 45-57.

Kammerer, Gladys M. Program Budgeting: An Aid to Understand-
        ing. Gainsville, Florida: University of Florida, Public
        Administration Clearing Service, n.d..

Mager, Robert F. Preparing Instructional Objectives. Palo Alto,
      California, 1962.

Mosher, Frederick C. Program Budgeting: Theory and Practice
      with Particular Reference to the U.S. Department of the Army.
      Washington, D.C.: Public Administration Service, 1954.

Ott, David J., and Ott, Attiat F. Federal Budget Policy. Washing-
      ton, D.C.: The Brookings Institution, 1965.

Pfeiffer, John. New Look at Education: Systems Analysis in Our
      Schools and Colleges. New York: Odyssey, 1968.

"PPB: Callaghan's Good Deed." The Economist, CCXXXII
      (July 19, 1969), 21, 23.

Schultze, Charles L. The Politics and Economics of Public Spend-
      ing. Washington, D.C.: The Brookings Institution, 1968.

Schultz, Theodore W. The Economic Value of Education. New York:
      Columbia University Press, 1963.

Shera, Jesse H. Foundations of the Public Library: The Origins of
      the Public Library Movement in New England, 1629-1855.
      Hamden, Conn.: Shoe String Press, 1965.

The Governor's Task Force on Expenditure Management: A
      Summary Report of Its Operations and Recommendations.
      Lansing, Michigan: May, 1966.

U.S. President's Commission on National Goals. Goals for
      Americans. New York: Columbia University, The American
      Assembly, 1960.

Wasserman, Paul. "Toward a Methodology for the Formulation of
      Objectives in Public Libraries: An Empirical Analysis."
      Unpublished Ph.D. dissertation, University of Michigan,
      Ann Arbor, Michigan, 1960.

Wildavsky, Aaron. The Politics of the Budgetary Process. Boston:
      Little, Brown and Co., 1964.

APPENDIX I

Department of Librarianship
Western Michigan University
Kalamazoo, Michigan 49001
March 10, 1970

Dear Colleague:

A penny for your thoughts!

Recent developments in federal government budgetary planning
and their implications have motivated this study, which is being con-
ducted under the auspices of the Department of Librarianship,
Western Michigan University.

The purpose of the study is to determine which commonly accept-
ed library objectives might be quantified in the fashion demanded by
the government's Planning, Programming, Budgeting System (PFBS).

It is expected that a compilation of the results of this survey
will yield a listing of the most commonly held objectives, and that
the programs described for accomplishing the objectives will, after
analysis, suggest means for defining library programs and objec-
tives so as to meet the requirements of PPBS.

The incentives for attempting to comply with the PPBS techniques
are (1) the possibility of increased federal support for libraries,
and (2) the possibility of improving administrative procedures
through critical self-study.

Please take a few minutes of your time to mark the accompany-
ing questionnaire and return it by March 27, 1970.

Should you be interested in an abstract of the results, please
indicate your desire at the top of the questionnaire when you return
it, and a copy will be mailed to you at the completion of the project
in June.

Thank you for your help.

Yours truly,

George E. Morey

Enclosures: Form A Survey Instrument
               Directions
               Envelope   **72**

FORM A

Name of Library_____Population served_____

Name of respondent_____Abstract desired?_____

The following lettered phrases are statements of goals and ob-
jectives selected from the literature with as little modification as
possible. They are not intended to represent the ideal situation
for your library, so please mark them (or omit them) as they
apply to your situation.

I. BROAD GOALS (Philosophical aspirations); Please place an
    "X" before each statement which is a goal of your library.

___A. "to assemble, preserve, and administer books and related
        educational materials in organized collections to promote,
        through guidance and stimulation, an enlightened citizenship
        and enriched personal lives."

___B. "to serve the community as a general center of reliable
        information."

___C. "to provide opportunity and encouragement for children,
        young people, men, and women to educate themselves
        continuously."

___D. Other (please specify)_____

_____

_____

II. OBJECTIVES (Statements of realizable intentions) Please place
     an "X" before each statement which is an objective of your
     library. Then refer to the pink "Directions" sheet and mark the
     numbers as explained on that sheet.

___A. The provision and servicing of materials to aid the indivi-
        dual in the pursuit of information.
        1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify)_____

_____

___B. The provision and servicing of materials to aid the individual
       in the pursuit of educational (formal and informal).
       1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___C. The provision and servicing of materials to aid the individual
       in the constructive use of leisure time.
       1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___D. The provision of services and materials contributing toward
       the development of the individual as a citizen.
       1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___E. The provision of activities to guide the child toward an
       awareness of books and a love of reading as a means of sat-
       isfying his mental, emotional, and activity interests.
       1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___F. The provision of programs to remove ignorance, intolerance,
       and indifference.
       1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___G. The provision of programs to stimulate the use and interpre-
       tation of materials.
       1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___H. The provision of programs of assistance to civic, cultural,
       and educational organizations.
       1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___ I. The provision of programs to encourage the communication
        of ideas.
        1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

        _____

___ J. The provision of activities that involve parents and that are
        beneficial to children.
        1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

        _____

___ K. The provision of a program to identify the library needs of
        the public and to provide services to meet those needs.
        1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

        _____

___ L. The provision of activities to support community agencies.
        1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

        _____

___ M. Provision of materials and activities to serve local
        business and industry.
        1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

        _____

___ N. Other (Please write in) _____

        1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify)

        _____

___ O. Other (Please write in) _____

        1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify)

        _____

___P. Other (Please write in) _____

‾1‾2‾3‾4‾5‾6‾7‾8‾9‾10‾11‾12‾13‾14 Other (specify) ‾‾‾‾‾‾

_____

Please attach a copy of your library's written objectives if you have
any available for distribution.

Directions: (Please detach and use with Part II)[1]

Following each statement in Part II is a sequence of numbers. The numbers correspond to the following statements:

1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Please circle for each "X'ed" statement the number(s) which express your attempts to accomplish that objective.

---

[1]This form was printed for the survey on a pink sheet.

Department of Librarianship
Western Michiga~ University
Kalamazoo, Michigan
March 10, 1970

Dear Colleague:

A penny for your thoughts!

Recent developments in federal government budgetary planning
and their implications have ~notivated this study, which is being con-
ducted under the auspices of the Department of Librarianship,
Western Michigan University.

The purpose of the study is to determine which commonly
accepted library objectives might be quantified in the fashion demand-
ed by the government's Planning, Programming, Budgeting System
(PPBS).

It is expected that the study will yield a listing of the most com-
monly held objectives and that the programs described for accomp-
lishing those objectives will, after analysis, suggest means for de-
fining library programs and objectives so as to meet the require-
ments of PPBS.

The incentives for attempting to comply with the PPBS techni-
ques are (1) the possibility of increased federal support for
libraries, and (2) the possibility of improving administrative pro-
cedures through critical self-study.

Should you be interested in an abstract of the results, please
indicate your desire at the top of the survey form when you return
it, and a copy will be mailed to you at the completion of the project
in June. Please return this form by March 27, 1970.

Thank you for your help.

Yours truly,

George E. Morey

Enclosures: Form B Survey Instrument
              Envelope   78

FORM B

Name of Library_____ Population served_____

Name of respondent_____ Abstract desired?_____

DIRECTIONS:

Please list your library's main goals (broad, philosophical
aspirations) and objectives (statements of realizable intentions) in
the appropriate spaces below. Beneath each statement of an
objective, describe briefly the programs or activities your library
provides for the realization of that particular objective.

GOALS

Goal 1. _____

_____

_____

Goal 2. _____

_____

_____

Goal 3. _____

_____

_____

OBJECTIVES

Objective 1. _____

_____

(List below the activities and programs you provide which are aimed
at the accomplishment of objective 1.)

Objective 2. _____

_____

(List below the activities and programs you provide which are aimed
at the accomplishment of objective 2.)

Objective 3. _____

_____

(List below the activities and programs you provide which are aimed
at the accomplishment of objective 3.

Objective 4. _____

_____

(List below the activities and programs you provide which are aimed
at the accomplishment of objective 4.)

    Please add as many objective/activity combinations as you wish.
If you have copies of your library's objectives available for distri-
bution, please include a copy when you return the form.