



State of Tennessee  
Department of State  
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**SECRETARY OF STATE  
DIVISION OF LIBRARY & ARCHIVES  
LONG RANGE DEVELOPMENT RECORDS  
1988-1993**

**RECORD GROUP 128**

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## **SCOPE AND CONTENT NOTE**

Record Group 128, Tennessee Long Range Program for Library Services and Development, 1988-1993, consists of the final program, raw drafts and responses to the nine goals and objectives of the program. The State Library and Archives is required by federal law through the Library Services and Construction Act (LSCA) to develop and maintain a comprehensive five-year plan which will identify Tennessee's library needs and meet the goals and objectives specified in the plan. This Record Group is divided into series based on the responses to the nine goals that serve as guidelines for the direction of library activities in Tennessee for the next five years.

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## PREFACE

### Purpose of the Program

It is fundamental that any published program which proposes a long-range plan for Tennessee libraries represent the thinking of the library community across the state. This is particularly true with respect to the identification of specific goals and in the assignment of priorities for implementation of goals most likely to enrich the state's library systems over the life of the program.

Although this program is a child of the Library Services and Construction Act (Public Law 98-480) and must be responsive to that act, the program can—and should—provide a much wider vision of how Tennessee libraries will serve the people of the state in years to come. That being the case, this Long-Range Program goes beyond a required emphasis on public libraries and services to the disadvantaged. Rather, the total concept will embrace the needs of academic libraries, school libraries, institutional libraries, special libraries, indeed ALL libraries, because the concept must recognize that ALL libraries will contribute to a sense of “partnership” in library matters across Tennessee.

The purpose of this document, then, is to send a clear signal regarding library services offered to the people of Tennessee and to formulate objectives indented to expand those services over the next five years. **It is not the intention of the State Library to impose unacceptable actions or roles on individual libraries.** It seems more fitting that individual libraries embrace these guidelines in the development of meaningful cooperative programs and activities. The strategies set forth are but templates for establishing concepts of partnership in the total library community and thus provide quality services to a diverse and expanding population.

“When libraries work together to promote the value of information services at all levels and for all client groups, and when materials and information are shared between libraries, the quality of service to citizens will increase.”

C. Ray Ewick  
Indiana State Librarian

The Tennessee State Library and Archives touches the various types of libraries in a number of ways. Coordination of programs with and among school libraries, public, academic, special, institutional libraries and libraries serving the handicapped is accomplished through: (1) representation on the Tennessee Advisory Council on Libraries (TACL); (2) meetings with system directors, representative groups and professional associations; and (3) through dissemination of information regarding federal grant programs for libraries.

## **FEDERAL LEGISLATION**

Since 1956, first the Library Services Act (LSA) and then the Library Services and Construction Act (LSCA) have provided federal financial assistance to the states for extension and improvement of public library services to populations with inadequate services or to which such services are inadequate. The act also supports interlibrary cooperation, the needs of special groups of users and, when funds are appropriated, public library construction. These Congressional priorities are based on a national assessment of library needs.

Legislation (Public Law 98-480) requires that Tennessee provide assurance which will guarantee establishment of policies, priorities, criteria and procedures necessary for implementation of all programs under provision of the Act and to submit evidence for approval. **(The Basic Plan).**

At the same time, the state required to develop and maintain a comprehensive five-year plan **(Long Range Plan)** which will identify Tennessee's library needs and meet the goals and objectives specified in the plan. This Long-Range Program will be supported by an **Annual Program** which will describe specific activities to be carried out each year. Nevertheless, this program has much broader scope than that required by the LSCA. In the end, however, it is designed to respond to the requirements of that act, and more.

## **MISSION STATEMENT**

The State of Tennessee is determined to provide a library system which will afford equal opportunity to all individuals – as well as all groups – for access to quality resources which will satisfy educational, occupational/vocational, cultural and leisure time needs and interests, regardless of location, level of intellectual achievement or social/physical condition.

“The challenge before us is of such magnitude... that school and family will be a match for it only when they forge a grand alliance with a third institution – the library – ... a librarian not only holds the keys to the knowledge that is the prelude to tomorrow but also is equipped to show every citizen how to access the future and live with confidence in the learning society.”

U. S. Department of Education, 1984

Mission accomplished will be realized with the participation of all libraries through continued planning and analysis. This will require application of techniques structured to measure library effectiveness, as well as materials and information, quality personnel and service, interlibrary cooperation, and resource sharing.

Funding and promotion of libraries will be shared at the local, regional, state and national levels.

## **NEEDS ASSESSMENT**

The most fundamental characteristic of this Long-Range Program is flexibility. It is a dynamic tool, subject to annual revision at which time the entire five-year program is advanced by one year. Each year there will be a “new” five year planning document tuned to changing needs of the population which the library serves. Some of those needs will already have been accommodated, others will have changed and some will be new. So, to a large measure, the foundation on which a considerable portion of the program is structured will depend on an accurate assessment of needs. The Long-Range Program, then, must be viewed and judged in light of how well it responds to those needs.

At best, needs assessments are essentially reasonable estimates which, when serviced over time, tend to become very accurate. The estimates are generated by the collection, analysis and evaluation of data, mostly demographic, pertaining to populations to be served. Most often, the data is readily available from census reports as well as state and municipal “provide agencies” which have identified their own special populations in a number of categories: those who may be geographically isolated, those within specific economic levels, those who are physically or mentally handicapped, incarcerated elderly, juvenile, illiterate, non-English speaking or other special or disadvantaged populations. All these categories represent particular populations which appropriate libraries must recognize and identify in order to assess existing needs and to serve those needs.

Given a well done assessment of needs, it follows that planners will be in a much better posture to establish appropriate criteria and assign priorities appropriate to effective programming. Such planning can anticipate significant budgeting adjustment, personnel requirements, facilities needs and other considerations necessary for the formulation of sound administrative actions related to demographic trends.

To assess the needs of a population is one thing; to serve those needs is quite another. A delicate balance will appear in the contest for equity in assigning priorities. But priorities will change as criteria change, both responding to program effectiveness and to demographic trends. A constant and responsive awareness to those trends can ensure a fair measure of service to each identified need in the order of priority.

## **DEVELOPMENT OF THE PROGRAM**

The Library Services and Construction Act, in addition to requiring that states prepare a Long-Range Program every three to five years, stipulates that such a Long-Range Program “shall be developed with the advice of the State Advisory Council and in consultation with the (U.S.) Secretary (of Education).” The process used to develop the Tennessee Long-Range Program for Library Services and Development, 1988/89-1992/93 met this basic federal requirement and then went on to ensure that every interested librarian, library trustee, government official, and member of the general public also had an opportunity to review and suggest revisions to the document during its preparation.

This Long-Range Program has been the most discussed and reviewed document in the history of Tennessee libraries, and reflects the consensus of all interested parties as to future library development in the state.

The process began in March, 1987, when Dr. Edwin S. Gleaves, State Librarian and Archivist, asked Dr. Lester Pouriau, Chairman of the Tennessee Advisory Council on Libraries, to appoint a committee of Advisory Council members to prepare a new Long-Range Program for Tennessee libraries. Dr. Pourciau appointed Colonel Joseph Jones, a library trustee, to chair the Long-Range Planning Committee and appointed representatives of school, special, public, academic and regional libraries, as well as an official representative of the Tennessee Library Association to serve as members of the Committee. A full list of Committee members can be found on page 55. A number of Tennessee State Library and Archives staff members worked closely with the Committee in the development of the program and are also listed on page 55.

One of Colonel Jones' first acts, after agreeing to chair the Long-Range Planning Committee, was to go to Washington D.C. for a meeting with Dr. Donald Fork, the LSCA Program Officer responsible for overseeing the state's compliance with LSCA rules and regulations. Dr. Fork explained the mandated requirements to be included in a Long-Range Program to meet the specifications of the Library Services and Construction Act and shared programs from other states with Colonel Jones. Colonel Jones and Dr. Fork continued to communicate regularly throughout the year as the program was being developed, and Dr. Fork provided valuable guidance to the Committee.

The Committee prepared a number of early drafts of the Long-Range Program, while developing and refining the goals and objectives. In February, 1988, Distribution Draft #1, consisting of the goals and objectives of the Long-Range Program, was presented to the Tennessee Advisory Council on Libraries for review, revisions and approval. At the same time, the Committee presented a plan for distribution of the draft document as widely as possible throughout Tennessee to allow all interested people an opportunity to evaluate the draft, indicate the relative value of the goals and objectives, identify omissions from the document, and suggest plans of action for each objective. This plan called for printing and distributing 1, 000 copies of the distribution draft to be accompanied by two reproducible forms, one to be used to rank a goal and each of its objectives on a scale of one to seven and providing space for comments, and the second to be used to submit suggested plans of action for specific objectives.

On February 12, 1988, the Tennessee Advisory Council on Libraries approved Distribution Draft #1 with minor revisions. The Council also approved the distribution plan represented by the Committee.

Between mid-March and late April of 1988, almost 1, 000 copies of Distribution Draft #2 (reflecting the changes made by the Advisory Council) were mailed to all types of libraries and their boards of trustees, as well as to library associations, and organizations serving municipal and county government officials throughout Tennessee and to the U. S. Department of Education Library Program Office.

This mass mailing generated wide-spread interest in the Long-Range Program and a number of regional library associations requested further information about the program. Dr. Gleaves and Sandra Nelson, Assistant State Librarian and Archivist for Planning and Development, made presentations about the program to library groups across the state. During the annual Tennessee Library Association Conference in April, Dr. Gleaves Jones in discussing the Long-Range Program at an open meeting, which attracted over two hundred participants.

The response to Distribution Draft #2 was overwhelming. Almost three hundred sets of evaluations were filled out by individuals or groups and submitted to the Long-Range Planning Committee. Most of those responding to the document completed nine evaluation sheets (one for each goal and its objectives) and many also submitted plans of action. The sheer volume of paper was staggering – over 4,000 pages of responses! Not only did an unprecedented number of people take the time to review and rate the goals and objectives; many of them included narrative comments about the plan. When all of the comments were typed for the review of the committee, they totaled 534 comments and 46 pages of single-spaced text, plus two long letters not incorporated into the typed text.

Overall, the response to Distribution Draft #2 was very positive. However, three of the 62 objective in the draft proved to be controversial, and were the focus of almost 20% of all of the comments received. This reaction provided a useful yardstick by which to measure the reaction to the remaining objectives. Clearly, the people responding to the program did not hesitate to make their feelings known. The 59 non-controversial objectives received largely positive comments and were apparently reflective of generally agreed upon needs. In addition to responding to what the document included, people suggested a number of additional objectives.

The Long-Range Planning Committee and staff from the State Library and Archives met on May 11, 1988, to review the responses to Distribution Draft #2 and to make appropriate revisions to the document. Committee members and staff were delighted with the phenomenal responses to the draft and made every effort to incorporate all useable suggestions. The three controversial objectives were carefully reviewed; one was deleted from the document and the other two were revised in accordance with the many suggestions received. A number of new objectives were added to the document, and several objectives which were vague or of low priority were removed from the document. All revisions were incorporated into Distribution Draft #3 of the Long-Range and distributed to the members of the Tennessee Advisory Council on Libraries and to the U. S. Department of Education Library Program Office.

During their May 11 meeting, the Long-Range Planning Committee also prepared recommendations for a second phase of the distribution and review process. In review of the obvious interest in the planning process, the Committee believed that the people who had responded to Distribution Draft #2 should be given an opportunity to review and respond to a Final Distribution Draft of the document which would include the revisions

made to Distribution Draft #2 and the completed plans of action for all objectives. The Committee agrees to recommend that 1,000 copies of the Final Distribution Draft be printed and distributed to the same individuals and groups which received Distribution Draft #2. The Committee further agreed to recommend that seven open hearing be held throughout the state to allow people a last opportunity to comment on the document and suggest revisions or additions.

The Tennessee Advisory Council on Libraries met on May 19 and 20, 1988, to review the responses to Distribution Draft #2 and the changes made by to Committee in accordance with those responses. Dr. Donald Fork was invited to attend this meeting of the Advisory Council but was unable to do so. After careful review and extensive discussion, the Advisory Council unanimously endorsed the revisions to Distribution Draft #2. The Long-Range Planning Committee was commended for its efforts, and, most specifically, for the sensitive way in which the concerns and comments of the many librarians, trustees and library users who responded to Distribution # 2 had been incorporated into the new draft. The Advisory Council also unanimously endorsed the second phase of the review process as recommended by the Committee.

State Library and archives staff members were given the responsibility of preparing the plans of action for the Long-Range Program. These were completed during June and a suggested Final Distribution Draft was sent to the Long-Range Planning Committee prior to a July 5, 1988 committee meeting. During that meeting, the Committee reviewed and endorsed all plan of action and voted to print and distribute the Final Distribution Draft and to include an invitation to attend one of the seven open hearings in the mailing.

At about the same time that the Long-Range Planning Committee was approving the Final Distribution Draft and planning the open hearing, the Summer, 1988 issue of Tennessee Librarian was published. The lead article was titled "Tennessee Long-Range Program for Library Services and Development: A Progress Report on Its Development," and included a full review full review of the Long-Range Planning Committee's efforts, a complete analysis of the overwhelming response received in reaction to Distribution Draft #2, and a detailed report as to how the committee had incorporated that response into the Final Distribution Draft. The article concluded by announcing the continuation of the review process and encouraging all interested people to attend one of the scheduled open hearings.

The Final Distribution Draft of the Tennessee Long-Range Program for Library Services and Development, 1988-89-1992-93 was mailed to almost 1, 000 individuals and groups between July 7 and July 15. Open hearings were co-chaired by State Library and Archives staff and Long-Range Planning Committee members on the following locations:

July 19, 1988	Chattanooga
July 25, 1988	Memphis
July 26, 1988	Jackson
July 28, 1988	Nashville

August 1, 1988      Johnson City  
August 2, 1988      Knoxville

Over 340 people attended the open hearings. Apparently in response to the revisions that had been made since Distribution Draft #2, reaction to the Final Distribution Draft was almost universally enthusiastic and only minor editorial changes were suggested. Many people indicated their interest in working with the State Library and Archives other librarians, trustees and library users to achieve the goals and objectives included in the Long-Range Program. People also expressed their appreciation to the Long-Range Planning Committee for Revising Distribution Draft #2 to reflect the concerns and comments received during the first phase review process.

The Tennessee Advisory Council on Libraries in its meetings of August 11 and 12, 1988, reviewed and endorsed the two appendices to the Long-Range Program, "Demographic Data" and "Policies, Priorities, Criteria and Procedures," which had been prepared by State Library and Archives staff and reviewed by the Planning Committee. The Advisory Council then formally endorsed the complete Tennessee Long-Range Program for Library Services and Development, 1988/89-1992/93 and transmitted it to the State Librarian and Archivist for review, revision, submission to the U. S. Department of Education, and implementation. The Advisory Council, as its final action, unanimously passes a resolution lauding Colonel Jones and the entire Long-Range Planning Committee for their superb contribution to library development in Tennessee.

1 Sandra S. Nelson, "Tennessee Long-Range Program for Library Services and Development: A Progress Report on Its Development," Tennessee Librarian (Summer, 1988), pp. 7-12