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**Effect of Title IV-B Funding in St. Charles County Public Libraries,
1976-1982**

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EFFECT OF TITLE IV-B FUNDING
IN ST. CHARLES COUNTY PUBLIC LIBRARIES
1976 - 1982

BY

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Submitted in partial fulfillment of the
requirements for the Master of Arts
in Education degree
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Abstract

In 1974 Congress consolidated several existing educational programs into the Elementary and Secondary Education Act Title IV. Part B of that bill was designed to provide instructional materials for schools. A majority of Title IV-B money nationwide was used to purchase library books, audiovisual hardware, and audiovisual software.

This study was designed to examine the possible benefits Title IV-B funding had on St. Charles County school libraries. Between 1976 and 1982, 15 school libraries were able to meet Missouri State standards in the size of the collection category. This study was needed to show that Title IV-B played an important part in this gain. Other aspects of Title IV-B were examined, i.e. methods used in choosing target groups, acquisition procedures, and evaluation of program accomplishments.

A survey was mailed to all 23 school librarians in St. Charles County in November, 1982. Follow-up postcards were mailed in January 1983, and 21 responses were received. All but three of the responding schools participated in Title IV-B funding.

Responses were tabulated and compared with similar studies done in Minnesota, Indiana, New Jersey, and Utah. The 1976 and 1982 Missouri Self-Evaluation of Learning Resource Centers forms were used to determine the effect of Title IV-B on the growth of each library's collection.

The results of this study seem to indicate that Title IV-B was beneficial for the school libraries in St. Charles County. The influence of Title IV-B funding was most obvious in the Ft. Zumwalt and Francis Howell school districts. While librarians in the other county schools indicated that Title IV-B money was influential in their districts, other factors (population shifts, school closings, and funding) appeared to have played a bigger role in the growth of their libraries.

All the librarians indicated that Title IV-B was beneficial and that high quality materials were purchased. Most schools in St. Charles County had administrators select target groups but formed committees to select materials. Librarians were seldom involved in the selection of target groups, but over 58% were directly involved in material selection.

Little Chapter II money in St. Charles County was spent on library materials in 1982-1983. Since 48% of the St. Charles County school libraries need to acquire additional volumes, county librarians need to familiarize themselves with Chapter II funding and impress upon their district administrators the importance of a good library in relation to student achievement.

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CHAPTER I

Introduction

The Problem

The tremendous growth of public school libraries can be directly related to the infusion of Federal money into the public school systems of the United States. The Elementary and Secondary Education Act (ESEA) provided funding for many educational programs; Title II was designed to supply funds for school libraries. New school libraries were established at an astonishing rate; between 1966-1969 over 11,680 new libraries were started (Sutherland, 1970).

In 1974, Title II was consolidated with other programs into Title IV legislation. This new act was the government's first attempt at consolidating educational programs. The Elementary and Secondary Education Act Title IV was a bill which consolidated several existing Federal educational programs. The law was divided into three parts. Part A dealt with Federal and State administration of the bill. Part B was comprised of parts of the following programs: ESEA II (school library resources, textbooks, and other instructional materials), the guidance provisions of ESEA Title III, and Title III of the National Defense Education Act (support of strengthening instruction in aca-

demic subjects). Part C was a consolidation of ESEA Title III (innovative educational projects), ESEA Title V (a bill to develop educational leadership), and Sections 807 (dropout prevention) and 808 (health and nutrition projects for low-income families) of ESEA.

Funding for Part B of the bill was generally based on a per capita (number of school age children between the ages of 5-17) basis and awarded to each state department of education. Individual state agencies awarded the money to school districts based on a formula they developed, again usually a per capita basis (McDonnell, 1980).

Part C of Title IV was a competitive grant program. Each state department developed their own criteria for use in awarding grants.

The scope of this study was limited to Title IV-B. This author was primarily concerned with the growth and development of school libraries in St. Charles County and the relationship between that growth and Title IV-B.

St. Charles County has been the fastest growing Missouri County, in terms of population, since the late 1960's. All County districts increased in population between 1972-1980, but three county school districts

(Ft. Zumwalt, Francis Howell, and Wentzville) experienced tremendous growth during that period.¹ These growing districts have struggled to provide adequate educational facilities for their communities. They have been faced with limited tax support, inflation, and decreasing Federal support of education in the last eight years. While all secondary schools in St. Charles County had libraries in 1976, many elementary schools, especially in the Ft. Zumwalt district, lacked libraries.

Students who attend schools without a school library or with an inferior library, do suffer in their educational development. Two studies examined the positive relationship between school libraries and achievement scores. Didier found that student achievement in reading, study skills, and the use of newspaper was much greater in schools with library personnel when compared with schools without librarians (Didier, 1982). Similar results were documented by Schlachter (1974) when he looked at the relationship between scores on the Iowa Test of Basic Skills and school libraries. Students in schools with libraries and the assistance of a librarian scored higher in the areas of information gathering

¹1972 figures available from the 1972 Standard Education Almanac p. 333 and 1980 figures from 1980-1981 Missouri Report of Public Schools p. 78.

skills and in the reading of charts and graphs than those who did not have this help. Data from Gaver's 1961 study of elementary libraries also "indicated that definite advantages occur in the school that has a school library manned by a professional library staff" (p.126).

While many schools in St. Charles County had libraries, only five of those schools had libraries which met Missouri State Department of Education Library Classification standards for AAA schools in the book category in 1976. Researchers have established a clear relationship between the number of volumes in the library and student achievement. Greeve (1974) in his dissertation found a positive relationship between the number of volumes in Iowa high schools and senior scores on the Iowa Test of Educational Development.

Corry (1977) found that English teachers who taught in high schools with exemplary library programs used the library more often and used a larger variety of media. Furthermore, Jones (1977) was able to demonstrate that as school libraries approached or exceeded state media standards, the demand for media resources increased. Similar findings were discovered by Metoyer (1976) when she investigated the infrequent use of the library on

the St. Regis Mohawk Indian Reservation and found that the main reason for the limited use was insufficient funding.

Taken as a whole, these studies provide overwhelming evidence that school libraries do make a difference in student achievement. Louise Bedford (Winter 1980) stated in testimony before the Joint Oversight Hearing on Federal Library Programs in Washington, D. C. why library programs were vital to schools. Her impassioned plea covered three main areas: (1) the library program is the only school program that can claim it touches the life of every school child, (2) the importance of new materials in the learning process, (3) libraries provide research materials which help students develop cultural interests and motivate reading. Bedford further informed the committee that national and state standards have been developed for school libraries and these libraries needed help in reaching and maintaining these standards.

Title IV-B was Congress's attempt to provide needed funding for school libraries, but the results of the 1980 Presidential election were a foreshadowing of changes which would affect the United States Department of Education. Several of President Reagan's campaign promises dealt with this agency and its funding

methods. With the announcement in the fall of 1981 that Federal school library funding would be consolidated with other educational program funding into block grants, it appeared to be a good time to assess the consequences this action has had on local libraries. If the benefits of the Title IV-B program can be demonstrated, perhaps local and state officials can be persuaded to demand the continuation of funding for school libraries.

While the monetary sums involved in Title IV-B programs were not huge, this author's experience has shown that they were used to provide excellent materials which, otherwise could not have been purchased. An investigation and review of Title IV-B's role in the public school library programs of St. Charles was thought to be beneficial to all librarians and administrators of the county.

Statement of the Problem

In recent years there has been a dramatic increase in research dealing with the school library (Stroud, 1982). Shirley Aaron (1982), editor of School Library Media Quarterly's research column felt three factors have contributed to the increase in school library research: (1) a need to justify media programs threatened by cutbacks, (2) Federal fellowships for

research, and (3) the increased number of doctoral degrees awarded by graduate schools of library science.

Aaron's article also listed many topics she felt needed to be addressed by school library researchers. One large area of concern to the American Association of School Librarians was the effect of state and Federal legislation on library media programs. This study provides some data and conclusions as to the benefits of Title IV-B in St. Charles County. Though Title IV-B was further consolidated into Chapter Two funding, school librarians must continue to be able to demonstrate the benefits of Federal funding to legislators and the public. This study can assist local and state librarians in documenting their results.

The purpose of this study was to examine the possible benefits Title IV-B funding had on St. Charles County school libraries. It seemed logical that the benefits of Title IV-B in St. Charles County would be similar to those found nationwide in the Rand Study and in state-wide studies done in Minnesota, Indiana, New Jersey and Utah. In the Rand study, McDonnell and McLaughlin examined all aspects of Title IV-B. Their overall conclusions were that the program was well run, flexible to the needs of local school districts, and cost effective (McDonnell, 1980).

In addition, several states (New Jersey, Minnesota, Indiana, and Utah) have conducted studies to assess the benefits received from their Title IV-B programs. The New Jersey study found that funds were used "to purchase needed materials in support of an on-going or new project or program" (Mojkowski, 1977, p. 6). The majority of the money spent in New Jersey was allocated to the purchase of library resources and instructional equipment. Local district evaluations in New Jersey were generally a "simple process requirements such as, to purchase appropriate library materials" (Mojkowski, 1977, p. 17). All members of New Jersey's evaluation team felt that Title IV-B was having an impact on schools in the state.

John Ellison's study dealt with the administration of Indiana's Title IV-B program by the Indiana Division of Instructional Media. He found that most local administrators were pleased with the help and cooperation they received in implementing their Title IV-B programs (Ellison, 1980). This study was concerned with local opinion regarding the help received from state officials and comments made as they conducted their on site inspections of Title IV-B projects.

The Utah State Office of Education found that Title IV-B funds "have increased academic achievement and improved students' and teachers' attitudes" (Evaluation, 1981, p. 16). It was found that formal committees of school personnel did not meet regularly to develop target groups or select materials. Only 30% of the districts in the Utah study had committees to help spend Title IV-B funds; however, all local educational figures (teachers, principals, and librarians) felt they affected the selection of materials. Materials purchased were primarily printed materials (33%), audio-visual (31%) equipment (35%), and testbooks (1%). Only 30% of Utah's districts followed state guidelines when selecting materials. In general, teacher requests or principal's knowledge of budget and curriculum needs were the primary basis of selection. The librarian's influence in selection was limited and generally sought after that of teachers and principals (Evaluation, 1982). Since librarians have additional and specific training in selecting appropriate instructional materials, it was regrettable to find that they were consulted so seldom.

Benefits from Title IV-B were numerous. The bill encouraged the consolidation of many programs and the establishment of target groups at the local level.

Moneys were to be channeled to correct a problem or need in the local school district. Local educational leaders were to work together to establish target groups, select materials, and evaluate programs. This combined effort often produced worthwhile educational projects and materials. This investigation examined the ways the various public schools implemented their Title IV-B programs and how this implementation affected their progress towards reaching Missouri State Library Classification Standards and improving the quality of their library programs.

Hypothesis

A majority of the schools (18 out of 25) in St. Charles County had libraries which met Missouri State Department of Education AAA standards regarding the size of their book collections. In 1976 only five of the County school libraries met Missouri State Standards in the size of the collection category. This study was needed to show that Title IV-B played an important part in this gain.

Title IV-B legislation was structured to encourage planning and cooperation in the programs funded. It was expected that Title IV-B encouraged local administrators, teachers, and librarians to work and plan to

incorporate library materials and services into the educational process.

The investigation of Title IV-B necessarily also included an examination of the methods local districts used in selecting target groups, acquisition procedures, and an evaluation of program accomplishments. It was expected that schools who used a committee approach to selecting target groups and materials would be more positive in their opinion of Title IV-B. Local library procedures used in the planning and implementation of Title IV-B needed to be compared and contrasted with those ^fin other states to determine if benefits occurred just locally or were nationwide in scope. McMillan's findings that these had a substantial impact on student learning and local educational flexibility as a result of Title IV-B should be mirrored in St. Charles County (McMillan, 1978). No documentation was found which conclusively linked Title IV-B with student achievement, but all state studies examined were unanimous in their recording of local opinion that this program was beneficial to student achievement. McMillan's 1977 survey showed that 67.4% of Minnesota's Title IV administrators felt that elimination of the program would have a major impact on student learning. The flexibility of the program was illustrated by the wide variety of subject matter areas which received Title IV-B funding in Minne-

sota. Every area of the curriculum was represented at all grade levels (McMillan, 1977).

With the consolidation of Title IV into Chapter II funding, an investigation was made to determine the relationship between school libraries receiving Title IV-B funds and Chapter II funding. It was expected that most St. Charles County school libraries would receive a large portion of Chapter II moneys. This assumption was based on conclusions found in the National Audio-Visual Association's NAVA Actionfacts June, 1982 study that 30% of Chapter II funds were allocated for the purchase of library and instructional materials, microcomputers, micro-computer courseware, A-V equipment, and other instructional equipment nationwide.

CHAPTER II

Literature ReviewBackground and History of Title II

Since Title IV was a consolidation of several existing Federal education programs, a brief discussion of Title II is required to fully understand the evolution of programs and policies which resulted in Title IV. One of the main cornerstones of President Johnson's Great Society was his financial support of educational programs. He signed the Elementary and Secondary Education Act (ESEA) in April, 1965. Included in this act was the first Federal support of school libraries (Grazier, 1975).

The distribution of Title II monies was based on a relative need formula developed by the individual states. While there was a wide range of programs, the need formulas were generally based on a "number of children enrolled, the economic status of children, the existing library resources, the exceptional requirements of children and teachers because of special instructional programs, cultural and linguistic needs of children and teachers, and available staff to organize collections and to provide services" (Sutherland, 1970, p. 193).

The Federal Government's aim was that Federal monies supplement state and local efforts, so a maintenance of support provision was included in the law. The Federal Government left the selection of materials up to the state and local officials but it was necessary for each state to insure that Title II funds were not substituted for state or local purposes. This provision guaranteed that support for school libraries remained in local budgets and that the level of support could not decline from year to year (Corry, 1982).

Federal guidelines regarding the types of material which could be purchased were clear and simple. The materials were to be appropriate for school children, durable, and non-religious. Materials were restricted to printed and published material with clear definitions of eligible items (Sutherland, 1970).

No other single legislative or administrative act has accomplished so much for school libraries as ESEA II. Not only did the law give public school administrators a reason to establish school libraries, it was also a reason to increase local support

for established libraries. In Ladd's 1974 survey of public schools, he found that 85% of all schools had libraries. In 1974 library service was available to 50% more children than it had been in 1964.

In Missouri the results were even more dramatic. Between 1964 and 1971 the number of elementary libraries increased 253%, junior high libraries 57%, and high school libraries 21%. While these numbers represent great accomplishments, few of Missouri's school libraries were at Missouri State Standards for their classification. In 1972 less than 36% of the AAA school libraries met Missouri State Department of Education standards (Missouri State Department of Education, 1972). While Title II helped get libraries started, it accomplished little in terms of developing large numbers of excellent library programs. More than 50% of the nation's schools still did not meet state standards (Grazier, 1974).

ESEA II administrators never set out to solve all the problems of school libraries; there simply was not enough money. But Jones' study (1977) on the impact of Title II listed several important results:

1. New quality materials made available to pupils
2. Generated state and local support for school districts
3. Increased library numbers
4. Improved materials in terms of relevance, quality, content and format
5. Added audiovisual materials
6. Increased pupil use of media
7. Increased number of people employed in libraries (p. 7).

Other government studies also found ESEA II to be a successful and worthwhile program. The Office of Education found that almost all eligible public and private schools participated. Title II was especially helpful to districts with enrollments of 25,000 students and less (Grazier, 1975). Even the Government Accounting Office found the program to be effective and well run.

Several doctoral studies illustrate the value of Title II at the state level. In California, Ward found that Title II was responsible for the enrichment of library programs and helped to promote the media center concept (Schlachter, 1974). White also was able to demonstrate positive results in Pennsylvania. In that state the number of libraries increased, more librarians were hired, and size of the collections increased to an average of eleven books per pupil (White, 1980). In Maine, an exemplary library was

established in a local public school. This project had results statewide according to Devitt. He discovered that over half the state librarians and superintendents who visited the project were influenced to upgrade or change their local library's service (Devitt, 1973).

Surveys done at local levels found that students, teachers, and administrators attributed many positive contributions as a result of Title II funding. Most students enjoyed going to the library and felt the library materials helped them with their school work. While principals and teachers could offer no hard data, most felt that the presence of quality material in the libraries would encourage learning by their students. Most administrators felt that Title II was responsible for the improvement in the quality of library materials available in their school districts (Grazier, 1975).

Regardless of the clearly demonstrated benefits arising from Title II, legislative funding was threatened several times. The allocation for FY 1969 was reduced nearly 50% partly because of the rising cost of the Vietnam War. In FY 1970 President Johnson had recommended an additional cut of 12% for

Title II funding, and President Nixon recommended zero funding for FY 1970. Nixon's action brought immediate response from library, education, and other interested organizations. This emergency coalition was able to get funding restored to the level recommended by President Johnson (Grazier, 1975).

The political climate began to change and Title II was revised and incorporated with other educational programs. The Nixon administration was interested in reducing the budget and giving state and local governments more control over spending. Opponents to consolidation felt this was just an excuse to reduce Federal education expenditures (McDonnell, 1980). In fact, the consolidation of Title II into Title IV resulted in a declining level of Federal funding for school libraries (ALA, 1976).

Nixon's first proposal was the elimination of all Federal library programs in 1974, but the House and Senate both rejected those cuts. A compromise resulted which consolidated ESEA Title II School Library Resources (school library resources, textbooks and instructional materials), NDEA Title II Educational Equipment (instructional equipment)

and materials for academic subjects and minor remodeling), and ESEA Title III Guidance, Testing and Counseling into a new educational bill Title IV. This new bill took effect with the 1976-1977 school year.

The Office of Education had its own reasons for consolidation. Their main objectives regarding Title IV-B were:

1. To move away from categorical programs.
2. To develop a broader approach to Federal educational aid.
3. To help increase state and local funds.
4. To reduce paperwork and simplify administration (Bender, 1975, p. 650).

While Title IV encouraged state and local educational agencies to allocate funds based upon priorities established at the state level, most states did not comply with the spirit of the law. The bill read that:

States are to distribute funds to local educational agencies on the basis of student population with substantial additional funds given to local agencies with a greater than average tax effort

for education and with large numbers of percentages of children that impose a higher than average cost of education per child (Federal Library Support Programs, 1974, p. 29).

Congress left the actual distribution formulas up to the states, but it expected large amounts of money would be available to the above-mentioned groups. Most state governments tended to ignore Congressional intentions (Federal Library Support Programs, 1974).

Rules and Regulations of Title IV

Title IV legislation was divided into three major parts. Part A was concerned with the administration of the law. Provisions were made for authorization of funds, allotments to the state, requirements concerning state plans, creation of State Advisory Councils and provisions for private schools. The United States Office of Education was responsible for the administration of the bill and providing information and assistance to the state agencies.

Part B was the consolidation of Title II ESEA, Title III NDEA, and Title III ESEA. Under Part B

grants were awarded to local educational agencies for the following purposes:

1. The acquisition of school library resources, textbooks, and other printed and published instructional materials.
2. The acquisition of instructional equipment and materials suitable for use in providing education in academic subjects; and minor remodeling of laboratory or other space used for such equipment and materials.
3. A program of testing students; programs of counseling and guidance services; program projects, and leadership activities designed to expand and strengthen counseling and guidance services (Planning Guide, 1976, p. 4).

Part C was a consolidation of programs which were innovative in their approach to educational problems.

In 1979 Part D was established. This provision removed Guidance, Counseling and Testing from Part B. The establishment of Part D created a separate financial allocation for guidance services.

The implementation of Title IV-B was three tiered. Federal, state and local education officials each had their own responsibilities and obligations. The Office of Education was charged by Congress to oversee the

program. They were responsible for reviewing state and local Title IV-B programs, announcing changes or amendments to the bill, holding conferences, and providing additional assistance.

Each state department of education was to establish their own State Advisory Council (SAC). The Council members had to represent public and private elementary and secondary educators, officials from higher education institutions, special educational personnel, and guidance and testing professionals. This SAC was charged with developing a state plan which had to be filed with the Office of Education. Their other duties included establishing criteria for the distribution of funds, approving local IV-B and IV-C applications, assisting in evaluation of state projects, and providing the Office of Education with an annual report (Bender, 1975).

The Federal Government allocated money to the states on a per capita basis (the number of children between the ages of 5 and 17). It was the responsibility of each SAC to formulate procedures for granting money to local districts. Congress and the Office of Education instructed districts to award money on the

basis of enrollment, high local tax effort, and numbers of high cost children. According to the Rand Corporation (1980), few states carried out these instructions to the letter of the law. Many state officials told the Rand Corporation they felt this emphasis on high tax effort and special needs students was improper. They felt that these districts were already receiving large amounts of aid under Title I funding. In addition, many SAC's believed that the bookkeeping required to carry out Congress's wishes would have been monumental (McDonnell, 1980).

Local officials distributed their monies in much the same manner as the Federal government and state agencies. Most schools parcelled out the money to local schools on a per pupil basis. Administrators viewed this as an acquisition program rather than a program designed to support specific educational objectives. Perhaps it was this view which was responsible for the money making decisions to be moved out of librarians' and into administrative hands (McDonnell, 1980). Although the Rand study indicated that the money-making decisions were moved from librarians' hands, most librarians still felt they played a large role in Title IV-B decision making (McDonnell, 1980).

Local school districts were encouraged to establish committees which planned and implemented Title IV-B programs. These committees were to consist of representatives from central administration, principals, teachers and librarians.

Since Title IV-B money was handled on a per capita basis, the amounts of money awarded to individual schools was small. These small allocations, the average Title IV-B allocation was \$3 a pupil, interfered with the success of the programs. Since little money, as compared with other Federal programs was available, many local administrations spent little time and effort developing Title IV-B projects. The average time spent preparing an application was three days (McDonnell, 1980).

Title IV-B money was to go towards solving a specific district or school problem. It was hoped that by targeting these funds, the money could have a long-range educational impact (Simora, 1981). Local needs could vary from objective needs such as meeting state library standards to subjective needs like improving the reading interests of eighth graders. Each local plan was to include planning procedures, needs assessment, objectives, activities, method of evaluation and budget proposal (Corry, 1982).

Evaluation methods were to be determined by each local agency. Elaborate evaluation techniques were difficult because the legislation provided no grant money which would be used for evaluation. The small size of the allocations made it difficult for districts to commit local monies for evaluation use. Evaluation could be structured (test results, rating scales, etc.) or narrative. The choice was left to local officials. In addition to project evaluations, a physical inventory was required every two years.

Congress did gradually increase the money authorized under Title IV-B from 1977-1980. \$147,333,000 was spent in 1977, and this figure grew to \$180,000,000 in 1980. 1982 saw a slight cutback in funds to \$171,000,000 (Simora, 1981).

In Missouri, over 50% of the money allocated in 1976, 1977 and 1978 went for instructional materials (Resources Branch, 1980). National figures show that over 75% of the funds were spent on school library resources and equipment in 1978 (Simora, 1980).

Missouri's Title IV-B regulations were fairly lenient when compared to other states. New York required a great deal more, especially in terms of

selecting target groups. Missouri's State Advisory Council was required to:

1. Review Title IV-B plans, programs, and administrative procedures.
2. Participate in local school visits for evaluation purposes.
3. Participate in national organizations and activities.
4. Collect Title IV-B data (Missouri Department of Education, 1979, p. 4).

All areas of the curriculum were eligible for funds except those "which were a part of the organized vocational program and received support from state or Federal vocational funds" (Missouri Department of Education, 1979, p 5).

Local Missouri districts were required to show maintenance of effort for the previous two years. Schools which could not maintain effort were still encouraged to apply for Title IV-B funding, since maintenance was based on statewide figures.

The Missouri State Advisory Council (SAC) placed a great deal of emphasis on the selection of materials. Materials purchased were to be of high quality, make important contributions to the program, and meet the needs of teachers and students. The state also strongly encouraged the use of professional selection tools.

The state manual included several pages with regards to evaluation and inventory. Suggested inventory procedures were clearly outlined in the manual. Missouri Title IV-B staff and members of the SAC attempted to make annual inspections of one-third of the participating school districts. Written reports were sent to each district after each visit (Missouri Department of Education, 1979).

Changes in Title IV-B Laws

During the six years of Title IV-B legislation, several modifications were made in the law. In 1978, librarians and guidance counselors were able to convince Congress to separate Testing, Counseling and Guidance from Part B and create a new part of Title IV (McDonnell, 1980). Part D was established strictly for guidance and testing programs. Two other minor changes were included in the 1978 admendment. The name was changed to Instructional Materials and School Library Resources, and the act no longer included funds for minor remodeling.

In 1979 the Office of Education issued new regulations designed to reduce paperwork and to allow for continuity in programming. Beginning with the 1980 school year, state educational agencies could

require an application only once every three years (Libraries and Learning Resources, 1979). Local schools were encouraged to develop long term programs by this change.

In April 1980 disturbing new Title IV-B regulations were issued by the new Department of Education. The new regulations allowed musical instruments and physical educational equipment to be purchased with Title IV-B money. Library organizations immediately began a lobbying campaign to veto these new regulations. In face of this criticism, Education Secretary Hufstedler announced that the Justice Department had ruled that the Department of Education could "overrule Congress's intentions as to how funds should be spent" (ALA, 1981, p. 265). After much discussion, Congressional leaders and Secretary Hufstedler compromised, band instruments were allowed to remain part of approved expenditures, but physical education equipment was eliminated from Title IV-B legislation.

Benefits of Title IV-B Legislation

In evaluating the national benefits of Title IV-B legislation, the 1978 National Center for Education

Statistics (NCES) study demonstrated how valuable Title IV-B was to school libraries. In 1978 over 85% of all public schools had libraries (School Library Journal, 1982). While this was a great accomplishment, many libraries still had large deficiencies. The 1978 NCES study found that over half the nation's libraries still had a strong need for audiovisual materials, and one third of the libraries had strong needs for books (O'Hara, 1982).

The total number of items in school libraries increased from 1974 to 1978, but less than one new book per pupil was added in 1978. In 1978 per pupil expenditures were up, but not in terms of the inflation rate between 1974 and 1978 (O'Hara, 1982).

A 1980 Gallop poll found that 92% of the public believed that a library was important for their children's education and 72% reported that their children used libraries often (Bedford, 1980). Even with this public and government support, NCES reported that three million students still attended schools with no libraries (O'Hara, 1982).

While statistically Title IV-B did not have the impact of Title II legislation, the program was able to help libraries keep pace. NCES's study found

over a third of the nation's libraries had expenditures of \$10,000 - \$20,000 annually. The average per pupil allocation in surveyed schools was \$34.12 (School Library Journal, 1982).

The Rand Corporation in its 1980 study of Title IV was very positive in its remarks. They found it to be a well-run program which should be "praised for its flexibility and ease of administration" (p. 218). The quality and management of the program varied greatly from school to school, but dedicated people were using small amounts of money to bring about large improvements in instruction (McDonnell, 1980).

Since Title IV depended on people for its success, the Rand Corporation felt the most critical need for improvement was in the area of communication. Some type of network was needed to enable Federal, state, and local educational units to work together to improve the program (McDonnell, 1980).

Local administrators interviewed by the Rand team felt IV-B funds were "critical in maintaining the quality of district library media centers" (McDonnell, 1980. p. 8). These administrators felt IV-B would have been an excellent model for all Federal programs because of its "flexibility and sensitivity to local control" (McDonnell, 1980, p. 24).

The Rand Corporation found that many of the well-run local programs had common traits. The best programs had central school administrators targeting the funds, had committed and innovative staff members, and received support from administrators in implementing projects (McDonnell, 1980).

John Ellison and Associates found comments similar to the Rand Corporation when they examined Indiana's administration of Title IV-B. Local school administrators commented "that this is the easiest Federal program to administer, and the funds have been enormously beneficial" (Ellison, 1981, p. 114). Ellison found that assistant superintendents were responsible for Title IV-B programs in 23% of Indiana's public schools, followed closely by librarians in 20% of the schools (Ellison, 1981).

The Indiana Department of Education funded a separate study to assess the impact of Title IV-B in Indiana and found:

1. Materials and equipment contributed heavily to pupil motivation and interest.
2. More than half the projects oriented toward curricular areas showed remarkable success.

3. ESEA IV-B was used frequently to try new approaches to education.
4. 93% of the schools were satisfied with materials purchased and 12% reported more use than expected.
5. 63% indicated that purchases were essential items and not frills (O'Hara, 1982, p. 224).

A similar study done in 1975 by the Minnesota Department of Education found that Minnesota officials felt Title IV-B moneys had a major impact on classroom learning and were beneficial to Minnesota schools. Over 67% of those responding to the Minnesota survey felt that termination of the funds would have a major impact on student learning (McMillan, 1981).

In her 1982 overview of Title IV-B, O'Hara discovered strong support for Title IV-B in the private sector. The United States Catholic conference felt it was the fairest of all programs providing services to private school children. The Department of Education also felt this was their best program servicing private children and private schools (O'Hara, 1982).

Problems did exist with Title IV-B programs, but they were mostly administrative in nature. In Missouri

applications for funding were due on January 1 and funds were to be spent by June 30. These dates created problems because often those people who wrote the applications were not employed at local districts when the projects began in September. This finding was also documented by the Rand study (McDonnell, 1980). Other negative comments collected by the Rand Corporation were concerned with the target group concept, allocations of small amounts of money to individual schools, and the tendency for some schools to use the money "just as a means to fill gaps in purchasing power" (McDonnell, 1980, p. 7).

All of these studies were highly complimentary of Title IV-B legislation. Title IV-B was working in a majority of the nation's schools. Revisions and modifications were outlined by the Rand Corporation study, however the program was further consolidated in 1981 by President Reagan's administration. As in the case of the creation of Title IV, the consolidation of over 28 funding bills into Chapter Two was not based on educational principles; again politics and economics were the major factors in creating new legislation.

CHAPTER III

Method of Research

In order to effectively gather information from St. Charles County librarians as to the effects of Title IV-B on their libraries, a survey was chosen as the method of research. After an extensive literature review, a 23 item questionnaire was developed.

The survey was designed to cover the selection of target groups, material selection, evaluation of projects, effects of Title IV-B, and how Chapter Two money was being spent. Two questions dealt with the school's background with respect to Title IV-B. Five questions were concerned with the development and selection of the target groups and the written proposals. These questions were designed to establish the procedures and time each school spent on the development of target groups. Did the schools surveyed attempt to follow the spirit of the law, which encouraged local committees of educators to plan together for successful educational programs?

Since the Rand study found that many State Advisory Councils (SAC) and local administrators did not feel that Title IV-B money should be used to

support students already receiving Federal help (ex. Title I Reading); question 5 was designed to discover what types of students received help in St. Charles County schools.

In order to examine and understand the methods used in selecting target groups, question 6 was included to find out which areas of the curriculum received Title IV-B funding. These results were compared with findings from McMillian's study of Title IV-B in Minnesota.

The selection of materials purchased was addressed in questions 8, 9, 10, and 11. If Title IV-B was an effective program, then the materials purchased should have been of lasting value. The opinions of librarians regarding selection were important in judging this aspect of the program. There should exist positive correlations between who chose the material, how the material was chosen, time spent on choosing material, and satisfaction with materials purchased.

The questions regarding evaluation covered both local and state methods of evaluation. Title IV-B regulations were designed to encourage evaluation of moneys spent. Local schools had to develop their own evalua-

tion procedures. Many state evaluations were often cursory and dealt primarily with accounting procedures (McDonnell, 1980). This study examined how Missouri evaluations were conducted.

Question number 12 dealt with the effect Title IV-B might have had on the libraries' progress towards reaching Missouri State Standards for AAA schools. The answers to this question were compared to the 1976 and 1982 Missouri Self-Evaluation of Learning Resource Centers. These documents were obtained from Carl Sitz, former Missouri Title IV Coordinator. The 1974 Self-Evaluation forms were desirable for purposes of this study but were destroyed in the reassignment of Title IV officials in July 1982. Local school districts were only required to keep their Self-Evaluation records for three years. Most schools in the county did not have copies of their 1974 reports.

The last three questions dealt with the Federal government's new educational funding legislation, Chapter Two. Questions on Chapter Two Funding were included to establish whether national trends regarding the allocation of Chapter Two funds to school libraries were evident in St. Charles County.

Each librarian was given three questions in which they could evaluate the Title IV-B program in their school. In addition, each survey contained space for comments.

The questionnaire was reviewed and revised with the help of a former teacher, principal, school librarian, and graduate advisor before being mailed. The survey, cover letter, and return stamped envelope (see appendix) were mailed to all 23 public school librarians in St. Charles County in November 1982. Follow up postcards were mailed to non-respondents in January 1983. A total of 21 responses were received, for a return rate of 91%. All but three of the responding schools in the study participated in Title IV-B.

Responses were carefully examined and percentages established for each response. In addition, survey results were compared with the Minnesota study, in particular those questions regarding impact of items purchased and the distribution and use of Part B funds. Results from Ellison's and New Jersey's studies on state administration of Title IV-B projects were compared with the local survey results concerning Missouri evaluations and evaluators. Questions dealing with target groups, selection of materials,

evaluation of programs, and librarians role in Title IV-B were compared with the results reported in state studies done in Indiana, New Jersey and Utah.

CHAPTER IV

Results of Questionnaire

The responses to the questions are tabulated and illustrated in Tables 1 through 19 and will appear as they are mentioned. Other questions will be discussed without the benefit of tables or charts. The titles of the tables refer directly to the questions. Both the actual number and percentages of the responses are recorded; in some cases the percentages will be higher than 100% because more than one response was marked.

In examining the results, 17 out of the 21 librarians took part in the Title IV-B program. The Fort Zumwalt secondary schools did not participate in Title IV-B funding.

Establishment of Target Groups

Librarians indicated that few (11.7%) of them had total responsibility for the establishment of target groups in their schools (Table 1). This would tend to support the findings of the Rand Corporation that the decision on how to use Title IV-B money was removed from librarians' hands. While librarians had

less say in the use of IV-B money, they did not seem to feel that central office personnel of county schools monopolized the distribution of IV-B money.

TABLE 1

ESTABLISHMENT OF TARGET GROUPS

	----RESPONSES----	
	<u>NUMBER</u>	<u>PERCENT</u>
Set at district office	4	23.5
Set by principal	5	29.4
Set by school faculty members	2	11.7
Set by school librarian	2	11.7
Set by a committee of school personnel	<u>7</u>	<u>41.1</u>
	20	118.0

Librarians reported that only 23.5% of the target groups were established by the central office.

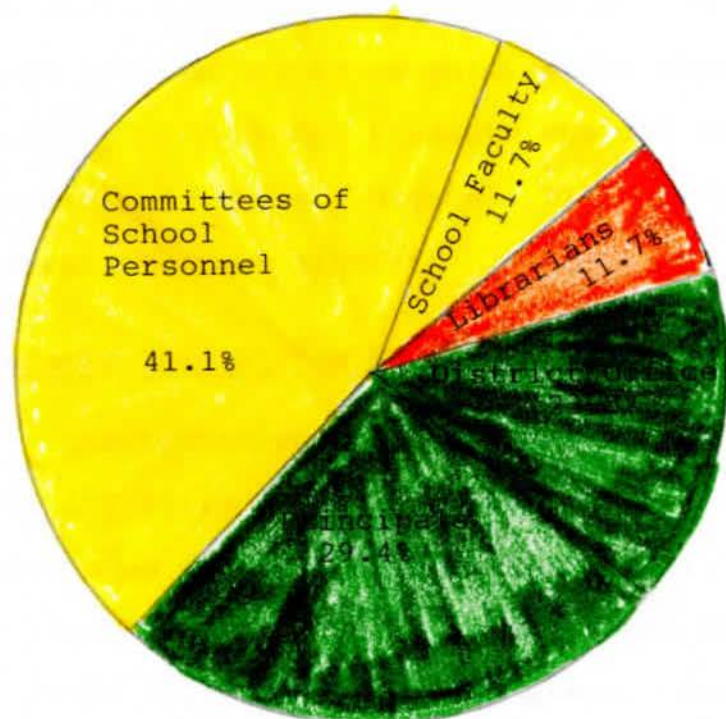
But when the results of question 3 are combined as shown in Chart I, a different picture emerges. When the tallies for district office personnel and principals are combined, these two groups controlled the selection of 49.9% of the target groups in St. Charles County. While principals could very well have different opinions from their district office administrators, these people are often perceived as acting as a group.


Almost 42% of the librarians reported that the selection of target groups was the combined effort of school personnel, while an additional 11.7% stated that school faculty members established target groups. As Table I illustrated, the decisions regarding the establishment of target groups in St. Charles County schools were almost equally divided between administrators and committees of school personnel. Librarians appear to have played a small role in this process.


Question 4 further illustrated that all librarians were not active in the selection of target groups. Less than half (8 out of 18) of the librarians were

consulted prior to the establishment of target groups
in their schools.

CHART 1
ESTABLISHMENT OF TARGET GROUPS



 Administration

 Committees of School Personnel

 Librarians

Students Targeted for IV-B Projects

Librarians replied that almost half of the students chosen for target groups were below average or special education students (Table 2). This supports the opinion of the Rand Corporation. McDonnell found that generally administrators were using these funds to help slower students who did not qualify for Title I, Title I Migrant, Title VII, or other Federal progress (1980).

Academic Disciplines Receiving Title IV-B Support

Questionnaire results would seem to indicate that all Title IV-B money has gone to support basic curriculum areas on St. Charles County (Table 3). No librarian reported any money spent for fine arts or other elective curriculum areas. Apparently the back-to-basics movement was strong in St. Charles schools and was being supported in part by Title IV-B programming.

Table 4 summarized the results McMillan and Morehouse found in their 1978 study of Title IV-B funding in Minnesota. A comparison of Minnesota and St. Charles County figures showed that St. Charles

TABLE 2

STUDENTS TARGETED FOR TITLE IV-B PROJECTS

<u>TYPES OF STUDENTS</u>	<u>NUMBER</u>	<u>PERCENT</u>
Gifted Students	4	22.2
Average Students	6	33.3
Below Average	5	27.7
Special Education	3	16.6
Top Readers	1	5.5
Slow Readers	1	5.5
All of the Above	<u>1</u>	<u>5.5</u>
	21	116.3

TABLE 3

ACADEMIC DISCIPLINES RECEIVING TITLE IV-B SUPPORT
IN ST. CHARLES COUNTY

<u>ACADEMIC AREA</u>	-----RESPONSES-----	
	<u>NUMBER</u>	<u>PERCENT</u>
Language Arts	8	44
Reading	3	16
Mathematics	7	38
Science	7	38
Social Studies	<u>4</u>	<u>22</u>
	29	158

TABLE 4

SUMMARY OF MCMILLIAN AND MOREHOUSE TABLE IV
ALLOCATION OF IV-B MONEY IN MINNESOTA FY 1977

<u>ACADEMIC AREAS</u>	<u>COST</u>	<u>PERCENT</u>
Language Arts	\$ 483,428	31.12
Mathematics	110,441	7.11
Music and Art	109,179	7.02
Natural Science	246,605	15.80
Social Studies	320,114	20.61
Home Economics and Industrial Education	93,793	6.03
Career Education	99,599	6.41
Other	<u>90,006</u>	<u>5.79</u>
	\$1,553,164	100.00%

tended to use the money to support the academic areas of the curriculum while in Minnesota the money was distributed throughout the curriculum. Minnesota schools allocated 75% of their Title IV-B money to Language Arts, Science, Mathematics and Social Studies. But over 25% of the money in Minnesota went to areas such as Career Development, Music and Art, Home Economics, Industrial Education and other curriculum electives. This was not the case in St. Charles County where apparently no money was allocated for elective or non-academic areas of the curriculum.

Writing the Proposal

It was expected that the results to questions 3 and 7 would be similar. One would assume that those who chose the target groups would then have proceeded with writing the formal proposal. In general this was true, but twice as many librarians were involved with writing proposals (23.5%) as were involved with the selection of target groups (Table 5).

The correlation between questions 3 and 7 was extremely high. Out of 15 replies, 12 had a perfect correlation between those selecting target groups and



TABLE 5

WRITING THE PROPOSAL

	-----RESPONSES-----	
	<u>NUMBER</u>	<u>PERCENT</u>
Central Office Personnel	6	35.2
School Principal	4	23.5
Teachers	5	29.4
Librarians	4	23.5
Committees of School Personnel	<u>5</u>	<u>29.4</u>
	24	133.1

those writing proposals. It appeared that those filling out the survey checked librarians as well as a committee of school personnel for question 7 but not for question 3.

Selection of Materials

St. Charles County administrators may have played a large role in implementing Title IV-B programs, but in most cases they left the selection of materials up to their teachers and librarians (Table 6). Only 4 out of 17 librarians remarked that their administrators were solely responsible for the selection of materials.

Since the selection of materials was entrusted to those who would be using them directly, it was hypothesized that the materials purchased were most valuable and relevant to local schools.

Since half the librarians indicated that their schools followed Federal guidelines by attempting to involve committees of educators, it appeared that there should have been a great deal of local satisfaction with the program. Not all states were able to achieve this degree of staff involvement in regards to their IV-B programs; in Utah only 30% of the districts used committees to help spend funds (Evaluation, 1982).

TABLE 6

SELECTION OF MATERIALS

	----- <u>RESPONSES</u> -----	
	<u>NUMBER</u>	<u>PERCENT</u>
Central Office Personnel	2	11.7
School Principal	2	11.7
Teachers	11	64.7
Librarians	10	58.8
Committee of School Personnel	<u>5</u>	<u>29.4</u>
	30	176.3

Method of Selecting Materials

Since answers to question 6 revealed that many librarians were involved with the selection of materials, it would be expected that a large majority of materials were chosen on the basis of personal examination or professional reviews. Surprisingly, less than half of the responses indicated that recommended professional review techniques were used in the selection of Title IV-B materials (Table 7). The Missouri Title IV-B Manual gave heavy emphasis to the use of professional review sources and strongly encouraged the preview of materials (Missouri Department, 1979).

It was most disturbing to discover that in ten cases company catalogs were used as the basis of selection.

Since the librarians themselves indicated they were on those selection committees, it must be assumed that they were unable or unwilling to instruct other school personnel in the basics of good selection policy as outlined in Missouri's Title IV-B Manual.

Table 8 shows the relationship between who selected Title IV-B material and how the selections

TABLE 7

METHOD OF SELECTING MATERIALS

	-----RESPONSES-----	
	<u>NUMBER</u>	<u>PERCENT</u>
Personal examination	7	41.1
Reviews in professional journals	5	29.4
Salesmen recommendations	1	5.8
Company catalogs	10	58.8
All of the above	1	5.8
Competitive bids	1	5.8
Other	<u>1</u>	<u>5.8</u>
	26	152.5

TABLE 8

WHO SELECTED TITLE IV-B MATERIAL VS. HOW SELECTED

-----WHO SELECTED MATERIALS-----	E. Committee of School Personnel	2	1	1	3	2
	D. Librarians	3	5	2	4	3
	C. Teachers	4	3	1	5	2
	B. Principal	1	2	1	2	0
	A. Central Office	2	1	1	2	0
	A.	B.	C.	D.	E.	
	Personal Examination	Professional Reviews	Salesmen	Company Catalogs	Other	
	----- <u>HOW MATERIAL WAS SELECTED</u> -----					

were made. While librarians did use professional review sources more than any other group, they were second only behind teachers in using catalogs as a basis for purchasing decisions. In every instance of comparison, catalogs and salesmen's recommendations were used more often than personal examination or review sources.

Time Spent Selecting Materials

The Rand study found that the "median time spent planning and preparing the IV-B application" was three days (McDonnell, 1980, p. 26). St. Charles County educators appeared to have spent a great deal more time in selecting materials (Table 9). Only one school reported spending less than 3 days. Almost 47% of the schools spent between 3-15 days choosing materials and an additional 47% spent over 15 days selecting materials.

These figures seem to prove that St. Charles officials did not agree with administrators interviewed by the Rand Corporation and that since Title IV-B allocations were small, it was not worthwhile to spend a great deal of time on the applications. Obviously since 47% of St. Charles schools spent over 15 days carefully selecting materials, they felt the purchases important. Similar feelings were expressed by educators in Utah's study. Individuals interviewed stated that "the amount of time

TABLE 9

TIME SPENT SELECTING MATERIALS

	-----RESPONSES-----	
	<u>NUMBER</u>	<u>PERCENT</u>
Less than 3 days	1	5.9
3 - 5 days	2	11.8
5 - 10 days	3	17.6
10 - 15 days	3	17.6
Over 15 days	<u>8</u>	<u>47.0</u>
	17	100.0%

required to operate Title IV-B is definitely justified by the additional resources Part B provides to schools" (Evaluation, 1982, p. 22).

Table 10 illustrates the relationship between who selected the material and the time spent selecting Title IV-B materials. From the graph it would appear that one explanation for St. Charles County schools taking longer to choose materials might be related to the use of teachers and committees in the selection process. A group of people would take longer to reach a consensus regarding materials than an individual.

What Types of Materials were Purchased?

The majority of items purchased by St. Charles County schools with Title IV-B funds were those items which could help a school library improve its classification on the Missouri Self-Evaluation of Learning Resources Centers. Librarians marked 26 out of 32 responses which were items that directly helped libraries improve their classification standings. The three most common responses checked were audiovisual software, library books, and audiovisual hardware. Only three responses marked items that could not be counted

TABLE 10

RELATIONSHIP BETWEEN WHO SELECTED MATERIAL AND TIME SPENT SELECTING MATERIAL

----- WHO CHOSE MATERIAL -----	E. Committee of School Personnel	0	0	1	0	4
	D. Librarians	1	1	1	2	5
	C. Teachers	1	1	2	3	5
	B. Principal	1	0	0	1	0
	A. Central Office	0	0	1	1	0
	A. Less than 3 days	B. 3 - 5 days	C. 5 - 10 days	D. 10 - 15 days	D. Over 15 days	
	-----TIME SPENT SELECTING MATERIALS-----					

as library material. These responses seemed to indicate that Title IV-B was used primarily as a program to purchase library resources in St. Charles County.

These findings in regard to types of materials purchased are constant with those found in other studies. The Rand Corporation collected data from school district Part B coordinators and found that 44% of allocations were used to purchase printed materials, 31% for audio visual materials, and 24% for instructional equipment (McDonnell, 1980). In Utah similar results were obtained from local educators; 33% of the funds were spent on printed materials, 35% on equipment, and 31% on audiovisual materials (Evaluation, 1982). New Jersey's statistics in regards to Title IV-B expenditures are difficult to compare exactly with other states due to categories used, but it appeared that at least 70% of their funds in FY 1977 went to purchase library resources, instructional materials, and instructional equipment (Mojkowski, 1977).

Evaluation of Items Purchased

Local librarians were unanimous in their praise when questioned about the value of the materials purchased. Materials were deemed essential to the

TABLE 11
TYPES OF MATERIALS PURCHASED WITH
IV-B FUNDS IN ST. CHARLES COUNTY

	-----RESPONSES-----	
	<u>NUMBER</u>	<u>PERCENT</u>
Textbooks	1	5.8
Library books	9	52.9
Magazines	0	0
Audiovisual Hardware	7	41.1
Audiovisual Software	10	58.8
Furniture	1	5.8
Computers	2	11.7
Supplemental Textbooks	1	5.8
Science Lab Supplies	<u>1</u>	<u>5.8</u>
	32	187.7

basic educational needs of the building by seven (41.1%) of the librarians. An additional ten (58.8%) of the librarians responding stated that expenditures were worthwhile educational purchases. None of the librarians questioned the value of purchases made with Title IV-B funds.

Once again national studies back up local opinions. In Utah, teachers claim that items purchased with Title IV-B funds are critical to their teaching success, and district staff believe that Title IV-B purchases are used enough to merit their purchase and are used for their intended purposes (Evaluation, 1982, p. 22).

When Indiana's Department of Public Instruction studied the impact of Title IV-B on local schools, one of their findings was that 93% of the schools were pleased with the materials purchased while over 12% found that selected materials were used more than they expected (O'Hara, 1982). McMillan asked Minnesota educators to evaluate the impact of Title IV-B purchases on students and teachers in regard to the "general educational flexibility of the district" (McMillan, 1978, p. 5). Over 75% of Minnesota respondents felt that the purchases had a major impact.

Effect of Title IV-B in Terms of Meeting Missouri State Classification Standards.

All the librarians (14) whose libraries did not meet Missouri State Classification Standards in 1976 felt that Title IV-B funds had helped their libraries in that endeavor (Table 12). Only five libraries (19.2%) met state standards in 1976, whereas in 1982 19 (52.7%) of the libraries met state standards.

Even though librarians surveyed stated that they felt Title IV-B helped their libraries reach state standards, other factors could have accounted for this fact. In the St. Charles City School District two libraries were closed between 1976 and 1982. Both Powell Terrace and McKinley school libraries were at state standards in 1976. It was assumed that collections at Powell Terrace and McKinley were transferred to other elementary district libraries. Table 13 shows that the total number of volumes in St. Charles elementary libraries only increased 2,403 volumes while enrollment declined 47%. In addition, funding for St. Charles elementary libraries appears to have increased by as much as 381%. It would appear that the transfer of books and the decline in student enrollment were responsible for St. Charles elementary libraries reaching state standards and not Title IV-B.

TABLE 12

EFFECT OF TITLE IV-B IN TERMS OF MEETING MISSOURI STATE CLASSIFICATION STANDARDS

DISTRICT/ SCHOOL	MET 1976 STANDARDS	MET 1982 STANDARDS	DID IV-B HELP IN MEETING STATE STANDARDS?
<u>Francis Howell</u>			
-High School	No	No	Yes
-Hollenbeck	No	No	Yes
-Barnwell	Not Open	No	4
-Henderson	Not Open	No	Yes
-Becky-David	No	Yes	1
-Central	No	Yes	Yes
-Daniel Boone	No Library	No	5
-Weldon Springs	No Library	No	5
-Castilo	No	No	Yes
-Fairmount	Not Open	No	Yes
<u>Orchard Farm</u>			
-High School	No	Yes	1
-Middle School	Yes	Yes	1
-Elementary	No	Yes	No Response
<u>St. Charles</u>			
-High School	No	Yes	No Response
-West High	No	Yes	Yes
-Hardin	No	No	Yes
-Jefferson	No	Yes	Yes
-Benton ²	No	Yes	Yes
-Blackhurst	No	Yes	Yes
-Coverdell	No	Yes	Yes

EFFECT OF TITLE IV-B IN TERMS OF MEETING MISSOURI STATE CLASSIFICATION STANDARDS

(continued)

DISTRICT/ SCHOOL	MET 1976 STANDARDS	MET 1982 STANDARDS	DID IV-B HELP IN MEETING STATE STANDARDS?
<u>St. Charles</u> (cont.)			
-Willie Harris	No	Yes	Yes
-Lincoln	No	Yes	Yes
-Monroe	No	Yes	Yes
-Null	No	Yes	Yes
-McKinley	Yes	Closed	N/A
-Powell Terrace	Yes	Closed	N/A
<u>Ft. Zumwalt</u>			
-High School	No	No	6
-Central Jr.	No	No	6
-South Jr.	No	No	6
-St. Peters	No Library	Yes	Yes
-Progress South	No Library	No	No Response
-Hawthorn	No Library	No	Yes
-Mt. Hope	No Library	Yes	Yes
-Forest Park	No Library	No	Yes
-Lewis & Clark	No Library	No	No response
-Mudd	No Library	No	Yes
<u>Wentzville</u>			
-High School	Yes	Yes	Yes
-Middle	No	Yes	6
-Elementary	Yes	Yes	No response

1 Librarian stated that school was at state standards in 1974
 2 All St. Charles Elementary schools are serviced by one professional librarian
 3 Most Ft. Zumwalt Elementary librarians serve two libraries
 4 Author's library -- not included in survey
 5 Daniel Boone, Castilo, and Weldon Spring served by same librarian; responses
 6 on survey referred to just Castilio library.
 7 School did not participate in Title IV-B
 Orchard Farm Elementary and Middle School served by same librarian in 1982-1983

TABLE 13

COMPARISON OF ST. CHARLES CITY ELEMENTARY LIBRARIES 1976-1982

School	76 Enrollment	76 Per Pupil Expenditure	Size of 1976 Book Collection	82 Enrollment	82 Per Pupil Expenditure	Size of 1982 Book Collection
High	1,636	\$ 7.98	13,109	1,053	\$17.76	12,963
West	446	33.63	1,000	1,159	19.54	10,976
Jefferson	1,117	3.60	5,442	765	11.00	9,878
Hardin	991	1.40	7,616	798	9.06	6,592
Benton	354	1.75	3,218	218	9.71	4,381
Powell Terrace	335	2.27	5,026	Closed	----	----
Monroe	868	2.50	8,974	433	10.04	9,870
Null	618	2.00	5,315	322	8.65	322
McKinley	211	1.90	3,513	Closed	----	----
Lincoln	317	1.50	3,675	235	9.22	5,733
Coverdell	707	3.40	5,432	422	8.94	8,567
Blackhurst	558	1.61	5,075	370	13.72	7,859
Harris	576	1.20	6,366	449	8.68	6,573
	9,634 TOTAL	\$ 4.58 AVERAGE	73,861 TOTAL	6,224 TOTAL	\$12.39 AVERAGE	89,406 TOTAL

TABLE 14

COMPARISON OF ORCHARD FARM LIBRARIES 1976-1982

School	76 Enrollment	76 Per Pupil Expenditure	Size of 1976 Book Collection	82 Enrollment	82 Per Pupil Expenditure	Size of 1982 Book Collection
High School	577	\$13.50	6,909	435	\$26.03	9,428
Middle School	390	14.10	5,448	305	26.01	6,499
Elementary	<u>715</u>	<u>10.60</u>	<u>6,235</u>	<u>624</u>	<u>14.40</u>	<u>8,786</u>
	1,682 TOTAL	\$12.73 AVERAGE	18,592 TOTAL	1,364 TOTAL	\$22.14 AVERAGE	24,713 TOTAL

TABLE 15

COMPARISON OF FRANCIS HOWELL LIBRARIES 1976-1982

School	76 Enrollment	76 Per Pupil Expenditure	Size of 1976 Book Collection	82 Enrollment	82 Per Pupil Expenditure	Size of 1982 Book Collection
High School	2,034	\$ 4.07	11,910	1,887	\$ 8.68	14,064
Hollenbeck	1,117	4.79	2,610	1,058	8.60	9,608
Barnwell	Not Open	----	-----	995	9.24	4,000
Henderson	Not Open	----	-----	323	15.20	500
Becky-David	1,522	3.62	9,488	1,103	9.25	14,217
Central	1,547	4.44	7,540	1,020	8.50	13,214
Daniel Boone	No Library	----	-----	260	8.33	2,346
Weldon Springs	No Library	----	-----	169	8.09	2,550
Castilo	Not Open	----	-----	482	9.08	2,020
Fairmount	<u>Not Open</u>	<u>----</u>	<u>-----</u>	<u>1,710</u>	<u>14.95</u>	<u>4,079</u>
	6,220 TOTAL	\$ 4.23 AVERAGE	31,548 TOTAL	9,007 TOTAL	\$ 9.99 AVERAGE	66,598 TOTAL

TABLE 16

COMPARISON OF FT. ZUMWALT LIBRARIES 1976-1982

School	76 Enrollment	76 Per Pupil Expenditure	Size of 1976 Book Collection	82 Enrollment	82 Per Pupil Expenditure	Size of 1982 Book Collection
Senior High	1,588	\$ 4.28	12,844	1,674	\$11.93	9,440
Central	1,355	7.38	8,701	1,003	11.22	8,966
South	280	-0-	700	652	12.15	7,044
Mudd	Not Open	----	-----	544	23.99	6,819
St. Peters				558	23.88	5,400
Progress South				708	22.00	5,075
Hawthorn				404	23.58	1,813
Mt. Hope				251	25.10	3,230
Forest Park				477	21.38	4,789
Lewis & Clark				516	18.94	5,002
	3,223 TOTAL (Does not include elementary schools)	\$ 5.83 AVERAGE	22,245 TOTAL	6,787 TOTAL	\$19.41 AVERAGE	57,578 TOTAL

TABLE 17

COMPARISON OF WENTZVILLE LIBRARIES 1976-1982

School	76 Enrollment	76 Per Pupil Expenditure	Size of 1976 Book Collection	82 Enrollment	82 Per Pupil Expenditure	Size of 1982 Book Collection
Senior High	1,119	\$ 7.00	12,208	1,044	\$ 5.83	10,557
Middle	526	33.00	1,187	720	7.46	8,870
Elementary	<u>1,460</u>	<u>7.00</u>	<u>15,141</u>	<u>1,183</u>	<u>6.01</u>	<u>13,688</u>
	3,105 TOTAL	\$15.55 AVERAGE	28,536 TOTAL	2,947 TOTAL	6.43 AVERAGE	33,115 TOTAL

In the Orchard Farm school district the period from 1976-1982 saw all three libraries achieve AAA ratings in terms of their book collections. In comparing 1976 and 1982 library statistics (Table 14), local librarians' views as to the value of Title IV-B would seem to be supported. Per pupil expenditures also increased 43% in this time period. Orchard Farm's total volumes in all three libraries increased by 25% in spite of an 11% decline in student enrollment.

The Francis Howell District (Table 15) has not been as successful in developing libraries which meet Missouri AAA standards. The primary reason appears to be an increase in enrollment of 30% over the last six years. The district has made an attempt to keep up with the effects of inflation by increasing average per pupil expenditures by 135% between 1976 and 1982. It seemed that Title IV-B funds helped increase the size of the book collections in the Francis Howell district.

The district where Title IV-B appeared to have had the greatest benefit was the Ft. Zumwalt district (Table 16). Since 1976 libraries have been established in each of Ft. Zumwalt's elementary schools. Title IV-B money has been used extensively to help establish

libraries in Zumwalt's elementary schools. The seven elementary libraries have a total book collection of 32,000 volumes. Ft. Zumwalt also has the second highest per pupil expenditure for school libraries in St. Charles County.

Figures in the Wentzville school district were difficult to analyze (Table 17). The high school librarian states that Title IV-B was helpful in keeping that facility at state standards. But the Middle School library, which showed the greatest growth in terms of volumes of books, did not participate in Title IV-B. In both years studied, the Middle School library received a larger per pupil allocation than either of the other libraries. One assumption made was that the Title IV-B money went to support the High School program and local funds were used to support the Middle School library.

Missouri Self-Evaluation of Learning Resource Centers (Audiovisual Software)

The schools studied reported that 58.8% of their IV-B funds went to purchase software. An examination was made of the size of each school's filmstrip, slide, and transparency collection. These results are shown

on Table 18 and are very inconclusive. In Francis Howell and Ft. Zumwalt the size of the audiovisual collections increased dramatically, but this was primarily the result of new libraries. The growth rate of existing collections was minimal; and in several instances, the numbers declined.

The software collections in the St. Charles City and Orchard Farm districts declined dramatically. It is impossible to determine the reasons for this decline from the Self-Evaluation forms. In Orchard Farm, two of the schools had different librarians than in 1976; perhaps different methods of accounting were used.

The decline in audiovisual software was only 8% in the Wentzville district, but again the documents do not readily explain this decline.

Audiovisual Hardware Collections

It was difficult to interpret the growth of audiovisual hardware since these figures were not required by the State in 1976. It was decided to examine the numbers of equipment and whether those numbers satisfied the 1980 state standards (Table 19). When completing their 1982 Self-Evaluation Reports, districts were allowed to use either the old 1969

TABLE 18

MISSOURI SELF-EVALUATION OF LEARNING RESOURCES CENTERS-AUDIOVISUAL SOFTWARE

DISTRICT	SCHOOL	NUMBER OF FILMSTRIPS, SLIDES & TRANSPARANCIES IN 1976	NUMBER OF FILMSTRIPS, SLIDES & TRANSPARANCIES IN 1982
Francis Howell	High School	1,241	1,545
	Hollenbeck	1,110	1,524
	Barnwell	Not Open	693
	Henderson	Not Open	1
	Becky-David	1,663	1,808
	Central	1,004	732
	Daniel Boone	No Library	218
	Weldon Spring	No Library	194
	Castilo	Not Open	188
	Fairmount	Not Open	672
		<u>5,018</u> TOTAL	<u>7,575</u> TOTAL
Orchard Farm	High School	1,006	1,285
	Middle	1,337	720
	Elementary	<u>2,963</u>	<u>941</u>
	<u>5,306</u>	<u>2,946</u>	
St. Charles	High School	2,375	1,051
	West High	325	742
	Hardin	-----	667
	Jefferson	-----	68
	Benton	346	630
	Blackhurst	988	1,228

TABLE 18
(continued)

DISTRICT	SCHOOL	NUMBER OF FILMSTRIPS, SLIDES & TRANSPARANCIES IN 1976	NUMBER OF FILMSTRIPS, SLIDES & TRANSPARANCIES IN 1982
St. Charles -cont.	Coverdell	1,236	346
	Willie Harris	14	845
	Lincoln	761	463
	Monroe	543	421
	Null	383	207
	Powell Terrace	564	Closed
	McKinley	308	Closed
	Central Office	2,200	Not Given
		<u>10,043</u> TOTAL	<u>6,668</u> TOTAL
Ft. Zumwalt	High School	3,385	3,580
	South	760	1,322
	Central	3,641	2,218
	Mudd		346
	St. Peters		572
	Progress South		647
	Hawthorn		316
	Mt. Hope		553
	Forest Park		506
	Lewis & Clark		645
	<u>7,786</u> TOTAL	<u>10,705</u> TOTAL	
Wentzville	High School	3,569	2,205
	Middle	76	670
	Elementary	2,504	2,793
	<u>6,149</u>	<u>5,558</u>	

TABLE 19
MISSOURI SELF-EVALUATION OF LEARNING RESOURCES CENTERS-AUDIOVISUAL SOFTWARE

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		<u>5,306</u>	<u>2,946</u>
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	West High	325	742
	Hardin	-----	667
	Jefferson	-----	68
	Benton	346	630
	Blackhurst	988	1,228
	Cloverdell	1,236	346
	Willie Harris	14	845

TABLE 19
(CONTINUED)

DISTRICT	SCHOOL	NUMBER OF FILMSTRIPS, SLIDES & TRANSPARENCIES IN 1976	NUMBER OF FILMSTRIPS, SLIDES & TRANSPARENCIES IN 1982
St. Charles -continued	Lincoln	761	463
	Monroe	543	421
	Null	383	207
	Powell Terrace	564	Closed
	McKinley	308	Closed
	Central Office	2,200	Not given
		<u>10,043</u> TOTAL	<u>6,668</u> TOTAL
Ft. Zumwalt	High School	3,385	3,580
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	Central	3,641	2,218
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	Hawthorn		316
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Wentzville	High School	3,569	2,205
	Middle	76	670
	Elementary	2,504	2,793
	<u>6,149</u> TOTAL	<u>5,668</u> TOTAL	

standards or the new 1980 standards. Wentzville and Ft. Zumwalt chose to use the 1969 standards which did not include audiovisual hardware. Table 17 does include the numbers of equipment reported by each school.

Out of the 24 schools surveyed which used the 1980 standards, 18 (75%) of those schools were at or above state standards for audiovisual hardware. This high percentage of compliance was probably a result of Title IV-B funding and was supported by the responses of librarians to question 13 on the survey.

Effect of Elimination of IV-B on School/Library

The elimination of Title IV-B funding has definitely affected the progress of local schools in meeting Missouri Library Classification standards (Table 20). Since 48% of St. Charles County schools need additional volumes to reach state standards, the elimination of IV-B funding has forced 82% of the librarians to curtail the number of new purchases made.

The Minnesota study asked administrators to describe the impact the termination of IV-B funds would have in their schools; 67.4% felt the impact was major, 27.6% felt the impact was moderate, and

TABLE 20

EFFECT OF ELIMINATION OF IV-B ON SCHOOL OR LIBRARY

	----RESPONSES----	
	<u>NUMBER</u>	<u>PERCENT</u>
Decreased number of new materials purchased	14	82
Eliminated support of some programs in your school	2	11.7
Forced elimination of essential services	0	0
Had had no effect	<u>2</u>	<u>11.7</u>
	18	105.4%

only 1.8% felt that the impact was minimal (McMillan, 1977). Once again there appeared to be a consensus. While the elimination of Title IV-B did not close libraries, many were severely handicapped.

Evaluation of Title IV-B Funding

Federal regulations required that local districts develop a method to evaluate their programs. Little guidance was given in this area, and money could not be spent on evaluation. St. Charles librarians used circulation figures, teacher and student surveys and standardized test scores (Table 21). These evaluation methods had several traits in common; all were readily available and easy to interpret.

Reducing Paper Work

One goal of Title IV-B as stated by the Office of Education was to reduce paperwork and simplify administration as compared with Title II. Many of the librarians apparently found this a difficult question to answer as 35% did not respond to this item. Several of those who did not respond stated they had no experience with Title II.

Those who responded to the item indicated that there was little (29.4%) or no improvement (11.7) over Title II. Paperwork was reduced according to

TABLE 21

EVALUATION OF TITLE IV-B FUNDING

	----RESPONSES----	
	<u>NUMBER</u>	<u>PERCENT</u>
Student and Teacher Surveys	6	35.2
Circulation	7	41.1
Standardized Test Scores	5	29.4
Librarians Analysis of Use	1	5.8
State Evaluation	<u>2</u>	<u>11.7</u>
	21	123.2%

only 4 (23.5%) of the librarians.

Missouri State Evaluations and Inspections of
Title IV-B

State evaluations were designed to assist local districts in evaluating and inventorying their Title IV-B projects. Less than half (41%) of the schools received an on-site inspection. In 1979 when Missouri cut back on travel allowances for state officials, the Department of Education announced that some inspections might be done over the telephone. If this was the case, fewer than 3 (17.6%) of the librarians were contacted by telephone.

All the librarians who participated in an on-site inspection rated it average or better in terms of thoroughness. Most of the librarians (4 out of 6) felt that the observations and suggestions made by state evaluators were positive.

CHAPTER V

Conclusions and Recommendations

The results of this study would seem to indicate that Title IV-B was beneficial for the school libraries of St. Charles County. The number of libraries which met Missouri AAA standards in 1982 increased almost four-fold over 1976. Just this fact alone demonstrated the importance of Title IV-B money.

While it was impossible to prove that Title IV-B was the only reason 15 county libraries achieved AAA rating in regards to the size of their book collection, Title IV-B moneys were surely a contributing factor. The influence of Title IV-B was observed most easily in the Francis Howell and Ft. Zumwalt school districts. These districts experienced large increases in their student population during the period studied (1976-1982). The size of their book and audiovisual software collections doubled during this time period. Since the librarians indicated that a majority of Title IV-B money was used to purchase these items, the growth in these categories were aided by Title IV expenditures. While the

figures are not as dramatic in the three other county districts, growth in these categories did occur and school librarians attributed part of that growth to Title IV-B.

Other factors which could have contributed to the growth of county school libraries were shifts in student populations, funding changes, and the implementation of new standards for Missouri school libraries in 1980. Comparisons of enrollment figures from 1976 and 1982 were included in the study and were influential in one district achieving state standards. The St. Charles City school libraries probably achieved AAA standards because of declining enrollment and the closing of two elementary schools.

The average per pupil library expenditure was analyzed for each district. The growth of financial support was significant in only two districts, St. Charles City and Ft. Zumwalt. St. Charles and Ft. Zumwalt both increased their per pupil expenditures by almost 300% between 1976 and 1982. Orchard Farm and Francis Howell increased their expenditures at a rate close to 100%. The Wentzville district was the only district in the county that decreased its financial support from 1976 figures.

This study did not make an attempt to determine the influence the 1980 standards had on schools achieving state standards. Personal observation would indicate that the new standards had little, if any, effect on a library's attainment of state standards, especially in regards to the size of the book collection.

All the librarians in the study felt that IV-B had been beneficial in assisting their libraries in reaching Missouri state standards. Local librarians were not just concerned with the assistance IV-B provided in terms of numbers, but all felt that materials purchased were of high quality and valuable to the educational process. The fact that no librarian questioned the value of IV-B purchases was undoubtedly attributed to several factors. First of all, local school districts generally used committees of school personnel to select material and spent more time selecting materials than other groups. These careful deliberations produced obvious results; most librarians felt the purchases worthwhile.

It was distressing to discover that although librarians were often on selection committees (58.8% served on selection committees), professional review techniques were seldom used. Catalogs and salesmen's

recommendations were the most common selection tools used to select Title IV-B materials. While these selection procedures were not recommended by the Missouri State Advisory Council (SAC), they did not appear to interfere with the success of St. Charles County Title IV-B programs.

One goal of the Title IV-B program was to encourage the development of local solutions to educational problems. Groups of local educators were encouraged to work together to incorporate library materials into the educational process. Even though over 50% of the target groups were selected by district administrators, over 65% of the proposals were written by building level educators or committees of school personnel. Thus educators did work together to develop Title IV-B proposals in St. Charles County.

Research on the impact Title IV-B programs had on student learning was difficult to obtain. Most national studies dealt with the issues by asking local officials their opinions. This study found that local libraries were forced to curtail purchases, but that no essential services were cut because of the elimination of IV-B funding. Still the fact that purchases

were reduced in a county where 48% of the libraries still need additional books, is a matter of concern. Those libraries which had not yet achieved state standards were for the most part new libraries and were years away from that goal.

It was extremely disappointing to discover that so few of the libraries in St. Charles County were receiving Chapter II money. In an area where 48% of the libraries still need to acquire additional volumes, audiovisual software, and audiovisual hardware, only 23% of the libraries are receiving Chapter II funds.

Since the decision as to where to allocate Chapter II funds was made in most school district central offices, either administrators are not aware of the libraries' needs or feel that other programs were more deserving of the funds. Nationwide, microcomputers were receiving high priority in regards to Chapter II funding. Perhaps this is the case with St. Charles County schools and local librarians are uninformed (Pattie, 1983).

With the increased consolidation of Federal educational funding, librarians must begin to make their administrators aware of their needs. Administrators

must be reminded that dozens of studies have demonstrated the value of the school library. The students of Emmett Cory, Elaine Didier, Mary Gaver, Clyde Greve, Cheryl Metoyer, and Brenda H. White were cited in this paper, but they are only a few; many others are available.

Local libraries need to invite their administrators in and show them exactly what their needs are and how they can be achieved. The NAVA survey (1982) on Chapter II funding disclosed that of the 100 state, district, and local people surveyed, only two reported that librarians were not involved in Chapter II decisions. It would seem that local librarians need to educate themselves regarding Chapter II and then become involved in Chapter II planning and spending decisions.

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11973 Wilwood
Maryland Heights, MO 63043

November 29, 1982

The enclosed survey is part of my Master's project at Lindenwood College. I would appreciate your help in compiling information regarding Title IV-B and Chapter Two funds.

I am currently working as a librarian at Barnwell Junior High in St. Charles County. I am aware of the value of your time and hope you will take fifteen to twenty minutes to complete the enclosed survey. Please use the stamped reply envelope provided.

My paper will be completed in the summer of 1983. If you are interested in receiving a summary of my findings, please indicate this on your survey form.

Thank you for your time.

Sincerely,

Lucinda Menkhus

LM:khm
Enclosures

NAME _____

SCHOOL _____

1. Has your library or school participated in the Title IV-B program?
 - A. Yes (move to question 3)
 - B. No

2. If your school did not participate, which of the following is the main reason?
 - A. School district did not participate
 - B. Too much paperwork
 - C. Difficulty with writing a proposal
 - D. Library was not eligible
 - E. Other, please specify _____

(IF YOUR SCHOOL DID NOT PARTICIPATE, BYPASS QUESTIONS 3 THROUGH 20)

3. How have your building target groups been established?
 - A. Set at district office
 - B. Set by principal
 - C. Set by school faculty members
 - D. Set by the school librarian
 - E. Set by a committee of school personnel

4. Were you consulted with regards to the selection of target groups?
 - A. Yes
 - B. No

5. In your building, target groups have tended to be
 - A. Gifted students
 - B. Average students
 - C. Below average students
 - D. Special education students
 - E. Other, please specify _____

6. What academic discipline has received the majority of Title IV-B support?
- A. Language Arts
 - B. Reading
 - C. Mathematics
 - D. Science
 - E. Social Studies
 - F. Fine Arts
 - G. Other, please specify _____
-
7. Once a target group was established for your building, who was involved with writing the proposal?
- A. Central office personnel
 - B. School Principal
 - C. Teachers
 - D. Librarians
 - E. A committee of school personnel
8. Who was involved in selecting the materials for purchase in your Title IV-B program?
- A. Central office personnel
 - B. School principal
 - C. Teachers
 - D. Librarians
 - E. A committee of school personnel
9. What was the primary method of selecting Title IV-B materials in your school?
- A. Personal examination
 - B. Reviews in professional journals
 - C. Salesmen recommendations
 - D. Company catalogs
 - E. Other, please specify _____
-
10. How much time did you and/or those involved spend in selecting materials for your Title IV-B grant?
- A. Less than 3 days
 - B. 3 to 5 days
 - C. 5 to 10 days
 - D. 10 to 15 days
 - F. Over 15 days

11. The majority of your Title IV-B funds went to purchase what type of material?
- A. Textbooks
 - B. Library books
 - C. Magazines
 - D. Audiovisual hardware
 - E. Audiovisual software
 - F. Furniture
 - G. Other, please specify _____
-
12. Items purchased under the Title IV-B program in your school were (in your opinion)
- A. Essential to basic education needs in your building
 - B. Worthwhile educational purchases
 - C. Of marginal educational benefit
 - D. Of no educational benefit
13. Has Title IV-B helped your library reach Missouri State Standards for AAA schools?
- A. Yes
 - B. No
 - C. Already at State Standards in 1974
14. How has the elimination of Title IV-B affected your school and/or your library?
- A. Decreased number of new materials purchased
 - B. Eliminated support of some programs in your school
 - C. Forced elimination of essential services
 - D. Has had no effect
15. What methods of evaluation have been used in your building to determine the benefits of Title IV-B funding?
- A. Student and teacher surveys
 - B. Circulation figures
 - C. Standardized test scores
 - D. Other, please specify _____
-

16. One goal of Title IV-B legislation was "to reduce paperwork and simplify administration" as compared with Title II. What is your opinion as to the success of this goal?
- A. Goal was achieved
 - B. Moderate success
 - C. No success
17. Have you had an on-site inspection of your Title IV-B program?
- A. Yes
 - B. No (Move to Q. 20)
18. If you have had an inspection, how would you rate it in terms of thoroughness?
- A. Very complete
 - B. Complete
 - C. Average
 - D. Below average
 - E. Poor
19. Were the comments and suggestions made by state inspectors . . .
- A. Helpful
 - B. Constructive criticism
 - C. Not useful
 - D. Vague
20. Did Missouri State Department of Education officials ever contact you by phone to discuss your Title IV-B project?
- A. Yes
 - B. No
21. Has your district chosen to spend any Chapter Two funds on library materials?
- A. Yes
 - B. No (Skip to Questions 22 and 23)
22. If your library is receiving Chapter Two funds, how does the amount compare with money you receive under Title IV-B?
- A. The same amount of money
 - B. Greater amounts of money
 - C. Smaller amounts of money

23. Who decided how Chapter Two funds were to be spent in your district?

- A. Superintendent
- B. Assistant Superintendent
- C. Librarians
- D. Principals
- E. Teachers
- F. Others, please specify _____

* * * * *

COMMENTS: _____

THANK YOU FOR YOUR IDEAS, OPINIONS, AND TIME.

Return to: Mrs. Lucinda Menkhus
11073 Wilwood
Maryland Hts., MO 63043