

INDIANA LIBRARIES



**JOURNAL OF THE INDIANA LIBRARY FEDERATION
AND THE INDIANA STATE LIBRARY
VOLUME 16, NUMBER 2**

Indiana Libraries

Volume 16, Number 2

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The Influence of the Americans with Disabilities Act, The Family Medical Leave Act, and the Pregnancy Discrimination Act on Academic Librarianship

by

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Abstract: Employees' mental and physical problems require appropriate responses from the library manager. Familiarity with the Americans with Disabilities Act, the Family and Medical Leave Act, and the Pregnancy Discrimination Act is legally essential. The authors offer guidelines on the application of each act in relation to the other two.

In 1990, the Americans with Disabilities Act (ADA)¹, a comprehensive civil rights statute, elevated disabled persons to a new level of protected status similar to the human rights afforded minorities with the enactment of the Civil Rights Act of 1964.² The ADA eliminates discriminatory practices directed toward persons with physical or mental disabilities and affords them the opportunity to live productive lives in the least restrictive environment.³

Provisions of the Family and Medical Leave Act (FMLA) of 1993⁴ also concern the issues of disabilities; and, when academic library managers attempt to frame their organizations' medical and disability leave policies, they should fully comply with both the ADA and the FMLA. The Equal Employment Opportunity Commission (EEOC), which enforces Title I of the ADA, and the Department of Labor, which enforces the FMLA, have, to

date, provided employers with no concrete guidelines concerning how these acts relate to each other. Complicating matters, the obligations for nondiscrimination imposed by the Pregnancy Discrimination Act (PDA) of 1978⁵ may additionally impact leaves of absence and related issues.

This article identifies critical issues among the ADA, the FMLA, and the PDA and offers strategies that can be followed to resolve some of the problems that will certainly arise in the future as these statutes interact and managers attempt to comply with their respective mandates.

Who Is Covered by Title I of the ADA?

Title I of the ADA prohibits any form of discrimination against a "qualified individual with a disability" based solely on the individual's disability. This prohibition applies to all aspects of employment, including recruitment, hiring and placement, retention and promotion, compensation and fringe benefits (including leaves of absence), and the disciplining and discharging of employees.⁶

A "disability" is broadly defined by Title I of the ADA to cover a wide range of actual disabilities and perceived disabilities in addressing the social issue of equity. The act defines the term "disability," as:

- A "physical or mental impairment" that "substantially limits" one or more major life activities, such as caring for oneself, performing manual tasks, walking, seeing, hearing, speaking, breathing, learning, and working; or
- A record of having such an impairment; or
- Being regarded as having such an impairment.⁷

A physical impairment will affect one or more of the major body systems; a mental impairment will take the form of a mental or psychological disorder.⁸

A person is "substantially" impaired if s/he is unable to engage in one or more life activities. In other words, the individual is unable to perform a major life activity that an average person in the general population can perform. Considered in establishing what constitutes a significant impairment is the condition and manner (including duration or lack of) in which a person can perform a major life activity, compared to the average individual in the general population. Measures of impairment take into consideration both the nature and severity of the impairment. It is also necessary to take into ac-

count the permanent or expected long-term impact of the impairment.⁹

The ADA attempts to protect a “qualified individual with a disability” from discrimination on the basis of that disability. The protected party is a person with a disability who, with or without “reasonable accommodation,” is capable of performing the “essential functions” of a position that s/he is seeking or is already holding.¹⁰

In order to ascertain what, in fact, are the “essential functions” of a library position, the ADA provides that consideration must be given to the employer’s judgment about what functions of a position are essential. The employer is required to state these essential job functions clearly in the written job description.¹¹ For example, given a job description that contains the requirement that an academic librarian is responsible for conducting on-line searches of a university’s databases, what is truly “essential” about this job requirement? In this case, what is essential is that the academic librarian be knowledgeable about the methodology of searching and that s/he be able to direct searches if, in the case of that particular librarian, the computer system is not personally accessible because of his/her disability. A non-essential task in the same case scenario is that the academic librarian be required to feed paper into a printer if s/he does not have the dexterity to do so. Clearly, a subordinate or another individual could be called upon to complete the task of feeding paper. It is not essential to the professional work of an academic librarian.

Once the academic library manager has determined that an applicant for employment or a current employee of the university library is a “qualified individual with a disability” and that the individual can perform the “essential” duties of the position at issue, it then becomes necessary for the manager to ascertain what would constitute a “reasonable accommodation” that the academic library should consider implementing. A reasonable accommodation that an academic library might be required to provide could include modifying existing buildings to eliminate architectural barriers, modifying equipment or adding devices to be used in the performance of the job (e.g., to eliminate sensory barriers), restructuring the actual job, creating part-time or modified work schedules, or reassigning an employee who develops a disability to a vacant position for which s/he is qualified.¹²

It should be noted that an academic library may be held liable under the ADA for discrimination if it fails to make reasonable accommodations to a known disabled person who is otherwise qualified to perform the essential

functions of a position, unless the library can demonstrate that the accommodation would impose an "undue hardship" on the effective operation of the library.¹³ An "undue hardship" is an action (including a proposal of accommodation demanding subsequent implementation) which would in the overall consideration require significant expense or difficulty to the employer. Consideration includes the overall size and financial resources of the library; the composition, structure, and functions of the library's work force; and the total impact of the accommodation upon the operation of the library.¹⁴ For example, an institution with a historic library that poses a serious architectural problem in adaptation to accommodate the orthopaedically disabled may cite the undue hardship section of the ADA as a defense for not providing accessibility to work areas. A good argument can be made in these cases that the extensiveness of alteration needed for compliance would constitute an irreparable loss to the historic integrity and value of the structure. Such a severity of loss of historic character, along with the real expense of alteration, can serve as an example of how to apply the undue hardship proviso.

Indeed, many of the nation's oldest institutions of higher education still operate academic libraries located within historic buildings, the alteration of which would require a huge investment of institutional funds in achieving accessibility for the disabled. Often, of course, inconspicuous alternatives exist, such as a side door or a loading dock. When possible, a good faith effort should be made to provide access through these alternative entrances.

Although academic librarians are philosophically in agreement with the concepts of fair and equal treatment of patrons and colleagues with disabilities, the library professional also holds a duty or responsibility to his/her employer to hire the best possible employees who can meet the needs of the positions to be filled. The responsibility of hiring only the best qualified applicants is not in conflict with the mandates of the ADA. Indeed, it should be noted that the ADA provides the library with two significant principles of equality. One is the establishment of employment standards aimed to maintain an institution's standards of excellence; a second is the prohibition of preclusive standards that adversely affect the disabled.

Academic libraries are permitted to establish standards of employment that must first be met before an offer of employment is made. Thus, the application of qualification standards, tests, or selection criteria that screen out, or tend to do so, individuals with disabilities are permitted to the extent that the library can show these selection criteria to be "job-related and...consistent with business necessity." Holding to the standards should

include, if appropriate, an affirmation that the accommodation necessary to allow a disabled librarian to perform the duties of the position cannot be provided.¹⁵

Another principle of equality provided by the ADA addresses employment standards that preclude or eliminate disabled librarians from possible employment by a library. For example, a library might establish qualification standards that preclude an individual with a disability from a particular position on the basis that the individual would pose a direct threat to the health and safety of him/herself or another library employee. Such standards could act as grounds for denial of an application for employment.¹⁶ The necessity of the restrictive standards is a matter for review.

There is no substitute for a good faith effort in the form of an offer of reasonable accommodation in attempting to meet the needs of a person with a disability. The "good faith effort" defense is available even in situations in which a library has violated the ADA and in which compensatory and punitive damages are available to a prevailing party. If the library manager can demonstrate that s/he attempted to make a good faith effort (in consultation with the disabled applicant for employment or promotion) to identify barriers and to make a reasonable accommodation to the disabled applicant's needs and if that accommodation fails or proves impractical to implement, then the library is likely not to be seen as violating the ADA.¹⁷

The ADA prohibits pre-offer medical examinations and inquiries of an applicant concerning whether s/he has a disability or the nature and severity of a disability.¹⁸ However, library managers may make pre-employment inquiries concerning an applicant's ability to perform job-related functions.¹⁹ Managers may also require medical examinations of applicants subsequent to an offer of employment and prior to the commencement of that employment. Additionally, library managers may condition an offer of employment on the outcome of a medical examination, provided that similar examinations or inquiries are mandatory for all applicants for employment in that particular job classification and provided that the examinations are not designed to discriminate against otherwise qualified applicants with disabilities.²⁰

The ADA requires that medical information and any medical history obtained concerning an applicant's health condition must be maintained on separate forms and in separate medical files. This material must, with certain specific statutory exceptions, be handled as confidential records.²¹ Subsequent to an offer of employment, the manager can ask an applicant if s/he is

disabled and can inquire about the nature and severity of a disability, but only to the extent that such information can be shown to be "job-related and consistent with business necessity."²² The library manager also has the responsibility of ensuring that inquiry concerning the medical history of a staff member or information obtained pursuant to a medical examination is protected as confidential material.²³

The ADA does not prevent the library from prohibiting the use of alcohol and illegal drugs by employees on the work site.²⁴ If an employee is a drug addict or alcoholic, the manager still may hold that employee to the same standards of employment or job performance that the library holds other employees.²⁵

The Pregnancy Discrimination Act

This paper should make clear whether the ADA covers pregnancy as a medical condition. Taking into consideration the large number of female employees found particularly in the library field and the need of an organization to avoid any unnecessary litigation, this issue is of extreme importance to the library manager.

The Pregnancy Discrimination Act (PDA) was enacted in 1978 as an amendment to Title VII of the Civil Rights Act of 1964.²⁶ Popularly known as "Title VII," this portion of the Civil Rights Act generally prohibits discrimination on the basis of race, color, religion, sex, or national origin by organizations, including libraries, that have fifteen or more staff members.²⁷ The PDA was enacted in response to a ruling by the Supreme Court in the case of the *General Electric Company v. Gilbert*, 429 U.S. 125 (1976), wherein the court held that an employer was not denied the authority, under Title VII (in its unamended form of that time), that of excluding from a disability plan, pregnancy-related disabilities. The rationale for the ruling stated that discrimination on the basis of pregnancy was not the same as discrimination on the basis of sex. As a result of the reaction to this court decision, the PDA added a subsection (K) to Section 701 of Title VII, broadening the terms "because of sex" or "on the basis of sex" to encompass discrimination "on the basis of pregnancy, childbirth, or related medical conditions."²⁸

The PDA also provides that "[w]omen affected by pregnancy, childbirth, or related medical conditions shall be treated the same for all employment-related purposes, including receipt of benefits under fringe benefits programs, as other persons not so affected but similar in their ability

or inability to work.”²⁹ The EEOC has developed regulations pertaining to pregnancy and childbirth-related leaves of absence that require the employer to establish policies that treat pregnancy and childbirth-related leaves the same as leaves of absence required for other medical reasons. In terms of the commencement and duration of the medical or disability leave of an employee, the PDA states that leave extensions, reinstatement rights, health or disability insurance plan coverage, and seniority and other benefits and privileges accrued while on leave must not be denied that employee.³⁰ In short, a library manager must insure that his/her policies concerning medical leaves of absence do not treat pregnancy differently from other medical conditions.

The EEOC regulates the PDA. In light of its regulation, if a manager fails to establish a medical leave policy which covers staff members, or if established medical leave is insufficient, the lack of established policy or inadequacy of the existing policy may violate Title VII. As a result, an employee who is inadequately covered may argue that the policy has a disparate impact on female library employees and is not consistent with business necessity.³¹

The concept of an employer’s medical leave policy treating all medical disabilities identically has been legally challenged. Indeed, it has been successfully contended that such supposedly equal treatment of all, but dissimilar, disabilities has a “disparate impact” and, hence, may, in particular cases, violate Title VII. This concept of “disparate impact” was upheld in the case of *Abraham v. Graphics Arts International Union* (660 F. 2nd 811, D.C. Circuit 1981), which contended the employer’s medical leave policy, which allowed only a 10-day leave of absence for all disabilities, had a discriminatory effect toward women with medical conditions attendant to pregnancy and childbirth. In a word, the court held that such medical leave policies constitute sex discrimination and violate Title VII. Also, in *United States Equal Employment Opportunity Commission v. Warshawsky & Co.*, 768 F. Supp. 647 (N.D. Ill. 1992), an employer’s medical leave policy which denied extended leave to employees with less than one year’s seniority was held to have a disparate impact on female employees; and the policy was, therefore, found to violate Title VII.

The Family and Medical Leave Act

The Family and Medical Leave Act (FMLA)³² covers private sector organizations that employ fifty or more employees and public sector organizations irrespective of the number of employees.³³ The FMLA provides that

an eligible employee may take twelve weeks of unpaid leave during any twelve-month period without jeopardizing his/her employment status, so long as the reasons for the leave are based upon any of the four following situations:

1. to care for the employee's newborn child, within the twelve-month period following the child's birth
2. to care for a child newly placed with the employee through either adoption or foster care, within the twelve-month period following that placement
3. to care for the employee's spouse, child, or parent, if that relation has a "serious health condition"
4. for the employee to care for him/herself when a serious health condition renders the employee unable to perform his/her job³⁴

An employee must have been in service with a library of fifty or more employees; if in the private sector, for at least twelve months, and have been employed during those preceding months for at least 1,250 hours.³⁵ If the library is in the public sector, the same conditions apply regardless of the number of employees in the organization.

The FMLA defines a "serious health condition" as including any injury, illness, or mental or physical problem requiring inpatient care or "continuing treatment" by a health care provider.³⁶ The FMLA defines "continuing treatment" as being treatment by a health care provider for a health problem which results in a period of absence of least three work days.³⁷

The FMLA does not mandate managers to pay for the leave taken by employees. A library may offer a fringe benefit which provides for paid leave. If so, the library may credit that paid leave towards the twelve-week FMLA leave that an employee is eligible to receive.³⁸ The manager may also require the employee to substitute accrued vacation leave, personal leave, family leave, or sick leave towards the twelve weeks of leave allowed under the FMLA.³⁹

An employee of a library may take his/her leave under the FMLA intermittently, or s/he may create a reduced-hour work schedule to accommodate the need of caring for a family member who has a serious health condition or to accommodate the employee's own personal need to care for him/herself because of a serious health problem.⁴⁰ In order to qualify for intermittent leave, the employee must demonstrate that the leave is medically

necessary. The type of leave based on medical necessity must be certified by a health care provider who is treating either the employee or a member of the employee's family.⁴¹

In situations in which employees elect to take either intermittent leaves or reduced-hour schedules, libraries are allowed to transfer employees temporarily to positions that offer equivalent pay and fringe benefits to the employees' regular (or original) positions, so long as the library can demonstrate that the transfers best accommodate the desired leaves.⁴² Once a leave has terminated, the FMLA requires the manager to reinstate the employee in the position held prior to the commencement of the leave or to place the employee in an "equivalent position" that s/he is otherwise qualified to hold with equal pay, fringe benefits, and seniority.⁴³ "Equivalent position" refers to an alternate position with the library which has the same pay, fringe benefits, and working conditions as the position previously held by the employee.⁴⁴ For example, if the employee was formerly employed as a reference librarian in the library of a school of law, an equivalent position might be as an instructor in legal research and writing. Notwithstanding the reinstatement section of the FMLA, the act does not mandate that a manager find a position for an employee who otherwise would have been laid off. Specifically, this means an instance in which an employee's previous position has been -- and would have been -- eliminated from the manning table in spite of the employee's individual circumstances, including personal health complications.⁴⁵

Another significant aspect of the FMLA is the section that requires the library to reinstate benefits which had accrued prior to the commencement of leave.⁴⁶ Also, it is important to note that the FMLA mandates that an employer continue to carry group health care coverage for the duration of the employee's leave.⁴⁷ On his/her part, the employee who is on leave is required to continue paying the usual premiums for such coverage.⁴⁸

Academic library employees who are covered by the FMLA are provided with three important areas of protection:

1. First, when leave is to be taken either for pre-planned medical treatment of a family member or for treatment of the employee's own serious health problem, an employee is required to schedule treatment sessions so they do not interfere unduly with the operation of the library.⁴⁹ Hence, the employee must confer with the library manager when planning treatment sessions so that the leave taken will best meet the scheduling needs of both the library and the employee.⁵⁰

2. Second, an employee is required under the FMLA to give the library at least 30-days notice of the intent to take a leave for medical treatment if such treatment is foreseeable. If the circumstances do not allow the employee to give early warning of the need for medical leave, the FMLA requires the employee to notify the manager of the need for medical treatment "at the earliest possible date." Normally, "the earliest possible date" is construed to mean within one or two working days of learning of the need for medical treatment.⁵¹ Pursuant to a uniformly-enforced policy, the library could delay permission for leave till the notice period has passed if the required notice is not provided.⁵² Quite simply, the organization cannot be expected to make a response or be held accountable for not doing so when it is in ignorance of a need.
3. Third, when an employee requests leave to care for a family member with a serious health condition or for that employee to care for his/her own serious health problem, the library may require the certification of a health care provider to verify the need for leave.⁵³ Under the FMLA, the library may make leave conditional upon the provision of certification, only if the library gives the employee a minimum of fifteen calendar days to obtain such certification.⁵⁴ Once leave has been granted under the FMLA, the library may also require the employee to provide continuing certification by the health care provider of the employee's ability (or inability) to return to work.⁵⁵

Relationship Between the ADA, PDA, and the FMLA

Comparing and contrasting the ADA, PDA, and FMLA reveals their combined impact on academic libraries and aids in the avoidance of needless employment discrimination litigation. The librarian should not be overwhelmed when first reviewing the mandates of the three acts. S/he should first be aware that the requirements of the three acts are to be seen as supplemental rather than conflicting. That is to say, a manager who attempts to comply with one of these acts will not find him/herself automatically in violation of the other two acts.⁵⁶ In other words, meeting the conditions of the three acts will not result in the creation of a dilemma for the manager attempting to comply with the law. The manager will not be forced to weigh the potential liability and risk factors of selecting the appropriate act for compliance.⁵⁷ The manager should, rather, concentrate on a review of the library's employment policies and focus on the equitable application of those policies to determine if the library is in compliance with all relevant mandates of each act. Concord among the acts will care for itself.

Coverage

The first step that must be taken to determine the impact of these statutes is to ascertain if the library is, in fact, covered by the acts. As stated previously, only large private sector organizations with a minimum of fifty employees are covered by the FMLA. However, public sector organizations -- which would include many academic libraries -- are subject to the regulations of the FMLA regardless of the number of employees they have. Notwithstanding the universal coverage of academic libraries in the public sector, the individual seeking benefits under the FMLA must still meet all of the requirements of eligibility for leave. These include the same requirements that must be met by private sector organizations with a minimum of fifty employees.

Even if the library does not qualify for FMLA leave, an employee with a serious medical condition may be protected by one or more of the remaining statutes. As of July 26, 1994 (coincident with the implementation of Title VII), libraries with a minimum of fifteen employees became subject to the provisions of the ADA.⁵⁸ Hence, employees who do not qualify for FMLA leave, but request leave as a result of a physical or mental disability, may qualify for leave under the ADA. For example, an employee who loses sight as a result of retinitis pigmentosa, but does not qualify for leave under the FMLA, may request leave for participation in a rehabilitation program as reasonable accommodation for disability under the ADA. The employee may also request a modified work schedule allowing him/her to work a reduced number of hours per week in order that s/he might adjust to the disability and learn the use any low vision aids that are prescribed.

The PDA, as an amendment to Title VII, covers libraries with a minimum of fifteen employees. As a general rule, the ADA does not regard pregnancy as a disability. However, certain situations might arise in which a female employee who is not covered for leave under the FMLA might file a claim of sex discrimination if she is refused disability leave for pregnancy or for medical conditions related to childbirth. For example, if a library covered by the FMLA has a policy that permits its employees to take medical leaves of up to twenty weeks for any disability, but allows female employees only a maximum leave of twelve weeks for pregnancy and childbirth, this policy could clearly be interpreted as being a prima facie violation of Title VII as amended by the PDA, even if female employees impacted by the policy were eligible for FMLA leave.

Statutory Definitions of "Disability" Under the ADA and "Serious Health Conditions" Under the FMLA

The next step that should be taken by an academic library that is covered by both the ADA and FMLA is to ascertain if an employee with a medically-related disability has a "disability" protected by the ADA or a "serious health condition" protected by the FMLA or if, perhaps, the employee is covered by both acts.

When a person reviews the definition of "serious health condition," as interpreted by the Department of Labor's interim regulations,⁵⁹ s/he clearly sees that the FMLA's definition of the term "serious health condition" is broader than the statutory definition of "disability" under the ADA. The principal reason for the broader definition of a "serious health condition" under the FMLA is the short-term nature of most serious health conditions, which generally do not impair a major life activity. The permanent or long-term impairment of a major life activity would constitute a disability covered under the ADA. The manager should also keep in mind that the FMLA allows an employee with a serious health condition to take only up to twelve weeks of unpaid leave per leave year as a result of a serious medical condition. On the other hand, a job applicant or library employee who is a "qualified individual with a disability" may be eligible for a wide assortment of reasonable accommodations which, of course, includes leaves of absence.

To restate the statutory definition, a "serious health condition" is an illness, an injury, or a physical or mental condition requiring either inpatient care in a medical facility (i.e., overnight hospitalization) or continuing treatment by a health care provider. "Continuing treatment" refers to a situation in which a person receives at least two treatments by a health care provider for the same health condition. A "serious health condition" further refers to a condition that necessitates a period of absence from work of three or more calendar days. Library employees who are only moderately ill with the flu or a bad cold are potentially covered by the FMLA and may qualify for leave.

The definition of the term "disability" under the ADA is narrower than the definition of "serious health condition" under the FMLA. The definition of "disability" is limited to a physical and mental impairment that "substantially limits" one or more of the individual's major life activities.⁶⁰ Therefore, temporary or non-chronic impairments that promise to be of short duration, with little or no expectation of long-term or permanent impact, are usually not disabilities.⁶¹ For example, non-chronic impairments -- such as sprained joints, concussions, broken limbs, flu, migraines, and the common cold -- are not considered disabilities and are not covered by the act.⁶²

Three factors must be considered in determining whether a person is substantially impaired according to the ADA:

1. the nature and severity of the impairment;
2. the duration or expected duration of the impairment; and
3. the permanent or long-term impact or the expected permanent or long-term impact resulting from the impairment.⁶³

As a result of the ADA's narrow definition of the term "disability," managers should be aware that there are a great many physical or mental conditions for which employees are eligible to receive leave under the FMLA, but extremely few conditions qualify as disabilities under the ADA.

The manager must decide whether a specific medical problem is a "disability" or a "serious health condition." According to the interim regulations of the FMLA, the employee's notice, written or verbal, of a desire to take leave under the FMLA is "sufficient to make the employer aware that the employee needs FMLA-qualifying leave, and the anticipated timing and duration of the leave."⁶⁴ The employee also need not assert his/her rights under the FMLA or mention the FMLA in order to satisfy the notice provisions of the act.⁶⁵ Instead, "the employer should inquire further of the employee if it is necessary to have more information about whether FMLA leave is being sought;" and, if the employer confirms that the requested leave qualifies under the FMLA, that employer then has the duty of informing the employee in writing that leave will be counted against the employee's overall twelve weeks of leave per leave year under the FMLA.⁶⁶

The ADA also places on the library, the responsibility of determining whether an employee is a "qualified individual with a disability" and is capable of performing the "essential functions of the position" with or without "reasonable accommodation."⁶⁷ The manager must first ascertain if the employee has a "physical or mental condition" which "substantially limits" one or more of his/her "major life activities."⁶⁸ If the manager determines that the employee is disabled, s/he must then ascertain if that person is otherwise "qualified" for the library position being sought or currently held. The EEOC regulations state that this determination will be undertaken by using a two-step process. "The first step is to determine if the individual satisfies the prerequisites for the position, such as possessing the appropriate educational background, employment experience, skills, licenses, etc."⁶⁹ "The second step is to determine whether the individual can perform the essential functions of the position held or desired, with or without reasonable accommodation."⁷⁰

Step two is where the employer attempts to determine through the development of a dialogue with the disabled employee whether a reasonable accommodation to meet the needs of the disabled employee can be achieved without resulting in undue hardship to the employer. It is the "employer who must make a reasonable effort to determine the appropriate accommodation."⁷¹

"Essential Functions of the Position" Under the ADA and "Functions of the Position" Under the FMLA

When comparing and contrasting the ADA with the FMLA, it is worth noting the differences between the terms "essential functions of the position" under the ADA and "functions of the position" the FMLA. Under the ADA, a person with a disability must be able to perform the "essential functions of the position," with or without being afforded reasonable accommodation, in order to be protected from discrimination.

At this juncture, the manager should familiarize him/herself with the meaning and application of what is meant by "essential job functions." It is impossible, if not impractical, to state categorically or to list in minute detail the job functions essential to a specific position. Judgment should be based on a case-by-case review of each employment position at issue. The ADA provides the manager with three factors which should be taken into consideration in this situation:

1. whether the position exists to perform a particular function
2. the number of other employees available to the library to perform that function or among whom performance of that function can be distributed
3. the degree of experience or skill required to perform the function.⁷²

If a disabled person is able to perform the essential functions of the position, with or without reasonable accommodation, then the disabled person is covered by the ADA. On the other hand, contrasting the conditions of the "functions of the position" of the FMLA with the ADA's "essential function" mandate, an employee is entitled to job-protected leave under the FMLA only if the employee has a serious health condition which prevents him/her from performing the "functions of the position." Under the interim regulations of the Department of Labor, an employee is unable to perform the "functions of the position" when s/he is either unable to work at all (i.e., a total incapacitation) or is unable to perform the "essential functions of the position" as defined by the ADA.⁷³ Eligibility for protection under the ADA

is centered on the employee's ability to perform the essential job functions of the position, while eligibility for protection under the FMLA is focused on the employee's inability to perform any of the job functions. The ADA is a declaration of an employee's right to work; the FMLA is an affirmation of the employee's right to relief from work when such relief is medically advisable.

This dichotomy creates a potential problem for the manager, as can be seen from the following example. A staff member who is entitled to coverage by the FMLA is seriously injured while away from work. The injury sustained is a broken arm that requires six weeks of recovery, a fact documented by the employee's physician. Due to the serious nature of the break, the employee will be permanently impaired in his/her ability to perform the essential functions of his/her regular position, even with reasonable accommodations. There is, however, an equivalent position presently available at the library which the employee is physically capable of performing without the necessity of reasonable accommodation being provided. The employee's rights under the ADA and the FMLA are significantly different.

Under the FMLA, the employee is entitled to six weeks of leave following the sustaining of the injury. The interim regulations pertaining to the FMLA state that a library in this situation cannot force a staff member who is eligible for FMLA leave to accept a reasonable accommodation in lieu of taking his/her full twelve weeks of leave.⁷⁴ In contrast, the ADA mandate requires that the library allow the staff member the opportunity of returning to work and, if need be (as in this example), of transferring to an available position as a reasonable accommodation of his/her disability. Under the FMLA, there exists a condition of prohibition imposed on the employer against the removal of permitted leave; under the ADA, there exists a condition of affirmation and permission in terms of the employee's right to work.

Leaves of Absence as Reasonable Accommodation

The ADA and the FMLA interact in situations requiring the library employee to request a leave of absence, which can be taken either in a single block of time or as a modified work schedule as reasonable accommodations for the employee's disability under by the ADA. The request for a modified work schedule occurs in situations in which the employee needs specialized medical treatment which can only be obtained at times that conflict with normal working hours (e.g., employees requiring dialysis treatment) or in which the disabled employee needs frequent rest periods or shorter working hours. In this situation, there is no reason why leave under the FMLA cannot

also be seen as being reasonable accommodation under the ADA. In other words, a leave of absence under the FMLA will also satisfy the mandates of reasonable accommodation of the ADA. In situations where the employee has exhausted his/her twelve-week leave under the FMLA, s/he may then be eligible for protection under the ADA since the leave or reduced work schedule can be interpreted as being a reasonable accommodation.

Return to Work as an Accommodation

There is a point of contact between the ADA and the FMLA in that a staff member who has taken medical leave under the FMLA is also eligible for reasonable accommodation provided by the ADA, once the staff member has returned to work. The FMLA states that a serious health condition should not be interpreted as being an ADA-protected disability since the majority of serious health conditions are short-term in nature. Notwithstanding this general rule, there are situations in which serious health conditions entitle the staff member to FMLA leave and require reasonable accommodation under the ADA. The manager must be cautious when dealing with a staff member who has been on FMLA leave when s/he may think that employee might also be covered by the ADA. A three-factor test can be applied to help in this determination:

1. The manager should notify the employee of his/her rights under the FMLA so that the employee is aware of the maximum allowable period of leave available, along with the consequences of failing to return to work at the expiration of this period of time.
2. The manager should determine if the staff member has a disability as defined by the ADA and should ascertain if the employee is capable of performing the essential job functions of the specific position within the library.⁷⁵
3. If the manager determines that the staff member does, in fact, have a disability, then that manager should ascertain if the employee in question is qualified for that position.

As an example of possible complications, an academic librarian may have a person in his/her family who is terminally ill. During the FMLA leave taken to care for that relative, the librarian is in an accident and is permanently disabled as a result of that accident. All the protections due a person with a disability under the ADA are now applicable, and reasonable accommodation is now required of the employer in the form of a same position or a same-pay position as that position the librarian held before s/he went on FMLA leave.

If the above three-factor test is applied and the manager makes the determination that the library does not need to make reasonable accommodation at the present time, the library will have very importantly established documentation that will support a "good faith" defense to a complaint of employment discrimination under the ADA. On the other hand, the three-factor test may indicate that accommodations need to be made by the library, hence, the staff member should be reinstated in a position at the library.

Conclusion

This article has explored the definitions and essential functions of the ADA, FMLA, and PDA with the intent of focusing upon their applications to the academic library setting. Much attention has been paid to the actual language of the statutes and regulations because the ADA, the FMLA, and the PDA are recently enacted statutes without a large body of case law or supporting articles to provide academic library administrators with guidelines in applying the provisions of the law.

This article has attempted to provide the reader with the technical information necessary for understanding the interaction of the three acts; and, when possible, the authors have offered practical applications showing how an academic library manager could meet the legal obligations raised by these acts.

Endnotes and References

1. P.L. 101-336, 42 U.S.C. SS 12101 to 12213. See also "Regulations to Implement the Equal Employment Provisions of the Americans with Disabilities Act," 29 C.F.R. Part 1630 (including Appendix: "Interpretive Guidance on Title I of the Americans with Disabilities Act").
2. Civil Rights Act of 1964, P.L. 88-352, 78 Stat. 241 (1964) (codified as amended in scattered sections of 42 U.S.C. SS 1981 (1994).
3. 3 42 U.S.C. S 12101(a) (Supp. III 1991).
4. P.L. 103-3, 29 U.S.C. SS 2601 to 2654.
5. P.L. 95-555 42 U.S.C. S 2000e-(k). See also "Guidelines on Discrimination Because of Sex," 29 C.F.R. Part 1604 (including Appendix: "Questions and Answers on the Pregnancy Discrimination Act").
6. 42 U.S.C. S 12112(a); 29 C.F.R. S 1630.4.
7. 42 U.S.C. S 12102(2); 29 C.F.R. S 1630.2(I).
8. 29 C.F.R. S 1630.2(h). Important for the purpose of this article, pregnancy is not a disorder. 29 C.F.R. Part 1630 App. S 1630.2(h).
9. 29 C.F.R. S 1630.2(j).

10. 42 U.S.C. S 12111(8).
11. Ibid.
12. 42 U.S.C. S 12111(9).
13. 42 U.S.C. S 12111(9).
14. 42 U.S.C. S 12111(10).
15. 42 U.S.C. S 12111(10).
16. 42 U.S.C. S 12113(b).
17. 42 U.S.C. S 1981a(a)(3). In this respect, the EEOC regulations advocate the use of a "flexible, interactive process" involving both the employer and the qualified individual with a disability to determine whether an appropriate accommodation to that individual's known disability exists.
29 C.F.R. Part 1630 App. S 1630.9.
18. 42 U.S.C. S 12112(d)(2)(a).
19. 42 U.S.C. S 12112(d)(2)(b).
20. 42 U.S.C. S12112(d)(3).
21. Ibid.
22. 42 U.S.C. S 12112(4)(a).
23. 42 U.S.C. S 12112(4)(c).
24. 42 U.S.C. S 12114(c)(1)-(2).
25. 42 U.S.C. S 12114(c)(4).
26. P.L. 88-352, 42 U.S.C. SS 2000e to 2000e-17.
27. 42 U.S.C. SS 2000e(b), 2000e-2(a).
28. 42 U.S.C. S 2000e(k)
29. Ibid. Subsection (K) further provides that an employer is not required under Title VII to pay for health insurance benefits for abortion, except in cases in which the life of the mother would be endangered if the fetus were carried to term or except where medical complications have arisen from an abortion.
30. 29 C.F.R. S 1604.10(b)
31. 29 C.F.R. S 1604.10(c). The disparate impact theory of liability under the Title VII was first recognized by the Supreme Court in *Griggs v. Duke Power Co.*, 401 U.S. 424 (1971). It was codified as an amendment to Title VII by the Civil Rights Act of 1991, P.L. 102-166, at 42 U.S.C. S 2000e-2(k).
32. P.L. 103-3, 29 U.S.C. SS 2601 to 2654. See also "Family and Medical Leave Act Interim Final Rules," 29 C.F.R. Part 825. The Department of Labor's interim FMLA regulations were promulgated on June 4, 1993. The FMLA became effective August 5, 1993, except that the act had differing effective dates for employers subject to collective bargaining agreements. As of February 5, 1994, however, the FMLA was effective for all covered employers, regardless of union or non-union status.
33. 29 U.S.C. S 2611(4).

34. 29 U.S.C. S 2612(a).
35. 29 U.S.C. S 2611(2)(A)-(B).
36. 29 U.S.C. S 2611(11).
37. 29 C.F.R. S 825.114, 825.800.
38. 29 U.S.C. S 2612(c), (d)(1).
39. 29 U.S.C. S 2612(d)(2); 29 C.F.R. S 825.207.
40. 29 U.S.C. S 2612(b)(1).
41. 29 C.F.R. S 825.117.
42. 29 U.S.C. S 2612(b)(2).
43. 29 U.S.C. S 2614(a)(1).
44. 29 C.F.R. S 25.215(a), (e).
45. 29 C.F.R. S 825.216(a).
46. 29 U.S.C. SS 2611(5), 2614(a)(2)-(3).
47. 29 U.S.C. S 2614(c)(1).
48. 29 C.F.R. S 825.210(a).
49. 29 U.S.C. S 2612(e)(2)(A).
50. 29 C.F.R. S 825.208(a).
51. 29 U.S.C. S 2612(e); 29 C.F.R. SS 825.302(a)-(b), 825.303(a)53.
52. 29 C.F.R. S 825.304(a)-(b).
53. 29 U.S.C. S 42613(a). The employer may require the health care provider to certify the date on which the serious health condition commenced, the probable duration of that condition, and the inability of the employee to perform the functions of his/her position or the necessity for the employee to care for a family member. If applicable, the medical authority may be asked to verify the medical need for intermittent, reduced-hour, or scheduled leave. That authority may also be required to provide appropriate medical information regarding the condition and treatment prescribed in support of all the employee's claims.
54. 29 C.F.R. S 825.311(a)-(b).
55. 29 U.S.C. SS 2613(e), 2614(a)(4).
56. Unfortunately, this is not the case with respect to the intersection of the ADA and other federal statutes such as the National Labor Relations Act, as amended, 29 U.S.C. SS 141 to 197, and perhaps in some instances the Occupational Safety and Health Act, as amended, 29 U.S.C. SS 651 to 678. The ADA, however, is a continuation of the Rehabilitation Act of 1973, as amended, 29 U.S.C. SS 794, 794a (1988).
57. As a result, a detailed analysis of the remedies available under the ADA, Title VII, and the FMLA is not necessary to the issues addressed in this article. However, the remedies available under each statute may be briefly summarized as follows. Under the ADA and Title VII (the PDA), a prevailing plaintiff may recover appropriate equitable relief such as back pay, reinstatement, front pay, compensatory and punitive damages in cases

of intentional discrimination only (i.e., disparate treatment rather than disparate impact theory of liability), attorneys' fees, and costs. 42 U.S.C. SS 1981a, 2000e-5(g), 12117(a). Under the FMLA, a prevailing plaintiff may recover back pay (or an amount equal to 12 weeks' wages or salary), interest at the prevailing rate, statutory liquidated double damages equal to the amount of back wages and interest (subject to reduction by the court upon a showing of "good faith" on the part of the employer), equitable relief (where appropriate), attorneys' fees, expert witness fees, and costs. 29 U.S.C. S 2617(a).

The Department of Labor has administrative enforcement responsibility for the FMLA, while the EEOC has administrative enforcement responsibility for the ADA and Title VII. These regulatory authorities should be kept in mind by library managers seeking to comply with all three statutes, particularly to the extent that these federal agencies continue to fail to coordinate their regulatory and enforcement efforts.

58. 42 U.S.C. S 12111(5).
59. Importantly, J. Dean Speer, Director of the Division of Policy and Analysis at the Department of Labor's Wage and Hour Division, has recently stated that the interim regulatory definition of "serious health condition" will be revised in final regulations. J. Dean Speer, "Comments to the Legislative Conference of the Society for Human Resources Development," March 16, 1994.
60. Of course, the definition of "disability" also refers to an individual with a record of such an impairment or who is regarded as having such an impairment. With regard to reasonable accommodation, however, it is difficult to contemplate a scenario in which an individual with such a disability would actually require a leave of absence to accommodate a mere record of impairment or perception of impairment. Rather, this type of disability appears to be directed more toward the nondiscrimination provisions of the ADA.
61. 29 C.F.R. Part 1630 App. S 1630.2(j).
62. *Ibid.*
63. 29 C.F.R. S 1630.2(j).
64. 29 C.F.R. S 825.302(c).
65. *Ibid.*
66. 29 C.F.R. SS 825.301(c), 825.302(c).
67. However, the employer is not required to make this determination if it unaware that the individual has a potentially disabling health condition in the first instance. See, e.g., *Hedberg v. Indiana Bell Telephone Co.*, 3 A.D. Cases (BNA) 111 (S.D. Ind. 1994) (granting employer's motion for summary judgment on basis of its complete lack of knowledge of plaintiff's alleged "disability" under the ADA).

68. 29 C.F.R. Part 1630 App. S 1630.2(g)-(j).
69. 29 C.F.R. Part 1630 App. S 1630.2(m).
70. Ibid. See also 29 C.F.R. Part 1630 App. S 1630.2(n)-(o).
71. 29 C.F.R. Part 1630 App. S 1630.9.
72. 29 C.F.R. Part 1630 App. S 1630.9.
73. 29 C.F.R. S 825.1615.
74. 29 C.F.R. S825.702(d).
75. See 29 C.F.R. Part 1630. App. S 1630.14(c). Usually, the information furnished by the employee's health care provider should be sufficient to make a determination about whether the employee has a "disability" within the meaning of the ADA.



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BOOK SUPPORTS

Internet Programming at the Small Public Library

by

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Successful library programming of any sort requires the cooperation of everyone involved. Attempting to present something as complex as the Internet involves the highest degree of cooperation possible. Through two different programs presented at the West Indianapolis Branch of the Indianapolis-Marion County Public Library (I-MPCL), the subject of the Internet in general, and the World Wide Web in particular, was introduced and explained to a variety of program attendees. Both programs were presented by librarians working together to convey accurate and relevant information gained from personal experiences as both information professionals and end users of Internet access services.

The first program was presented in April 1996 by three I-MCPL librarians — Mike Perkins, Mike Perry, and Mike Williams, euphemistically called “Mike cubed.” The program was titled “Weaving the World Wide Web: Information SuperHighway or HyperHoax of the '90s?” It dealt with the creation of the Internet, useful and useless Web sites, and public accessibility to the Internet via library terminals or personal Internet Access Provider accounts. Working from three different branch libraries, the Mikes collaborated via telephone, e-mail, and regular mail to plan the program by first assessing community interest in the subject.

A survey was developed to hand out to library patrons as they visited each of the three branches. The survey provided a general understanding of

peoples' levels of experience and knowledge of the Internet by asking questions such as: Do you have a computer at home? Did you know the library's catalog system is accessible by computer modem? Do you currently subscribe to an on-line service? Should the library provide public access to the Internet? Would you take advantage of such access if it were provided? Perhaps the most interesting finding from the survey was the overwhelming level of support for the library providing public access to the Internet. It appears that even those respondents who felt the library should not provide access, planned to use the access if it were provided.

Secure in the knowledge that there was sufficient interest in the subject to make a program worthwhile, even though at that time I-MCPL did not provide direct public access to the Internet, planning continued. Publicity posters and bookmarks were printed and distributed throughout the I-MCPL system, and the program date and time information was included in the I-MCPL newsletter, *Reading In Indianapolis*. Outside publicity was also garnered through press releases to citywide and community newspapers. A booklist of pertinent titles highlighting both pro-Internet and less enthusiastic texts such as Clifford Stoll's *Silicon Snake Oil* (Doubleday, 1995) was prepared. Technical and how-to titles were de-emphasized in favor of more literary treatments of the subject. Multiple copies of all the titles were displayed and available for loan, both before and at the program. In order to prepare the audience for a certain level of unavoidable, "techno-speak," a one-page list of "Terms and Definitions for Weaving the World Wide Web" was developed for distribution at the program.

In order to show the audience the Web sites being discussed, the Mikes brought in their own computers and utilized their own Internet accounts. The sites were selected and bookmarked only hours before the presentation to avoid any moved or down sites. An LCD video projector and scan converter displayed the colorful sites on a big screen for all to see. For better or worse, a typical Web session ensued with dropped connections and slower than anticipated response times. During the question and answer period a written list of the sites visited was requested. The list was later printed and mailed to all the participants who asked for it. The audience responded well, and program evaluations indicated a follow-up program would be welcomed.

Full World Wide Web access came to the West Indianapolis branch of the I-MCPL in February 1997. The Web's arrival brought with it anxious questions from patrons wanting to "learn to skate the net." By late spring it became apparent that some sort of presentation/training program on the Web

would be both interesting and useful. It would be interesting to expose an audience to some of the more useful or fun sites on the Web, and useful from the librarian's perspective as a training tool to help new users become acquainted with a point-and-click computer environment. An ambitious series of six sessions was planned to cover a wide variety of subjects ranging from getting started, through kid sites and fun sites, to launching your own search. A prize was offered to those attendees who came to at least four of the six sessions. The program series called "Web Treasures" was well publicized, even being featured in I-MCPL's cable television program "Between the Lines." The decision was made to once again utilize a home computer and modem to level the field, so to speak, versus the library's high speed connection. The reading list from the previous program was updated along with definitions, and each session brought forth its own list of Web sites for inclusion in each attendee's folder of material. Also included in the folders were brochures about Web access at the Library and "Child Safety on the Information Highway" from the National Center for Missing & Exploited Children. (The brochure is also available on-line at www.isa.net/isa.)

The first session went well, using a team presentation by librarians Vicky Bell and Mike Williams. The first part of the session covered the history of the Internet and experiences with Internet Access Providers. For the second half of the session, a group of carefully chosen fun sites was presented. Learning from prior mistakes, the Web sites and each opening Web page was saved, for presentation with or without a live hookup. As it turned out the audience for this first session even included some of the technical support staff from a local ISP (Internet Service Provider) who attended for a fresh perspective on teaching Internet access. Questions from the audience ran the gamut from the profound "where is the Internet?" to the more basic "what is clicking?"

Successive sessions were also team taught when possible, but some were solo presentations. The audience ebbed and flowed with some new faces being added as late as the fifth session. By the sixth and final session, a core group of five remained in the audience and the program had moved from the library auditorium to actual Web access on the branch's two public computers.

The lessons we learned through public programs include the absolute need for terms to be defined and used consistently by presenters. Providing a list of site addresses is equally important. While a booklist and display, along with an in-depth knowledge of the books in it, is important for discussion

purposes, Internet program attendees do not seem to be big Internet book readers. A strong publicity effort is vital. Both programs drew participants from areas of the city that were far from the branch's typical service region. While the Web is more than complex enough to require months to understand even partially, six weeks is too long to sustain a program's momentum. The team presentation format allows for a much more knowledgeable exchange of information between the presenters and the audience. People learn the operational basics much more quickly in one-on-one working sessions with computers. Regardless of age or experience, anyone who is willing can learn to use the World Wide Web.

When the Web comes to your library, it will bring changes with it. Website addresses appear in nearly every publication and on many products we bring into our homes. For many patrons, the library represents their first way to touch this new source of information. Sharing what we as information professionals have learned through programming, is a natural extension of our services. When sensational stories blaze across the front page, as *USA Today's* "Sex on the Net" did in the midst of our "Web Treasures" series, it becomes even more important to present the positive story of the library as the on-ramp to the Information Superhighway. While fully incorporating Web-based resources and their usage is our ultimate goal, programs like these have an important role in introducing the public to the Internet.

An Internet Reading List

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Expanding Service Horizons: Cooperative Planning Strategies for Public and School Libraries

by

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Learning and cooperative planning between school and public libraries help create a community of learners. Students benefit from library programming strategies that reach them both at school and in the community. This is a story about a successful cooperative relationship between school and public libraries. The network that facilitated this relationship included the Indiana State Library and Department of Education, the Indiana Humanities Council, local businesses, and the Indiana Community Network Association.

Historical Perspective

Spencer, Indiana in rural Owen County is bordered by the west fork of the White River to the east, and heavily wooded land tracts to the north, south, and west. Busy State Road 46 cuts a heavily traveled path through the center of town. With the aid of a school crossing guard, students from Spencer Elementary School can walk the few short blocks to the Owen County Public Library, and many classes now do so on a regular basis. Ellen Dibble, the Spencer Elementary School Media Specialist, promotes both school and public library visits as central to creating a community of readers. With more than 1,130 PS/K-5 students and more than sixty professional staff, Spencer Elementary School is the largest elementary school in the state. Due to county demographics, many, if not most of these children will never see the inside of the public library—unless they come with a class.

The Owen County Public Library was originally established in 1909 as a town library. It was housed in both the courthouse and the firehouse before settling into a seventy-five year residency as a Carnegie library on the Courthouse Square. About twenty years ago, the town library converted to a county-wide library. Over the years the library had been content to maintain very modest service standards. By 1995 there was little interaction between the public library and the three school libraries in Spencer beyond occasional interlibrary loans. As director of the Owen County Public Library, Lynn Jurewicz's goal was to increase the profile of community library service.

In addition to Ellen Dibble, the Owen County school librarians also included Judy O'Connor at Owen Valley High School and Myrna Fields at Owen Valley Middle School. Both the school and public librarians were interested in building bridges in order to provide better service. The first step involved increasing communication between them. Regular meetings presented cooperative opportunities that included both technical help and grant co-authoring, as well as some very exciting community programs.

Task Force Influence

Our quest for cooperation was influenced by Dr. Daniel Callison of Indiana University's School of Library and Information Science in Bloomington, and his studies of cooperation between school and public libraries. The Task Force on School/Public Library Cooperation was commissioned by the Indiana State Library Board in 1993. Their resulting report indicated a lack of formal collaborative ventures and recommended not only initiating such efforts, but also publicizing successful programs. In 1994 Dr. Callison presented the task force's conclusions at an Association of Indiana Media Educators (AIME) meeting. His report indicated that most of the cooperation between school and public libraries statewide was initiated by public librarians. While this information was debated and disturbed many, the larger conclusion — the lack of shared service opportunities — was even more disturbing.

Regional Library Catalog

The key element in fostering collaboration is communication. On a regional level we were afforded an opportunity for communication through membership in a shared catalog project, **Shared Information Exchange (SHINE)**. The combined regional library catalog effort was initiated to help small public and rural school libraries become automated and meet the standards set by the Indiana State Library for automation. All Owen County libraries were original members of the regional catalog. SHINE was awarded

an Indiana State Library Grant in 1992. Sara Laughlin, whose group Sara Laughlin and Associates currently offers library consultation, was our regional INCOLSA (Indiana Cooperative Library Services Authority) representative. As the grant writer and project coordinator for SHINE, she was responsible for ushering in a new era of school/public library cooperation in our region. Member libraries were offered opportunities to share cataloging and interlibrary loan problems both through the regional office in Bloomington, and through regular meetings of our Brodart Automation users group. It was a small leap from professional introductions to cooperative problem-solving; a larger one to shared programming.

Technology Planning

Another impetus to increased communication was the technology planning process. Indiana schools were directed to plan for the integration of technology by including community members and organizations, and the public library was an eager committee participant. The Indiana Department of Education Technology Planning Grant was a \$10,000 award to draft a five-year technology plan. The plan's acceptance would allow a corporation to apply for technology grants for low-income schools. Spencer-Owen School Corporation was awarded one of these grants. Subsequently, the Indiana Intelenet Commission through Access Indiana (Internet Services) provided for all school corporations to become part of the state communications network by providing Internet service to schools. The school corporation was awarded a 56K connection that is serviced by Sprint and housed at Spencer Elementary School. These respective proposals were the result of cooperative efforts fostered through community technology planning by the Spencer-Owen Technology Committee.

Planning at the Public Library

In an effort to level the playing field, the State Library announced the availability of grant money to assist in automation efforts and to bring Internet access to public libraries. The RFP required a formal technology plan. The Spencer-Owen Public Library formed their own community technology committee for this purpose, and invited the school technology representatives to participate. The result was the co-authoring of several successful technology grants. Grant writing became one of the benefits of our cooperative efforts. Work on one grant led to another, and a larger community organization was formed to work on a grant for civic networking. The Indiana Community Network Association supported our grant application process. The central strategy of both planning groups was to include community stakeholders.

Cooperative Programs

Small beginnings led to larger involvement! Our association expanded from participating in one another's planning activities, to planning for cooperative programs. Our first program venture was Spencer Elementary School's annual Family Reading Night, traditionally held during Children's Book Week in November. Owen County schools have held family reading celebrations since the American Association of School Librarians' "Night of 1000 Stars" promotion. The 1995 theme was poetry, and a local poet/parent shared his work. Owen County Public Library director, Lynn Jurewicz, was a guest reader. In addition she brought her family, and helped with refreshments.

With Christmas fast approaching, the Spencer-Owen Community School Corporation technology coordinator, Lee Wiggam, and the Spencer Elementary School media specialist, Ellen Dibble, offered to conduct a pre-Christmas workshop for the community at the public library. The presentation and question/answer session were offered to answer the many Owen County Public Library patron requests for advice and direction regarding the purchase of home computers.

Tea Time

The month of March meant bad weather and Spring Break for local students. Buoyed by our early program and grant successes, we dovetailed programming for "Women In History Month". Dibble was featuring the American Girls dolls and books. The Owen County Public Library was offering a prize drawing. Participants registered by voting for a favorite doll. Dibble had rented the entire collection of dolls and their accessories, complete with author videos, buttons, bookmarks and literature, from Pleasant Company (Middleton, WI). Jurewicz arranged to rent the collection for the following week and hosted an American Girls Tea Party at the public library. Thirty-five girls were encouraged to dress like their favorite dolls, and participated in creating period crafts such as spring paper flowers and patchwork samplers. After posing for style photos, the girls indulged in fancy frosted cake, sipped juice, and watched an author video.

Goosebumps Lock-In

The flip side of our Spring Break programming was a Goosebumps Lock-In. This event was open to boys and girls in grades 2 through 4. Dibble had arranged for fliers to go home with the students to advertise the library's lock-in and the registration limit of thirty-five participants was reached immediately. We spent the entire night reading R.L. Stine's Goosebumps

books, playing board games, watching scary videos, telling stories, and drawing a mural, "Goosebumps at the Library". Refreshments included pizza covered with plastic flies, drinks with rubber bugs in the ice cubes, and a zillion batches of popcorn. Really lucky prize winners received such gross and disgusting prizes as plastic severed body parts, sticky eyeballs, and plastic spiders.

Internet Connections

Even closer collaboration followed during the American Library Association's (ALA) National Library Week's "Call, Visit, Log On" promotion. The Spencer-Owen School Board had just approved an Internet Acceptable Use Policy, and a few classes were dialing in to the Internet in the Spencer Elementary School Media Center. The Owen County Public Library was working on a technology plan that included Internet access. End-of-year funds had been spent on a new Pentium workstation for public access and this workstation had been placed in the public library's Youth Services Department. The Owen County Public Library wanted very much to be a part of the ALA promotion but the library had just purchased a building for renovation and funds were severely constrained by the building plans. Dibble provided complimentary technical expertise by arranging for the use of one of the school corporation's Internet access accounts from their service provider, Bluemarble, Inc. for the promotional period. She set up the modem and we drilled a hole in the floor of the Carnegie library building to run the phone access out over the fax line. Eleven-hundred promotional fliers went home to parents of the elementary level school children. A local manufacturing company was contacted to produce a 30-foot promotional tarpaulin, which read, "Surf's Up! Try the Internet Here!" One of the advantages of a small community is that members are so willing to pitch in to help. The local fire department used their ladder truck to drape the Internet banner across the front of the Carnegie library building, and the banner was visible across the Courthouse Square.

This was a success story for all involved: Jurewicz was able to launch a successful promotional campaign during a time of high interest in this new technology. Parents and community members were enticed to try the Internet, smoothing the way for the school corporation's Acceptable Use Policy. This beginning led to installation of a free telephone line and long-term Internet service, donated to the library by Clay County Rural Telephone. This was a great deal for the public library whose financial commitments were already constrained by the need to budget for their new facility. The library gave credit to the expertise of the schools, which was great for community relations, and the library gained credence for their technology profile.

Reading Warriors

As we approached the end of the school year it was time to turn our attention to summer reading. The theme of the 1996 Owen County Public Library program was "Reading Warriors". Our promotion skills were really starting to pay off. Each successful venture built the positive image of libraries and learning in our community, and attracted stronger sponsorship for future program ventures. Summer reading activities took off with record numbers of participants. Reading Warriors benefited from more funding than previous summer programs due to the successful community support that had been generated by our increasingly visible cooperative programming. In this case, the library board attorney challenged members of the Owen County Bar Association to match her grant for the summer reading program. Attorneys who supported the program were acknowledged in promotional program fliers and on T-shirts, giving them positive visibility as library supporters. Reading Warriors T-shirts were presented to donors and program presenters, as well as youth program assistants. A summer schedule packed with Native-American-style festivities included building a wigwam on the library lawn, authentic grass dancing with an award-winning pow-wow dancer, and arrowhead making. Local author Dark Rain Thom made a rare public presentation and Dibble told picture stories using Native-American characters and settings.

Where's Walden?

"Where's Walden?" was the most involved program to take advantage of the successful partnership that had been created between our school and public libraries. The inspiration for this exciting cooperative venture came just as Reading Warriors was winding up. Local hero and beloved third grade teacher, Fred Walden, had arranged to accompany a group of Indiana teachers to the Amazon Rainforest just before the fall semester was to begin. Coincidentally the public library was kicking off a fund-raising campaign for a \$16,000 Rainforest model to be installed in the Youth Services area of their new facility. The concept was simple: Take a laptop into the jungle and have Walden communicate with the kids back home through an Internet connection. After all, wasn't there a project in South America that did this? Walden was reluctant to take someone else's computer into uncharted territory and there was the issue of phone service. So instead, we would settle for a simple cellular telephone connection. This seemed like a logical grant project for Ameritech but it was turned down because of an Ameritech corporate policy prohibiting grant funding of their own services. The grant proposal was then submitted to the Indiana Humanities Council (IHC), which had the discretion to approve with a short lead time, and we were delighted to be funded by the IHC for the global community emphasis of our project.

The library already had a dial-a-story line that featured storybooks, so that line was commandeered for the Rainforest relay. Now we needed to set up remote access to the message machine. The voice-mail process was beset with technical glitches. A number of answering machines were tried before we found one that would allow remote call-in by password, and remote message retrieval for our community callers. Our contacts with the Brazilian embassy were sketchy and apparently cellular technology is protected in some foreign regions. Walden would not be permitted to bring a cell phone into Brazil! We finally settled for daily pay phone connections. The brain-storm of pre-recording expected itinerary and experiences was our saving grace, however. Walden was unable to get to a phone on a couple of days but we had the tapes and their transcriptions to play when this occurred. Children and families were able to follow Walden's adventure and learned to plot the trip on maps of South America. They filled a jar with questions about the trip that Walden answered during his phone calls.

Buttons and T-shirts advertised the project and its cooperative partnership, and Owen County's Friends of the Library sold out of the shirts at the County Fair. Students and families from all over Indiana learned of the project and called the Rainforest Relay to follow their teachers who were with the Amazon group. Owen County State Bank, the cornerstone bank in Spencer, underwrote the program. Thousands of Highway 46 commuters read of the project and its phone number on the bank's scrolling lighted sign, and public service staff at the bank participated by wearing "Where's Walden?" T-shirts on Day-One of the adventure. The local newspaper, the *Spencer Evening World*, printed the text of Walden's phone calls daily under the program's logo.

Rainforest Redux

In order for Walden to share his adventures in person, a follow-up celebration was planned. The public library hosted the program, but the celebration focused on the involvement of Spencer Elementary School. The return of Family Reading Night featured our local celebrity, Mr. Walden, sharing his Amazon adventure with both school and community. A standing-room-only crowd gathered at the school to meet a pink-toed tarantula and view Mr. Walden's slides. Refreshments of Rainforest Crunch and Tropical Punch reinforced the theme and that night the public library kicked off their first-ever winter reading promotion, Read Around the World.

Read Around the World

This winter reading program followed the Children's Book Week theme of "Oh, the Places You'll Go..." Library staff took instant passport photos of children in attendance and used them to make Reading Passports. These were stamped for South America and signed by our own South American adventurer, Fred Walden. Students were encouraged to read or visit Web sites that would take them beyond their own shores. The public library set up an International Penpal program and encouraged school classroom members to sign up. Mr. Walden's class was the first to register. The program took full advantage of promoting international awareness, which was one of the goals of the Indiana Humanities Council as sponsoring grant agency. The high profile of the Walden grant helped raise an additional \$11,500 in private gifts for the Youth Services Department in the new library facility.

Spirit of Cooperation

Cooperation was not limited to Spencer Elementary and Owen County Public Library. Both the high school and middle school participated in community-wide efforts to raise the profile of libraries. Owen Valley Middle School, a recipient of a Middle Grades Reading Program grant funded by the Lilly Endowment, worked extensively on creating a community of readers among middle grades youth. Their grant helped fund student participation in the Young Hoosier Book Award program that is sponsored by Association of Indiana Media Educators. The grant funded annual visits by Young Hoosier Award authors. These visits were celebrated by elaborate "Read and Feeds," which included recreating an environment from a book, playing a board game based on the book, and community presentations by the famous authors. Public library staff members were involved in promoting and facilitating these Read and Feeds. A team from the middle school (Media Specialist Myrna Fields, Reading Specialist Darla Staley, English teachers Becky Hayes and Kim Benton, and Principal Jeff Sherfield), presented their successful Read and Feeds program at the 1997 International Reading Association conference in Atlanta, Georgia.

Owen Valley High School librarian and public library board member, Judy O'Connor, sponsored a "Read Around Owen County" promotion in the Spring. She compiled our reading statistics and submitted the cumulative miles of reading around the county borders, as our county's contribution to American Association of School Librarians initiative "Count On Reading" totals.

Challenges to Service

One of the challenges to having a close working relationship between public and school libraries is changing the image that library service may have in the community. The image has traditionally been a sleepy warehouse of books, rather than a dynamic information center with programs to promote lifelong learning and literacy. Community taxpayers may point out that tax dollars are paying for both school and public libraries, which some may consider a duplication of materials and services. Paradoxically, this sentiment is most likely to surface when services become successful and have a higher profile in the community. Library board members may be put under political pressure to discourage their support of even successful programming. This can be true even though programming is not budgeted and fund raising is the primary source of financing. It is the perception of spending tax dollars that can hurt a higher service profile in some communities.

As librarians we purchase books and other materials as we can afford them, and we teach information skills and promote reading, but we believe programming creates an invaluable outreach to our service population. Our success has proven to us that programming is worth the time and effort and the continual quest for funding to support it. Most importantly, all of these elements go further when we work together!

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Other Resource

Indiana Community Network Association; <http://www.icna.net>

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Using the Internet for Reference: Two Points of View

by

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*"Once reference librarians get mobilized,
they are an irresistible force and cannot be stopped"*

— Margaret Mitchell

Using the Internet for reference is a daily part of our jobs, a fascinating, complex, riveting part of our jobs. When we first began to use the Internet very regularly, it would have greatly assisted us to have practical tips. The objective of this article is to organize practical information on using the Internet for reference, for beginning to moderate users of the Internet, regardless of what type of library they work in. What we share with you is a combination of experience and research from the perspective of two librarians. Maxwell is the reference librarian at the Bloomington Indiana Cooperative Library Services Authority (INCOLSA) office and handles reference questions of a diverse nature from regional libraries. Morrison is a government publications librarian at Indiana University Bloomington, and handles reference questions particularly on the U.S. Federal Government and on statistics. When we refer to the Internet in this article, we are referring to the World Wide Web, although we recognize that the Internet is more broadly interpreted than just the Web.

The Internet has permanently expanded your library's budget and horizons. Many libraries find they no longer need to purchase print reference tools, particularly when they only need access to the latest edition. The most important thing to remember when using a reference resource on the Internet is that you must evaluate it based on the criteria of good reference sources.

Evaluating Internet Sites

Using the Internet for reference allows you to expand on the skills you already possess. When you use print reference sources in your reference collection, the decision has already been made that the source is a valuable and useful resource. Daily Internet reference requires active evaluation of the Internet site you choose to use until you are confident of the site, and it is an important, required element of providing Internet reference. The same criteria that is used to evaluate print reference tools, even CD-ROM-based reference tools, can also be used to evaluate the appropriateness of Internet sites for reference use: authority, viewpoint and objectivity, currency, ease of use, indexing and searchability, and organization. Here is a breakdown of how you can evaluate Internet sites to enable you to select the best sites for your library's reference.

Authority

Who wrote the site? Who sponsors it? What do they know about the subject? Anyone who can design and mount a Web page can have a presence on the World Wide Web. In this way, the Internet is like a vanity press—anyone who really wants to be published can be published. As Supreme Court Justice John Paul Stevens said in the decision on *Reno v. ACLU*, the Communications Decency Act case, “Any person or organization with a computer connected to the Internet can “publish” information. Publishers include government agencies, educational institutions, commercial entities, advocacy groups, and individuals.”¹

Viewpoint / Objectivity

Who is the Internet site likely to please or offend? Many sites are objective, but librarians should be aware that others have less balanced points of view. Fan clubs, people who have axes to grind, and people who really don't know what they're talking about can all legitimately post information on the World Wide Web. We can't necessarily assume that everything they post is accurate.

Currency

How up-to-date is the site? A good Web site will indicate when it was updated. Just because the Internet is a relatively new medium for reference work does not mean that everything on it is up-to-date or even the latest version available. For example, *Bartlett's Familiar Quotations* is on the Internet, but it's the 1901 version, thus not useful if you want a quotation from the past century.²

Ease of Use

Considering the comfort level that comes with the relatively more familiar print medium, ease of use can be a major factor. This involves not only the abilities of the user and the accessibility of the computer, but also how well-designed the Internet site is. What would this site look like if it was printed out?

Indexing / Searchability

Is the Web site indexed? Does it provide a search tool to help you search within it? Is it indexed in such a way that a search engine will help get you to an appropriate place within the site?

Organization

Is the information within the Internet site arranged in a way that is logical and that makes the needed reference information easy to find? Is there a table of contents? Does that table of contents refer you quickly to a place within the Web site with the information you need?

An area of practical concern when using the Internet for reference is defining characteristics of the medium that is the Internet and how that affects the librarian and the patron. Although materials can be updated incredibly fast, a reference librarian will still need to consider whether or not it is even appropriate to use the Internet on a question by question basis. In some cases, using a print source—a book—will simply be better and faster in answering the patron's needs. The reference librarian will also need to consider whether they and the patron they are helping, are both comfortable using the Internet. It may not be appropriate to use it if either has a phobia about using it or if either has time constraints. Are both parties comfortable using a mouse? Can they successfully navigate an Internet site using a Web browser like Netscape or Microsoft Internet Explorer? A quick review of the following points for the beginner or moderate user of the Internet will assist in making the decision to use the Internet.

Is Using the Internet Appropriate for Your Question? A Checklist



- Are you and the patron comfortable with using the Internet to answer this particular questions? Are there physical restrictions?
- Would a book be faster or better?
- Do either of you have a phobia about using the Internet?
- Do you both have the time?
- Once you find the patron a site, is there a place where they can sit awhile to browse it, especially if they need detailed information you don't have time to get for them.
- Can they use a Web browser? Are they comfortable using a mouse? Navigating the site? How much computer training do you need to give?
- Will the patron need a printout of the results? Can you provide this, or do you have a specific policy? Is there a fee?



Serving patrons with Internet information involves more than finding the information on the Internet. Once information has been located on the Internet, is there a place where the patron can work comfortably to browse it? Can a patron make a printout of the results, and do you have a good

printer that can make copies in a reasonable amount of time? Do you want patrons to be able to do so? Do you let them print for free or do you charge? Libraries are formulating policies and guidelines to answer these questions because they are finding a high demand for Internet information once they begin to provide it.

Professional Development For Reference Librarians Using the Internet

Continuing professional development of Internet skills is invaluable to librarians. Because the Internet represents the future of information in our society, librarians and all library staff need to learn as much about this valuable resource as they can. It is not necessary to become an expert in using it immediately because you constantly build on your skills, but we predict that the Internet will be available in all libraries in Indiana, no matter how small. Librarians would do well to find some time to practice using it.

There are a variety of ways you can improve your Internet skills: you can take classes through e-mail or through the Internet itself. You can attend librarian conferences, or continuing education classes in an educational setting. Many people can improve their skills with a few classes and then use the Internet at work as much as possible to become familiar with their Web browser. Constant use and experience, as well as asking your colleagues questions, will satisfactorily upgrade your skills. If you are isolated in your library, don't hesitate to sign onto a library listserv and ask your questions. INCOLSA is a great resource for upgrading skills and their calendar of classes is now on the Internet.³

You must be comfortable to a certain extent with the Internet to answer questions, but you do not need to know every tool available on your browser, or even most functions. Librarians have experienced receiving tips from patrons. That's no problem. After all, librarians know the resources, and we understand the organization of knowledge. Patrons will often have the technical knowledge of how the Internet works, but not how to find the information they need. As the Internet is taught to a greater extent in public schools, our patrons are learning computer skills at a younger and younger age. When librarians combine technological skill with reference knowledge when using the Internet, we are learning a new and very powerful tool to put that knowledge to work to serve our patrons and move reference librarianship into the 21st century.

Practical Skills For Using the Internet For Reference

Learn the components on the main screen of whatever Web browser(s) the library uses. Learn how to scroll up and down on a page and to move back and forth between pages. Learn how to type URLs to go directly to Internet sites. Learn how to make, use, and delete bookmarks—a way of programming a Web browser to go to Web sites immediately without going through other menus or links.⁴ Get help from others. Attend hands-on workshops. Get help from colleagues, friends, and children even, who know more about it than you do. A study by Chuck Koutnik found that with greater searching experience on the Internet, it took less time to answer questions using it. Learning to use browsers and accumulating bookmarks contributed greatly to this increase in speed, as well as to knowing when the Internet was not likely to yield an answer.⁵

Once you become comfortable using the Internet, learn how to get it to work for you. Learn how to use at least one search engine well and acquaint yourself with others. Search engines are ways of looking for specific information within the World Wide Web, like finding a needle in a haystack. Some search engines have compiled a subject list of places for you to look, arranged like the table of contents of a book. Examples of these kinds of engines are Excite, Lycos, and Yahoo! Other search engines use a keyword search to compile a list of specific Web sites for you to look at. Examples are AltaVista, Excite, InfoSeek, WebCrawler, Cyber 411, and All-in-One Search Page.⁶

(Re)acquaint yourself with Boolean logic. Search engines often use it—in various ways—to locate information. Boolean logic is the process of including or excluding information using the operators “and”, “or”, “not”. Learn how to perform truncation, etc.

Once you have gained experience searching the Internet, you’ll realize that you can’t necessarily just type a word and get great results. Temper your expectations and learn to critically evaluate the results you get.

Recognize some of the idiosyncrasies of the Internet. Check your typing. Retry a URL when you don’t succeed in getting to the site the first time. If a site is slow to load, hit the “refresh” (or similar button) to get it to load again. Go to another site if necessary. Some sites are quicker to load than others. The network connections may be slow. A site that is huge and unorganized may take more time than you have and may not be useful. Learning to use the Internet for reference involves a new kind of collection

development. Through the process of using the Internet and practicing with it, you will begin to see Internet sites that you find useful and that you use often. Learn how to bookmark those sites on the computer(s) that you use to browse the Internet. Look at other libraries' Web sites and their collections of Web links. Develop a list of links for your library's Web site—or—for use at your public service desk(s).

Learning How to Get the Internet to Work For You



Cut and Paste
Move and save files
Bookmark
Use at least one Search
Engine
Boolean Logic
Reload/Refresh
Find several favorite Web



The Internet allows each library to develop a new kind of collection through use and practice. Many library Web pages have highly developed Internet reference collections. A library can develop its own, or depend on other excellent library Web pages. Many libraries include bibliographic records with Web addresses in their on-line catalogs and some allow the patron immediate access to the Internet through their catalog. Ready reference sources on Internet sites are highly valuable, particularly to the beginning Internet reference librarians.

Copyright and Fair-use Questions

The full-text of an article is not going to be on the Internet unless someone has put it there (with or without copyright permission) or unless someone is paying for your access. This access is via a paid subscription to one or more databases or by paying for access on an article-by-article basis. The Inspire (Indiana SPectrum of Information RESources) service, managed and operated by INCOLSA, has provided access for Indiana residents to several EBSCO bibliographic databases since the beginning of 1998.⁷

We do have free access to government information under the law, previously only through the Federal Depository Library Program, but now also electronically. Many government publications are available free and in full-text on the Internet, for example census statistics and legislative publications. The Library of Congress has begun a National Digital Library project which includes making historical documents available on the Internet to the public.⁸

Useful Internet Sites for Library Reference

Several subject areas lend themselves best, to reference via the Internet.

Current Events / News / Hot Topics

The Internet is a great place to find information about news stories as they are breaking. This is news that won't be in the newspaper until the next day or in news magazines until the next week. Many print and broadcast media have Web sites that post news stories on the Web as soon as they can get them. This is also a good place to find current weather reports.

Business Information

Current stock market reports, company information, and information for job seekers are easily located and updated often on the Internet.

Government Information

Congress has directed the Government Printing Office to make a transition to the electronic environment by providing United States citizens with free access to government information. *GPO ACCESS* which includes the *U.S. Budget*, the *Congressional Record*, other legislative publications, and regulatory information is only one type of government information that is available through the Internet⁹; legislative documents are also available at the Web site *THOMAS*.¹⁰ Most federal, state, and many local government agencies are now on the Internet, and these sites offer substantial information about the agencies and their work. There are specific search engines that search only on government sites, which can quickly link you to an agency. Many government sites have e-mail addresses for your questions.

There are also specific tutorials on finding government information on the Web such as Marilyn K. Moody's at <http://ublib.buffalo.edu/libraries/units/sel/mkm/special/>; Sally Lawler's "Finding Government Information What's the Difference" at <http://www.libraries.wayne.edu/purdy/govtrain.html>; and Patricia Cruse and Sherry DeDecker's "How to Effectively Locate Federal Government Information on the Web" at <http://gort.ucsd.edu/pcruse/universe/intro.html>. For government information for kids see "Uncle Sam for Kids!" at <http://www.win.org/library/matls/govdocs/main.htm>.

Popular Culture (Movies, TV, Books, Music)

Not only can information about popular culture be found on the Internet, but libraries can also use the information for their own collection development purposes. Sites tend to lean toward the sales and reviews of

books, sound recordings, and videos. The catalogs of other libraries fit within this category and can be useful to consult for various reasons.

Sports Information

Like news, sports information can be updated and posted on the Internet on a more timely basis than it can be via newspapers and magazines. Lots of information is readily available on the Internet, from that about major sports teams and leagues, to that about more obscure sports and sports popular in other parts of the world.

Medical Information

Due to the absolute need for medical information to be as current as possible, the Internet is a good place to disseminate it as well as to look for it. This information tends to be highly specialized, rather than basic knowledge.¹¹

Travel Information

Information about ever-shifting airline and rental car fares, hotels, tourist sites is easily found and frequently updated on the Internet.

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Internet Policies & Standards in Indiana Public Libraries

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Introduction

This paper was a result of the author's search for information about issues of intellectual freedom, particularly as it relates to public libraries in Indiana and the Internet. Recent articles in library journals and newspapers have pointed out the need for librarians to be aware of community concerns regarding the availability of "pornography" or "obscenity" on the Internet.

According to the Information Technology Association of America's (ITAA) *State Laws on Obscenity, Child Pornography and Harassment*, "'Obscenity' is typically defined as material which, to the average person, applying contemporary community standards, and taken as a whole: 1) predominantly appeals to prurient interests, 2) lacks serious literary, artistic, political, or scientific value, and 3) depicts or describes nudity, sex, or excretion in a patently offensive way."

This definition, of course, has several problems. How do we define the "average" person? Also, what are contemporary community standards? Are contemporary standards different from standards of the past and future, for all people? How do community standards differ from one another? And, as questioned in the document, "what constitutes the relevant "community" in on-line environments without geographic boundaries?"¹

If one believes the press, there appears to be a perception on the part of many members of the public that pornography is readily available on the Internet and that libraries need to do more to monitor what children can access. Many libraries evidently do believe the press. It was recently stated, "In the past few months, a mix of patron complaints, staff concerns, and press coverage has focused on library patrons' access to what has been indiscriminately labeled "net smut."² "The total number of libraries which

have rules against viewing 'inappropriate' or 'pornographic' materials continues to increase."³

This author recently resigned from her position as library director at a library that served a population of about 40,000 individuals in a predominantly rural setting. Her reasons for resigning were closely related to this topic. It is normally expected that any standards determined by the library Board of Trustees should be based on the needs of the entire community, not just one vocal segment. But, in some cases, a small segment of the community is allowed to take control of a library and its policies. In recent years, it had seemed to the author as if library policies were being established for a small minority of her community because the library board was no longer taking measures to represent all of the public.

It is this author's main concern that very wrong assumptions are being made about the tastes and values of the general public. Libraries are in danger of setting policies for a conservative minority to the detriment of the majority of our citizens. As a recent example, two patrons had complained about access to nudity on the Internet at the author's hometown library (after her resignation). The library's Board of Trustees assigned the interim director to formulate a new policy, rather than adhere to the approved Acceptable Use Policy. She chose a policy she borrowed from another library and recommended to the board. Her reason was, "There are four rules, in bold, that everyone can see." Her reasons for choosing bold print can be understood, as can any librarian's reasons for borrowing instead of recommending policies unique to his or her own community. After all, libraries can be busy places. But, is the public being well served when it is being viewed in such a condescending manner? Surely, some of the reading public could understand more than four rules.

Freedom of Speech is a concept that most librarians seem to feel very strongly about. The Internet may be today's preferred delivery of free speech, just as underground publications flourished in the Sixties. The main reason for choosing to survey public libraries that use the Internet, is because the Internet has had the potential to be a forum for free thinking, and because many librarians have been concerned about Internet issues. The author hoped to learn if concerns about public libraries, the Internet, and intellectual freedom, were legitimate.

In recent years, the author has been monitoring many different sites on the Internet, and had been surprised that people seemed so tolerant of others. In recent months, when she was employed in a library, from time-to-time a

concerned reference assistant would bring to her attention that young patrons had been viewing inappropriate materials. However, library policy stated clearly that the Internet contained questionable sites. Children needed signed permission from a parent or guardian in order to use the Internet at the library. To determine the ease of access to pornography some random searches using terms such as "nudity" and "xxx" were completed. In all cases, it was found impossible to view hard pornography without first being notified that the site was for adults only. Admittedly, it would have been easy for a young person to bypass the warning simply by claiming to be an adult. However, it was difficult to believe that a child could "accidentally" view hard-core pornography.

That being stated, the library staff at the same library was concerned when a group of young men pointed out to a staff member that soft pornography could be viewed by simply double clicking on photographs of a television actress. No warning was given in this case, except a note at the bottom of the "page" that indicated the photographs were "nude pics".

But, very recently the ready access to many different kinds of materials on the Internet has caused some alarm in communities and within the library profession. During the Spring and Summer, articles appeared in *Library Journal*, and later, in the local Shelbyville newspaper.⁴ It has been disquieting to note that some institutions, professions, and publications that once took a firm stand against censorship, seem to be jumping on the Concerned Citizens Bandwagon. (Note that as of yet, to this writer's knowledge, no such organization exists.) And yet, few standards do seem to exist at this time. Librarians can choose not to buy a book or a video because it lacks any literary merit. But, the Internet shares many qualities with television. On the Internet, offensive materials are just "there" — one has to deal with them, like it or not.

Method

A survey method was chosen in order to learn what experiences librarians, especially public library directors, and public libraries are actually having with the Internet, and how librarians feel about the information provided on the Internet. Although libraries have done much to promote freedom of information in recent years, including access to non-print materials such as videos, the Internet appears to be set apart in such discussions. Pornography seems to be especially bothersome to the public and librarians. The success of the Internet as a research tool for the public does not seem to be in question.

It was also determined that a survey would help to see how public library directors help the library board members set policy. In theory, board of trustees members are given the responsibility of determining policies, based on the desires of the communities they serve. Library directors have the role of suggesting such policies to their boards, possibly with input from staff members and the community. It is also up to the library director to implement the policies determined by the board of trustees. By using the survey method, it should be possible to determine how frequently the policy of each library is actually decided by the desires of the entire community.

Not all public libraries in Indiana were surveyed since several still do not have Internet access. To decide which libraries to survey, the author checked to see which libraries have Web pages, assuming that those libraries with Web pages would be most likely to have public Internet access. Many of those libraries have published the library's Internet policy on their sites. Also surveyed were libraries with dial-in access or e-mail addresses, assuming that they would also be likely to have public Internet access. Lastly chosen were several libraries at random. A total of 109 surveys were sent. Seventy surveys were mailed and thirty-nine were sent by e-mail or fax.

Survey Results

Thirty-six libraries responded to the survey. The Internet was also searched to determine how many libraries published Internet policies on their Web pages. Survey questions and responses follow:

1) *Do you have an Acceptable (Computer) Use Policy or an Internet Policy?*

Of the thirty-six libraries that responded, thirty-three had such policies. An additional thirteen libraries have published Internet policies on the library Web pages, but did not respond to the survey. All of the three libraries that responded negatively are not yet on the Internet, and one of the three stated that "our board does not want public accessible Internet."

2) *How did your board of trustees members determine your policy?*

a) *Public input through a survey*

No library that responded to the survey solicited public input through a survey.

b) *Staff input*

Twenty-nine libraries determined policy through staff input.

c) Public input through comments to staff or board members

Nine libraries used public comments to determine policy.

d) Board member(s) preference

Seventeen libraries determined policy based on the preference of board of trustees members.

e) Other (please explain)

Fifteen libraries used other means to determine policy. Two libraries used committee input, four libraries borrowed from school policy or guidelines, seven libraries researched policies from other libraries, two referred to other unspecified institution policies, and one library used vendor input.

3) Do you prohibit patrons from looking at, or reading, pornography on the Internet? If yes, have you defined pornography within your policy statement?

Twenty-three of the surveyed libraries forbid the display of pornography. Of libraries that have posted Internet policies on library Web sites but did not respond to the survey, six specifically forbid accessing pornography (sexually explicit material). Six forbid illegal activities or have a disclaimer, and two state that a more detailed policy is posted at the library. Most of the libraries that replied yes to this question were careful to state that they defined pornography legally. Only two libraries actually provided a definition. Both were very similar. "Accessing, transmitting, uploading, downloading, or distributing pornographic, obscene, abusive, or sexually explicit material or language" was one of the definitions. Similar wording was used by the second library whose director stated, "(Pornography) is a reflection of community standards but ... it is not a black and white issue ... but grey and really not possible to enforce." "Policy prohibits illegal activity," was another statement used to define what patrons cannot do on the Internet.

According to an Internet article, "All fifty states and the District of Columbia have laws governing obscenity, child pornography, and harassment."⁵ Indiana's statute prohibits distribution of electrical reproductions of obscene material.⁶

Of those libraries that chose not to define the term in the policy, a typical justification was that "'Pornography' is an extremely loose term and what is (illicit) for one person is not...for another...Legally determined pornography will be forbidden." Most librarians appeared to be uncomfortable playing the role of censor, and seemed to hope that the patron would "self-censor".

4a) *Do you use software to block certain topics?*

Seven libraries use filtering devices.

4b) *What software do you use?*

Surfwatch 2, Net Nanny 1, Cyber Patrol 3 (one library stated that it was only used on the children's computer), Webtrack 1, Not specified 1

A concern was expressed by a few libraries that felt use of such filtering devices would incur responsibility on the part of libraries when filters are not totally effective.

A second part to this question dealt with the level of satisfaction felt by the public, staff members, and board members with the library's policy regarding use of filtering devices.

	<u>All respondents</u>		<u>Respondents with filtering devices</u>		
Public	Yes 13	No 1	Public	Yes 5	No 2
Staff	Yes 9	No 3	Public	Yes 3	No 3
Board	Yes 9		Board	Yes 3	No 1

Comments:

"Parents like the software, but sometimes other patrons complain it blocks sites it shouldn't."

"No. Recent Supreme Court ruling has made it unlawful to filter adult use of the Internet ... We feel juvenile use is the concern of the parent. We do plan to use our Web site to direct parents and children to recommended sites..."

"We used Cyberpatrol for several months, but it didn't work."

A concern was stated by one library that does not use a filter that the "public seems to think that porn is readily available and regularly used, when it is not."

5) *Are you satisfied with the quality of information provided on the Internet?*

Twenty-one respondents seemed to be generally satisfied with the quality of information. This was a difficult response to measure since many people chose to answer with qualifications, rather than a simple yes or no.

Some typical responses follow:

“Seems to be popular with the public.”

“Some of the information is excellent. Some is not...”

“We cannot afford to keep the (breadth) and depth of material found on the Internet.”

“We have had very good success with information about health topics...”

“...There are many treasures on the Internet, but sometimes you really have to dig to find them.”

“The volume of information sources is outstanding, even though much is less useful and even distasteful.”

“Much of the information is not high quality.”

“Some information sites are marvelous, others are outdated or even contain errors...”

6) *How do you help patrons determine the reliability of sources? Of those libraries who assist patrons to determine reliability the following statements are typical responses:*

“We can check other sources for credentials, accreditation, factual content, verification of source material, etc.”

“We provide workshops and offer reference assistance...”

“We (have) Internet classes the third Wednesday of every month...”

“We encourage our patrons to use reputable sources.”

“The reliability of Internet sources is a problem addressed by training librarians how to validate and research Web sites for credibility.”

“...By providing guides, counseling, informing...”

“A part of (basic Internet training classes) includes discussing the indicators of the reliability of a particular source...”

“(Our) use policy states that some sites might be inaccurate.”

“Checking in print sources whenever possible.”

7a) *Do you feel Internet “authors” should sign articles and cite information sources?*

Twenty-seven respondents felt that Internet “authors” should sign articles.

7b) *Should the method of citation be standardized?*

Twenty-two librarians felt there should be a standardized method of citation for Internet articles. Respondents were less sure about having sources cited than signed. There was some concern about the loss of freedom when authors are “required” to follow standards.

8) *Do you see a need for other standards? (This question was asked only of e-mail survey participants.)*

One participant stated, "It would be extremely useful if all information providers put dates on the information added to their Web site."

Policies and Web Pages

In preparation for this article, the author viewed acceptable use and computer policies on public library Web pages, on the Internet. As with paper published policies, there is little consistency from one library to another. Some libraries publish a complete policy. Others publish only the computer (acceptable) use policy. And, some libraries make only a reference to the complete policy's availability at the library. In general, larger libraries have published more thorough policies on the Internet, which might serve well as models for others.

Some libraries that have noticeably attractive, well-written policies are Allen County Public Library (Ft. Wayne) and St. Joseph County Public Library (South Bend). The information on their pages is logically arranged and the pages are easy to use. The Web sites of the above libraries are kept up-to-date. Many libraries have very attractive, up-to-date Web pages. But, oddly, some libraries appear to have never updated the Web pages once they were designed and published. This would seem to make poor use of the advantages of publishing information for the public, and other libraries, on the Internet. As an example, the author's hometown library had not updated program listings since March or April 1997. The page was being viewed on August 11th, 1997. On September 24th the library's server was down, so perhaps it has been recently updated.

Conclusion

In conclusion, the survey seems to indicate that many librarians are concerned about keeping the Internet freely accessible, at least to adults. Of the seven libraries that use filtering devices, five indicated satisfaction with the results. Two of the seven libraries use filtering devices for the children's area only.

In general, the public, staff, and board members seem to be satisfied with the solutions librarians have devised, although each library has had to determine the desires of the community with, seemingly, little input. Survey results show that few, only nine, libraries used public input to determine policy. Of those libraries using public input, *none* used a survey method, but

two did mention that committee input was solicited.

Of the thirty-six respondents to the survey, at least twenty-seven felt some standards should be encouraged. Twenty-seven felt authors should sign articles. Twenty-two librarians felt there should be a standardized method of citation. Another suggestion was that all articles should be dated to avoid use of outdated materials. Since outdated materials are of some concern, perhaps Web pages produced by libraries should be dated and kept as current as possible. Some respondents mentioned concerns about having requirements — such standards should be voluntary.

Perhaps the words of the American abstract expressionist artist, Robert Motherwell, can bring some wisdom to our modern defense of personal freedom. In 1948, in *Tiger's Eye*, he wrote, "Indeed, without trying to present a paradox ... one might say that it is only the most inhumane professions in modern society that permit the agent to behave nicely in everyday life and to regard the world with a merry and well-glassed eye."

Endnotes

1. *State Laws on Obscenity, Child Pornography and Harassment*. Information Technology Association of America. [no date]. 12 par. 1 chart. <http://www.ita.org/porn1.htm>. October 1997.
2. Norman Oder, "Krug's Toughest Fight?" *Library Journal* 122 (May 1, 1997): 38-41.
3. Carol Tenopir, "Online Use Policies and Restrictions," *Library Journal* 122 (July 1997): 33-34.
4. "Library Keeps Internet Access, Adds Limits," *Shelbyville (Indiana) News*, 5 August, 1997.
5. *State Laws on Obscenity, Child Pornography and Harassment*.
6. Ibid

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What Is This Thing Called INSPIRE?

by

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Director, Plainfield Public Library, Plainfield, Indiana

By the time you read this issue of *Indiana Libraries*, Indiana will have taken another stride into the information age. On January 15th 1998, Inspire: Indiana Libraries On-Line, expanded the universe of information to include on-line periodical databases that will be accessible to all citizens of Indiana, from libraries, schools, businesses, and homes, regardless of age, background, or interests. All that will be required is a computer with access to the Internet.

Just exactly what is Inspire? Broadly speaking, it is the information or content counterpart of the technology grants that have supplied us with all those computers and Internet connections we have been installing in our libraries in Indiana over the past few years. Specifically, it is a collection of on-line databases accessible over the Internet, that contains citations and full-text information, primarily from periodicals. And finally, it is the opportunity for all citizens of Indiana to have access to on-line information literally at their fingertips.

A little background, please....

In 1996 Millard Johnson of the Indiana Cooperative Library Service Authority (INCOLSA) arranged for a presentation of a project called GALILEO (Georgia Library Learning Online) at a meeting of the Cooperative. GALILEO provides access to on-line periodical databases to students across the state of Georgia. Johnson saw possibilities for a similar project in Indiana. He called together an ad hoc committee of librarians and technical staff that was representative of many types of libraries and many segments of Indiana's population. This group of people became the Inspire Steering Committee which today guides the direction of the Inspire project.

The Steering Committee formed two subcommittees: the Database Selection Working Group and the Technical Specifications Working Group.

Both subcommittees were made up of people representing the same interest groups as those of the Steering Committee.

The charge of the Database Selection Working Group was to consider issues pertaining to the content of Inspire. What types of databases were to be available through Inspire? What priorities should be considered in selecting these databases? How and where should Inspire be available? Guidelines were prepared and brought to the Inspire Steering Committee for consideration.

At the same time the Technical Specifications Working Group considered the requirements to provide state-wide access to the databases that would eventually be available through Inspire. Issues included consideration of one gateway vs. mirrored sites, software and hardware, how users would be authenticated as being citizens of Indiana, to name just a few. Other similar projects were contacted to obtain information, and software demonstrations were set up at INCOLSA.

The Steering Committee received and reviewed the reports of the working groups. It wrote a mission statement for the Inspire project, established priorities, and discussed funding and governance. One member of the Steering Committee and two members of the Technical Working Group assisted Millard Johnson in interviewing candidates for a prospective project manager. They hired Justin Lowe for this position.

Potential database vendors were identified and passwords for their databases were distributed to everyone working on Inspire. Members of the above-mentioned three groups spent hours on the Internet, visiting database test sites and evaluating the ease of use and quality of content. After a lengthy review process, four vendors were selected to make presentations at INCOLSA to the committee and working group members who had volunteered to serve as the evaluation team. A list of questions was prepared to be asked of the vendors at the demonstrations. These questions were selected to address concerns of different types of libraries and different ages of library users.

After the demonstrations, the evaluation team met to discuss the four vendors. Taking into consideration the criteria that had been established earlier by the three committees, the funds available, and the results of the demonstrations, EBSCO was selected to provide the databases for Inspire.

Not all of the Inspire action took place in meeting rooms, however. Early in the process, the Steering Committee sought funding from the Indiana General Assembly. With the help of the Indiana Library Federation and the Indiana State Library, Inspire received state funds in the amount \$1 million a year for the purchase of databases for two years. The State Library also provided half a million dollars in LSCA funds for hardware, software, and personnel costs for the first year of the project.

The INCOLSA staff and the Steering Committee members took the Inspire concept to librarians across the state during district meetings in the fall of 1997. The project was also presented to state legislators at the Indiana Library Federation's Legislative Day meeting. Representatives from the Governor's office and from Access Indiana (information network) expressed interest in the progress and content of the project as well as some of the issues surrounding it.

Finally, about a year and a half after the GALILEO demonstration, Inspire is a reality, thanks to the cooperative efforts of many people and organizations who saw the potential in the project, and who believed that access to information is a vital advantage for the citizens of Indiana. "Virtual libraries have been around for a long time, but they're usually only accessible to staff, faculty, students, or any other group that has directly come up with funding," says Project Manager Lowe. "Nowhere else on the Internet is there a virtual library offering free state-wide access to the kind of high quality information contained in Inspire. And what about value for money? Inspire has a tiny budget compared to other [projects]."

The work continues. The Inspire project is now affiliated with the Indiana State Library. Rules of governance, continued funding, and project evaluation are just three of the on-going issues that now face the Inspire Steering Committee.

How Do I Use Inspire?

(Caveat: At the time I am writing this, the Inspire databases are available for use for the first time. While the Inspire project manager and the INCOLSA staff have performed miracles, and EBSCO has been very cooperative, many of the details for access have yet to be worked out. The information below will be general and certainly subject to change. Detailed information will be forthcoming to residents of Indiana in the near future.)

The two most frequently asked questions about Inspire are: How does a resident of Indiana get access to Inspire? What databases and information are on Inspire?

Inspire is now available through its own Web page at INCOLSA's Web site. The address is: www.inspire-indiana.net. To use Inspire, go to this Web page and select the option for access to Inspire databases. This Web page also includes answers to FAQs (frequently asked questions) as well as other information of interest to Inspire users.

Inspire is designed to be accessible through the Internet through a personal computer. At this time the Inspire server at INCOLSA has been instructed to recognize the domain names of other Indiana servers. This includes domain names for commercial Internet providers as well as those for libraries and schools. This arrangement will permit broad access to Inspire for a large number of Indiana residents while other access issues are addressed. (The term "resident" also includes any college or university student studying in Indiana. The student could be using Inspire from a terminal in a library or a personal computer in a residence hall room.)

If you do not access the Internet through your own server or an Internet provider that is recognized by the INCOLSA server, there will be other types of authentication that you will eventually use to access Inspire. More information about authentication will be forthcoming as details are worked out.

The EBSCO databases that are available through Inspire are designed to cover four broad categories of users: academic, high school, middle school, elementary school, and general. The database titles are:

- Academic Search FullTEXT Elite
(includes peer-reviewed material)
- Business Source Elite
- Health Source Plus
- Newspaper Source
- ERIC
- Comprehensive MEDLINE
- MasterFILE FullTEXT 1500
- Collier's Encyclopedia
- Funk & Wagnall's New Encyclopedia
- Encyclopedia of Animals
- Primary Search

MAS FullTEXT Premier
Middle Search Plus

For complete lists of the periodicals included in each of the databases, visit the Inspire web page at: www.inspire-indiana.net.

All of the databases are available to any user at any site. However, databases may be selected and tailored for a specific site. More information about tailoring databases will be made available in the future.

The Inspire Web page features two methods of searching the databases: EBSCO's interface, and an interface designed by the INCOLSA staff using SiteSearch software. The SiteSearch interface provides the ability to standardize searching when using different databases with different search techniques. Both interfaces on the Inspire Web page allow simple keyword searches as well as advanced searching.

The databases themselves contain citations to articles and as well as many full-text articles. Graphics are also included in full-text articles when graphics appear in the original article. If you are using a Web browser and you find a citation or an article you want, you can print it using the print function of your Web browser. Also, you may save it to your hard drive or a disk, again using your Web browser's functions. Or you may e-mail the citation or article, either to yourself or to a colleague, a student or a teacher.

What is the Future of Inspire?

The EBSCO databases will be available for two years, that is, the period for which Inspire is currently funded. Access during the first year of the project is free to all eligible users. An evaluation process will be designed to monitor performance of the system and the databases, and to guide future database selection. The Inspire Steering Committee will continue to build bridges with the people and organizations that will assure that funding is available for the project in the future. Inspire could also be the start of an on-line library for Indiana, as other types of information resources are considered and evaluated for inclusion in Inspire in the future.

Inspire will succeed to the extent that the people of Indiana use Inspire to find the information they need to conduct their daily lives, educate their children, and make themselves competitive business people. A vital part of the Inspire project now rests on the shoulders of all librarians in the state. That vital function is to promote Inspire to every citizen of Indiana and to

help every citizen take that step into the information age along with us.

Detailed information about Inspire can be viewed at: www.inspire-indiana.net.

For additional information about the project, contact:

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INCOLSA
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Inspire Mission Statement

Mission Statement:

To provide the residents of Indiana with equitable access to electronic information resources that enhance the quality of their everyday lives, the depth of their educational experience and the economic prosperity of their communities.

To provide this information through content-rich, full-text, commercially-available databases.

To ensure access to the databases for all residents of all ages, in all economic circumstances, in all walks of life, and in all regions of the state of Indiana through Internet-connected computers in homes, businesses, schools, and libraries.

To maximize the use of public funds through the cooperative purchase of these databases.

Governance and Operations of Inspire:

The Inspire Steering Committee is the governing body of the Inspire project and recommends policies and procedures to INCOLSA (Indiana Cooperative Library Service Authority). Representatives are appointed to the Steering Committee from:

1. AIME (Association of Indiana Media Educators)
2. Indiana Department of Education
3. Indiana Library Federation
4. INCOLSA
5. Indiana State Library

6. Indiana Public Library Association (one member from a large public library and one member from a medium-sized public library)
7. Indiana Library Federation Small Libraries Division
8. PALNI (Private Academic Library Network Indiana)
9. SULAN (State University Library Academic Network)

The Database Selection Working Group and the Technical Specifications Working Group report to the Steering Committee. Each Organization represented on the Steering Committee appoints the members to these two working groups.

Inspire is managed and operated by INCOLSA which is the agency designated for this purpose. The Indiana State Library and Historical Board allocates government funding to INCOLSA to carry out these functions.

Inspire Steering Committee

Name:	Organization:	Representing:
Charr Skirvin, Chair	Plainfield Public Library Plainfield, IN	Medium-sized public libraries
Ed Szynaka	Indianapolis-Marion Co. Public Library Indianapolis, IN	Large public libraries
Anne Mallett	Gary Public Schools Gary, IN	Association of Indiana Media Educators (AIME)
Jacie Morris	Indiana Department of Education Indianapolis, IN	Indiana Department of Education
Sally Otte	Indianapolis, IN	Indiana Library Federation
Ray Ewick	Indiana State Library Indianapolis, IN	Indiana State Library

Larry Frye	Lilly Library Wabash College Crawfordsville, IN	Private Academic Library Network Indiana (PALNI)
Pat Steele	Indiana University Libraries Bloomington, IN	State University Libraries Academic Network (SULAN)
Millard Johnson	INCOLSA Indianapolis, IN	ex officio

Inspire Database Selection Committee

Name:	Organization:	Representing:
David Lewis, Chair	IUPUI University Library Indianapolis, IN	Indiana Library Federation
Martha Roblee	Indiana State Library Indianapolis, IN	Indiana State Library
Nancy McGriff	South Central Schools LaPorte, IN	Association of Indiana Media Educators (AIME)
Jacie Morris	Indiana Department of Education Indianapolis, IN	Indiana Department of Education
Catherine Gibson	Indianapolis-Marion Co. Public Library Indianapolis, IN	Large public libraries
Debra Shaw	Plainfield Public Library Plainfield, IN	Medium-sized public libraries
Paul Schueler	Delphi Public Library Delphi, IN	Small public libraries

Tom Kirk	Lilly Library Earlham College Richmond, IN	Private Academic Library Network Indiana (PALNI)
Cheryl Kern- Simerenko	Purdue University Libraries West Lafayette, IN	State University Library Academic Network (SULAN)
Becki Whitaker	INCOLSA Indianapolis, IN	ex officio
Millard Johnson	INCOLSA Indianapolis, IN	ex officio

Inspire Technical Specifications Working Group

Name:	Organization:	Representing:
Ray Ewick, Chair	Indiana State Library Indianapolis, IN	Indiana State Library
Colleen Obergfell	Indianapolis-Marion Co. Public Library Indianapolis, IN	Large public libraries
Kathryn Holst	Huntington City-Township Public Library Huntington, IN	Small public libraries
Linda Hayward	Franklin Community Schools Franklin Central High School Franklin, IN	Association of Indiana Media Educators (AIME)
Mary Jo Erdberg	Indiana Department of Education Indianapolis, IN	Indiana Department of Education
Steve Schmidt	IUPUI University Library Indianapolis, IN	Indiana Library Federation

Lewis Miller	Butler University Irwin Library Indianapolis, IN	Private Academic Library Network Indiana (PALNI)
Brad Faust	Ball State University Bracken Library Muncie, IN	State University Library Academic Network (SULAN)
Millard Johnson	INCOLSA Indianapolis, IN	ex officio

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One Children's Librarian: A Philosophy of Library Service to Children

by

Stephanie Spetter, MLS
Youth Services Manager, Franklin Library
Johnson County Public Library, Franklin, IN

"You must love working with kids!" is the standard response I get from people when I tell them I am a children's librarian, right after the "Oh," and that nodding, smiling, quizzical look that says, "Is she an intellectual or a nerd?" If I did not think I would be ostracized for taboo honesty, I would always tell them "No, I do not love working with kids, I love my job." My job just happens to involve working with kids sometimes, but that is not what I do all the time. In fact, I only work with kids the percentage of hours that I work the reference desk and during programming time. The remainder of the time is spent in hours on other tasks and responsibilities such as program planning, department or library planning, publicity, collection development (which includes more long hours over selection aids and weeding), networking, evaluation, scheduling, outreach, etc. Children's librarianship revolves *around* kids: their parents, their caregivers, their social workers, and their teachers. All the materials we buy, all the programs we execute, and all the planning we do is a means to an end, and that is to serve this specific "brand" of library user. Serving this brand of user can be extremely difficult, because it engages, as demonstrated, a variety of people that have extremely different needs and desires.

I have established that library service to children includes serving not only the children themselves, but all of those involved in their care, education, rearing, health, and well-being. Part of my philosophy is that these are all library customers. As library customers, they should be treated equally, with as much attention and time devoted to the children as to adults. All of these customers should have equal access to library materials of all kinds regardless of situation or condition. As librarians serving these customers then, we must have objectives for service to insure that their many needs are met. In order to know these needs, we need to know the users (and non-users) and the community in which we exist as a library.

While the goals of the Children's Services Department may be to offer reference service and reader's advisory, informational and recreational reading, and programming for this brand of library customer, these are basic *services*. They are not methods by which we will accomplish offering these services. Community and customer needs change all the time, and that is why our objectives cannot remain static. People and communities are dynamic and we need to view our objectives as such. We cannot set these guides for ourselves and then forget that they exist or expect that we will never need to assess them again.

Creating a set of objectives for library service to children without knowing the library or its customers would be ludicrous. Suffice it to say that some hypothetical objectives for service in my utopian library would be (assuming that we have unlimited funds, staff, hours, and space):

- To provide constant reference service with all possible reference sources so that a customer looking for information or materials would never have to go any further than their first stop, the library. (Of course even more ideal would be for the customer to have access to all of these resources right from their own home.)
- To provide a program for children of every age level at least once a day, which they may attend with any caregiver, so that they may have exposure to the library and literature at any given moment which would in turn facilitate family and individual literacy.
- To evaluate these programs on a continual basis using statistics and customer evaluations, to change as needed, to add to or make them more frequent, or eliminate those that are unnecessary or unwanted.
- To purchase any and all available informational and recreational reading material our customers (*all* of them) might want based on their evaluations.
- To replace or eliminate damaged and unused materials based on circulation and customer evaluations.
- To provide outreach services to all schools, daycares, and playgroups — fitting into their regular curriculum at least once a week.

Of course these objectives only cover a few bases, and of course they are unrealistic. We cannot expose everybody to everything even though they may have a right to it. It might be more realistic to say that we should set a goal to be aware of our customers' needs and wants, and that our main objective would be to insure that we are in touch with our customers directly, through interaction and discussion in our daily activities. Those who do not voice an opinion are not heard. Really, how can we know what they want if

they do not say so? That's why we are trained in collection development, management, reference, etc. Sometimes we have to give customers what we *think* they want.

The variety of programs and services offered by a children's services department depends largely on the clientele. Keep in mind that we are offering service to those aged anywhere from birth to adult, but that the majority of our materials revolve around children and their lives. We may offer lapsit or story programs for young children, parenting and teacher collections of materials for adults, help teaching young children, board book collections for babies and toddlers, easy readers for those just learning or those having trouble, literature-based programs for school-age children, etc. Always considering the age group to be served, their stage of development, levels of coordination and understanding, and their needs, are crucial to programming and services.

Services can range anywhere from collection development and reference, to outreach and literacy. Programming can range anywhere from our popular "Chalk on the Walk" for all ages, to a symposium on story extensions for college students studying education and children's literature.

How do you determine what you choose to offer from the broad spectrum of choices? It's the same way you determine your objectives—by listening and asking what people want, what they think their children want, and what their students want. As demonstrated in the utopian library example above, it is unrealistic to expect to be able to provide everything to everyone, even though by rights they may deserve it. By continuous observation and evaluation we try to come as close as possible.

The Influence Of The Americans With Disabilities Act Upon Indiana's Academic Libraries

by

David W. Wilhelmus, MA, MS, EdS, JD, MLS
Director of the University Library
Martin University, Indianapolis, IN

Toward a More Diversified, Less Limited Student Body

I. Introduction

The Americans With Disabilities Act (ADA) is comprehensive statute that covers diverse issues that impact upon the academic libraries of Indiana, ranging from equal employment rights to enhanced telecommunications access for both disabled students and employees. The principal purpose of the ADA is to abolish discrimination against persons with physical or mental disabilities in all public facilities and allow them the opportunity to live productive lives.¹

This article will review the influence that the ADA will continue to have on Indiana college and university libraries specifically. In addition, it will address the potentiality of the ADA proving to be a benefit to institutions of higher learning — if approached proactively — as an opportunity to recruit a student population that historically has not matriculated in large numbers through higher educational programs. Thus, with an increase in the number of disabled students attending institutions of higher education, there is a resulting increase of disabled students utilizing academic libraries that will require special services to allow them the opportunity to access the library.

There are two ways in which Indiana college and university libraries have been affected by the implementation of the ADA. The first and most recognizable effect has been that Indiana college and university libraries must be physically accessible to persons with disabilities. Administrators of higher educational programs have been aware of the requirement of accessibility for nearly two decades, and the majority of newly constructed library buildings are accessible to students with disabilities. The second area of concern for Indiana college and university libraries is Title I of the ADA, which concerns employment of the disabled. The concept that an academic library should be accessible to persons with disabilities is not limited to the elimination of

physical barriers, but also applies to accessibility to employment for the disabled in faculty and staffing positions.

II. Review of the Legislation and Its Influence on Indiana's Academic Libraries

The ADA consists of five titles. Titles I, III, and IV refer, respectively, to discrimination in employment, to discrimination in public accommodation, and to telecommunications issues.² These sections of the ADA have been the most expensive to implement and the most controversial to resolve in the separate, but equal, manner in which disabled students have been treated historically by colleges and universities.³

Traditionally, Indiana colleges and universities have had the exclusive authority to establish admission standards for their own individual institutions. In recent years, however, this autonomy has been eroded by the enactment of selective federal and state legislation that makes it illegal to discriminate against certain protected classes of students in the admission process. With the advent of the enactment of the ADA in 1990, persons with disabilities were elevated to a new level of protective civil rights not dissimilar to those afforded minorities by the Civil Rights Act of 1964.⁴ The legal implications are profound and long-reaching, affecting proprietary and public institutions, including institutions of higher learning.

Historically, the mission of colleges and universities in America has been to prepare students to become well-rounded individuals grounded in the liberal arts and competent to enter their chosen professions. It is an immutable fact that as one's educational level increases so does one's earning potential. Institutions of higher education are now challenged by a large segment of America's undereducated population to offer appropriate educational programs in an adaptive environment that meets the needs of disabled students.

As with any new legislation that attempts to eliminate discriminatory attitudes that have been deeply internalized within society for centuries, the ADA is not free from criticism. The primary detractors to the ADA are employers and owners of commercial property who fear the added expense to construction costs that is necessary to comply with the ADA's accessibility requirements. According to the U.S. Architectural and Transportation Compliance Board, the cost of constructing a new building that complies with ADA regulations adds one percent to the total expense of construction.⁵ A more conservative figure is provided by the 1990 DuPont Survey, which indicates that the cost of complying with the ADA's accessibility standards is an increase in construction expense of .5 percent, or one half the Architectural and Transportation Compliance Board's estimate.⁶ Irrespective of which estimate the reader elects to give credence, the cost of providing physically accessible buildings, as required by the ADA will not come cheaply.

The fear felt by the business community that the accessibility requirements of the ADA will add substantially to construction costs is shared by administrators and trustees of higher education. As stated above, the increase in construction costs ranges somewhere between .5 percent and one percent of the total cost of the facility. In an era of decreasing resources for higher education and its supporting academic libraries—but only when coupled with acceptance of a traditional and limited student population, yielding a seriously limited view—the added expense for ADA compliance is not welcomed. Notwithstanding the reality of a reduction in financial resources, a problem now shared by both private and state institutions, the administrator of academic libraries in Indiana should view the ADA's accessibility mandate as an opportunity to expand an institution's student base from which it can recruit students. In other words, when a college or university library becomes accessible to disabled persons, there is a positive gain in that the institution can serve new students who were formerly unable to attend because of physical or sensory barriers.

The fear commonly held by administrators in both the business community and in academic librarianship that the requirements of the ADA will result in opening the flood-gates of litigation has actually met with mixed results. The business community has experienced a proliferation of lawsuits, ranging from architectural accessibility issues to telecommunications issues. Notwithstanding the increase in litigation in the business community, Indiana academic libraries have, to date, not experienced this phenomenon. The author's research in *LEXIS* has indicated that there is not a body of case law concerning the ADA and Indiana academic libraries. In support of the author's finding, an article by Kathryn McCarthy states the specific implications of the ADA upon public institutions and finds that the problems of compliance by Indiana college and university libraries are less overwhelming than administrators initially believed.⁷

The question becomes, "Why, to date, have Indiana academic libraries been relatively free of litigation under the ADA?" It is the author's position that Indiana academic libraries have attempted in good faith to comply with the predecessor to the ADA namely, Section 504 of the Rehabilitation Act of 1973.⁸ This section (which "prohibits discrimination against the disabled by federal agencies, by those who receive federal financial assistance, and by those who had contracts of more than \$25,000 with the government")⁹ had substantially the same requirements and mandates that are present in the ADA, and colleges and universities during the late 1960s and the 1970s attempted to comply with these similar accessibility requirements of Section 504 by making their libraries accessible to the disabled. A large percentage of new library buildings constructed by colleges and universities during this period were made accessible in order to comply with Section 504. Quite simply to satisfy the requirements of Section 504 largely satisfied the re-

quirements of the later ADA which has requirements that are very similar.¹⁰ It should also be noted that there were many lawsuits brought against colleges and universities based on violations of Section 504; thus, architectural accessibility issues of their library facilities have been resolved to a large degree prior to the advent of the ADA.

In addition to Section 504 of the Rehabilitation Act of 1973, Indiana colleges and universities were required to make both their physical facilities and educational programs (that also includes library facilities) accessible to the disabled by the Architectural Barriers Act of 1968.¹¹ As a historical note, the Education for All Handicapped Children's Act, the precursor of and model for all subsequent statutes, should be mentioned as ground-breaking for its time.¹²

The requirement of accessibility has been significantly expanded by Title III of the ADA. The ADA now covers most privately owned and operated colleges and technical schools "that...[have]...contracts with the public."¹³ Obviously, public institutions (and a smaller number of private institutions) of higher education have been covered by the Rehabilitation Act of 1973, but now proprietary institutions are also covered.¹⁴

Historically, Indiana college and university libraries have shown a high level of concern for and commitment to persons with disabilities, a level of commitment that has led to the innovative use of adaptive technology. During the past two decades, there has been a significant increase in the number of disabled persons who are attending colleges and universities. According to the President's Committee on Employment of the Handicapped, in 1978 only 2.6 percent of full-time college or university freshmen were disabled as compared with 7.8 percent in 1985.¹⁵ These statistics indicate that with the enactment in 1977 of the Rehabilitation Act of 1973, there was a significant increase in the number of disabled students matriculating through American colleges and universities. It should be noted that with the enactment of the ADA there has been an additional increase in the number of disabled students attending institutions of higher education. It was reported in 1993 that one of eleven first-year students is disabled.¹⁶ This fact has led Indiana college and university library administrators to develop appropriate strategies to comply with the equal accommodations provisions of the act.

Additional statistics concerning disabled students attending colleges and universities can be obtained by consulting the National Center for Education Statistics' *Digest of Education Statistics*.¹⁷ A study conducted by the U.S. Department of Education's National Center for Education Statistics indicated in its "1987 National Postsecondary Student Aid Study" (results reproduced

below) that 10.5 percent of all students attending institutions of higher education were disabled.

Disabled Students Enrolled in Postsecondary Institutions by Type of Disability: Fall 1986

Disabled Students			
<u>Type of Disability</u>	<u>Enrollment</u>	<u>Percent of Students</u>	<u>Percent of Disabled Students by Condition</u>
Disabled Students	1,319,229	10.5	00.0
Specific learning disability	160,878	1.3	12.2
Visual handicap	514,681	4.1	39.0
Hard of hearing	265,484	2.1	20.1
Deafness	80,910	0.6	6.1
Speech disability	62,525	0.5	4.7
Orthopedic handicap	231,491	1.8	17.5
Health impairment	320,272	2.5	24.3

Source: U.S. Department of Education, National Center for Education Statistics, "The 1987 National Postsecondary Student Aid Study." (This table was prepared April 1991.)

The statistical information provided by this study is also useful to the administrator of academic libraries because the study provides him or her with seven categories or types of disabilities (see table above) that can assist Indiana college and university libraries in long-range planning to make their library facilities accessible. As can be seen from the table, of the 1,319,229 disabled students enrolled in institutions of higher education in 1987, the largest category of students is the visually disabled, who make up 4.1 percent of all students attending colleges and universities.

Guidance in terms of eliminating physical barriers and providing a smooth transition to improved accessibility is provided in an article by Laddy Davis which offers a four-step program that can assist both administrators of educational institutions and academic libraries in complying with the mandates of the ADA.¹⁸ The principal problem with the accessibility mandate of the ADA which remains is that many Indiana college and university libraries

have older buildings located on their campuses, and the cost of making these structures accessible is prohibitive.¹⁹

Title I and Employment of Those with Disabilities

Perhaps the most significant argument in favor of the enactment of the ADA rests in the equal employment opportunity section of Title I. According to a 1987 Louis Harris' poll, there were 43 million persons with disabilities in America at the time of polling.²⁰ Two-thirds of these adults were unemployed. Of this group, two-thirds of them, or more than 28 million individuals, wanted to work. This alarming statistic does not reflect the fact that, of the more than 14 million persons with disabilities who were employed, many were significantly underemployed.

According to Title I, S101.6 of the ADA it is illegal for a covered entity to discriminate against an otherwise qualified individual with a disability because of that covered disability in such activities as job application procedures, hiring, advancement, employment compensation, job training, or discharge, and in other terms, conditions, and privileges of employment. In sum, the ADA clearly states that Indiana college and university libraries, as employers, may not discriminate against any qualified person with a disability. Positively phrased in terms of actions to be taken, the ADA mandates institutions of higher education to hire and promote without regard to disability and to utilize adaptive equipment to assist the disabled in performing valid jobs within the organization itself.²¹

Indiana college and university libraries are faced with the problem of eliminating both physical barriers and sensory barriers which interfere with the employment of disabled persons. The term "sensory barriers" refers to the inability of a person with a disability to access sources of information that are available to persons without disabilities because of a perceptual problem, e.g., loss of sight or hearing. Adaptive technology has been readily available for several years that can make the employment and integration of the disabled into operations of institutions an easier task.²²

There is the shared fear on the part of members of the business community and administrators of academic libraries that the mandates of the ADA will result in a plethora of lawsuits on the part of disabled persons. There exists the potential, as well as a great probability, that a torrent of litigation will be unleashed as attorneys attempt to define the parameters of the ADA. In terms of the employment section of the ADA, administrative complaints are handled by the Equal Employment Opportunity Commission (EEOC). In 1991, the EEOC anticipated that, after July 26, 1992, there would be 12,000 to 15,000 new complaints filed annually.²³ The man-hours required to process these complaints, it was further anticipated, could be massive. These anticipations have been realized.

In an interview conducted by the author on July 19, 1996, with Daniel Herder, Deputy Director of the EEOC regional office in Indianapolis, Indiana, Mr. Herder stated that a large number of the complaints filed with the EEOC were disability related.²⁴ According to EEOC's Indianapolis regional office, using statistics that cover only the state of Indiana for the time period of October 1, 1995 through May 31, 1996, there has been a total of 2,813 complaints filed with the commission. Five hundred and thirty-nine of the complaints were ADA issues; 131 of the complaints were ADA issues tied to Title VII issues; sixty-seven complaints were ADA issues tied to age discrimination issues; and the remaining thirty-seven complaints were classified as being ADA issues tied to other categories of discrimination. According to Director Herder, since the enactment of the ADA, there has been a marked increase in the number of complaints filed with the EEOC that are related to the act.

Americans with Disabilities Act of 1990 EEOC Statistics for FY 1992 through FY 1996

	FY 1992	FY 1993	FY 1994	FY 1995	3rd Quarter FY 1996	Cum. Total 7/26/92-6/30/96	
ADA Charges							
Receipts	999	15,000	18,845	19,789	13,470	68,203	
Resolutions	29	4,298	12,412	18,876	18,834	52,448	(100%)
Resolutions by Type:							
Settlements	6	420	744	821	571	2,562	(4.9%)
Withdrawals w/Benefits	7	587	1,125	1,224	829	3,772	(7.2%)
Administrative Closures	13	1,792	5,51	7,985	3,788	21,089	(40.2%)
No Reasonable Cause	1	1,399	4,681	8,374	9,275	23,730	(45.2%)
Reasonable Cause	1	100	351	472	371	1,295	(2.5%)
Successful Conciliations	(0)	(33)	(121)	(143)	(150)	(447)	(-0.9%)
Unsuccessful Conciliations	(1)	(67)	(230)	(329)	(221)	(848)	(-1.6%)
Merit Resolutions	14	1,107	2,220	2,517	1,771	7,629	
Monetary Benefits	\$18	\$2,177	\$30,100	\$39,177	\$33,457	\$104,929	

(Monetary awards in thousands of dollars.)

Source: Data compiled by the Office of Program Operations from EEOC's Charge Data Systems National Data Base.

There has also been a substantial increase in the number of lawsuits filed in the federal judicial system. The increase in ADA legislation is directly related to the number of complaints being filed with the EEOC. Before a person with a disability can file a federal lawsuit, he or she must first exhaust his or her administrative remedies by filing a complaint with the EEOC. Federal courts are unwilling to review an ADA case until the experts at the EEOC have had an opportunity to resolve the issue in conflict.

In an interview conducted on July 24, 1996, with Chris Wright, Clerk of Judge Hamilton's court of the Southern District of Indiana, Mr. Wright stated that there has been a substantial increase in ADA cases filed in Judge Hamilton's court during the past year. The cases "are considered to be complex, and the subject matter is unfamiliar to the court."²⁵

Since publicly operated institutions of higher education (that includes academic libraries) were covered by Section 504 of the Rehabilitation Act of 1973, there should not be a problem with the institution's compliance with the mandates of the ADA. However, the majority of *private* Indiana college and university libraries were not covered by Section 504; therefore, the acquisition of adaptive technology for both an institution's students and employees was optional. As a result, the ADA frequently places a burden on private institutions of higher education to purchase expensive adaptive technology to insure that their academic libraries are accessible to the disabled.

As defined within the ADA, the term "covered entity" refers to an employer, employment agency, labor organization, or joint labor-management committee (S101.2). The term "covered entity" is further specified in the act through the definition of the term "employer." According to S101.5 of the ADA, the term "employer" refers to an entity that engages in an "industrial activity" affecting commerce that, as of July 26, 1992, had twenty-five or more employees. ("Industrial" is a legal term meaning activity connected with commerce. From a legal viewpoint, universities and colleges are engaged in the industry of higher education). Effective July 26, 1994, an employer will be considered to be a covered entity if it has fifteen or more employees during each working day of any twenty calendar weeks. Thus, as of July 26, 1994, Indiana college and university libraries that employ fifteen or more employees for twenty calendar weeks are covered by the mandates of the ADA.

How Does the ADA Define Disability?

In order to be considered a person with a disability, an individual must fall within one of the following categories:

- a. has a mental or physical impairment that substantially limits one or more of the major life activities of the individual; or
- b. has a record of such impairment; or
- c. be regarded as having such an impairment.²⁶

If an individual falls within one of the above categories, he or she is considered to be a person with a disability. Students who fall within one of the above categories must receive reasonable accommodation so that Indiana

college and university libraries are accessible to them.²⁷ As stated previously, a college or university library with fifteen or more employees may not exclude otherwise qualified persons with disabilities from having an equal opportunity for employment through a good faith accommodation, making access to employment possible, as well as advancement within employment ranks as earned.

Notwithstanding the provision of the definition, does the language of the statute clearly identify students and staff who are "legitimately" disabled? It has been the author's experience from litigating numerous disability cases under the Rehabilitation Act of 1973, the predecessor of the ADA, that many attorneys, academic library administrators, student personnel officers, and human resource managers are still unclear about who qualifies as a disabled person. With the enactment of the ADA there seems to be continued confusion and uncertainty surrounding the definition of the term "disability."

Before the ADA can become an effective law, it will be necessary to define clearly who is protected by its provisions. It is not within the scope of this article to cover the issue of definition more completely. For additional information and a more in-depth analysis of such terms as "disability," "qualified individual with a disability," and "reasonable accommodation" refer to "Americans with Disabilities Act: History, Summary, and Key Components."²⁸ If the reader wishes additional information, he or she is also advised to consult the report of the U.S. Senate's Labor and Human Resources Committee²⁹ as well as the Justice Department's "Final Rules Implementing Title III of the ADA,"³⁰ Title III being the public accommodation section that became effective on January 26, 1992. This publication of the Justice Department analyzes the definition of the term "disability" separately.

III. Who Is Not Covered by the ADA?

The administrator of an academic library may wish to note that the report of the U.S. Senate's Labor and Human Resources Committee and the Justice Department's regulations (both cited in the concluding paragraph of the preceding section) specifically state which physical or mental conditions are not considered by the ADA to be covered disabilities. The following list details what groups of individuals are not eligible under the definition of the term "disability" contained in the ADA:

- a. Psychoactive substance abuse disorders caused by current drug use;
- b. environmental, cultural, or economic deprivations, such as the existence of a prison record;
- c. personality traits, such as a quick temper or poor judgment;
- d. bisexuality or homosexuality;

- e. transvestism, transsexualism, pedophilia, exhibitionism; or
- f. compulsive gambling, kleptomania, or pyromania.

However, the administrator of an academic library should note that students or staff members who have been rehabilitated from a drug addiction or who are requesting drug rehabilitation services to rid themselves of their addictive habits are considered to be covered by the ADA. The administrator of an academic library should also be aware that a person with AIDS has been recognized as having a covered disability under the Rehabilitation Act of 1973, and many states have enacted legislation to prohibit discrimination against persons disabled by AIDS. In *Cain vs. Hyatt*,³¹ a former partner in a law firm recovered compensatory and punitive damages for the wrongful termination of his employment. In summary, he had AIDS; and AIDS is recognized as a disabling condition. This recent case drew on state law under the Pennsylvania Human Relations Act. It should also be noted that persons infected with the HIV virus, or who have AIDS, regardless of their sexual preference are considered to be disabled and are covered by the ADA.³² Bisexuality and homosexuality are not covered disabilities. However, the administrator should be aware that there may be laws within their resident states that prohibit discrimination against these groups.

Notwithstanding the few excluded conditions listed above in which a person is not considered to be disabled, there are a large number of qualified disabled persons who must be given consideration as prospective employees and as students capable of successfully utilizing academic library services by administrators of academic libraries. It can be readily seen that discrimination directed by Indiana college and university libraries toward the disabled in employment or access to informational systems is becoming unattractive and unprofitable.

IV. Affirmative Action and the ADA

According to the author's findings, three of the most frequently asked questions concerning the ADA by administrators of academic libraries, employers, individuals with disabilities, and members of the general public concern affirmative action and its relationship to the ADA. These questions include:

- 1) Does the general rule of Title I of the ADA mean that employers must hire every individual with a disability who applies for a job? Does Title III of the ADA require administrators in higher education to admit all disabled students who apply for admission to their schools?
- 2) Does the general rule of Title I mean that the employer must hire a certain number or percentage of people with disabilities? Does Title

III mean that administrators in higher education must admit a certain number or percentage of disabled students to their educational programs?

- 3) Does this general rule of Title I mean that every person with a disability is guaranteed a job or that current employees must be promoted to whatever position they desire?

The answer to these questions is, categorically, no. The ADA is neither a quota bill nor an affirmative action law. The ADA does not require that administrators of academic libraries hire, retain, promote, grant tenure to faculty, or admit students based on specific numbers or percentages of persons with disabilities. In addition, the ADA does not mandate that human resource managers of academic libraries interview all applicants who are disabled. However, the ADA clearly states that administrators of academic libraries will not discriminate against any "qualified individual with a disability."³³

V. A Closing Look at New Demands and Restraints on Academic Libraries

There has been a dramatic increase in the number of disabled students who are enrolled in colleges and universities in the United States since the advent of protective federal legislation. As stated previously, at the time that the Rehabilitation Act of 1973 Section 504 became effective in 1977, there were a substantial number of disabled persons who were not attending institutions of higher learning. In fact, in 1978, only 2.6 percent of full-time college and university freshmen were disabled. Once the newly enacted legislation had an opportunity to become effective, the number of disabled students had increased by 1986 to 10.5 percent of the total number of students matriculating in American colleges and universities.

As previously indicated, Section 504 of the Rehabilitation Act of 1973 covered primarily public institutions; private colleges and universities were not impacted by the act unless they were recipients of federal financial aid. Thus, not all of Indiana's institutions of higher education were covered by the mandate to admit disabled students to their programs or to make their campus and educational programs accessible. Therefore, some of Indiana's private college or university libraries were not required to make their informational systems accessible to the disabled student.

With the enforcement of the ADA in 1992, all of Indiana college and university libraries became covered by the Act, which prohibits discrimination against persons with disabilities. Administrators of academic libraries may, therefore, anticipate that there will be another sizable increase in the number of disabled students who will be utilizing the libraries informational systems. Even by 1986, statistics indicate that there were well over one

million disabled students enrolled in postsecondary educational programs.

These enlarging special student enrollments have also been localized in such a way as to cause new administrative difficulties. Increasing numbers of students with disabilities have made requests for assistance in their attempts to matriculate through higher educational programs. The increasing numbers of requests are felt in the offices of disabled student services (or some other variation of that title). Normally, this student service office can provide the disabled student with a wide range of adaptive services such as interpreters for the hearing impaired, readers for the visually impaired, adaptive technology, assistance in registration and other administrative functions, and sensitivity training for both faculty and staff. The office for disabled student services works closely with governmental organizations such as the local state-operated Department of Vocational Rehabilitation in meeting the needs of the student with a disability.

Administrators of Indiana's academic libraries should become aware of the vast variety of services offered to the disabled student, as such services are most helpful in making the informational system of the library accessible to disabled students. It should also be noted that the Office of Adaptive Educational Services at Indiana University-Purdue University at Indianapolis (IUPUI), in cooperation with the academic library, has established resource rooms equipped with state of the art adaptive technology that assist the disabled students to access the libraries information systems.

In an interview conducted on July 31, 1996, with Pam King, Director of the Office of Adaptive Educational Services at IUPUI, Ms. King stated that there has been a substantial increase in the number of disabled students requesting assistance from her office.³⁴ She indicated that the increase of such requests is due both to the enactment of the ADA and to the policies established by the Indiana Department of Vocational Rehabilitation. Students are clearly informed of their rights under the ADA to receive adaptive services from the University. However, the Department of Vocational Rehabilitation has placed limitations on services that it is willing to provide disabled students wishing to attend universities in Indiana. The Department of Vocational Rehabilitation, for example, will not assist a disabled student in attending a college or university unless the student attends a state-operated institution within the community in which he or she resides. "In the past," King has stated, "if a disabled student wished to attend, say for example, Indiana State University, the Department of Vocational Rehabilitation would assist the student by paying both the student's tuition and residential expenses. Today, the same student would be required to stay in his own community in order to receive assistance. Since Indianapolis has the largest population within the state of Indiana, there is a large number of disabled students attending our university." Thus, administrators of academic libraries located in large urban

communities will experience a larger number of disabled students requesting services from their libraries as a direct result of the policy of the state operated Department of Vocational Rehabilitation covered above.

Coupled with the policy of not paying for residential expenses, Pam King further pointed out, "the Indiana Department of Vocational Rehabilitation has also limited its assistance to disabled persons who are capable of attending institutions of higher education. Vocational services are now offered or provided to persons with severe disabilities on the condition that they can physically and intellectually attend college. If they can maintain such physical and intellectual participation on a postsecondary level, then they should be able to find gainful employment."

Administrators of academic libraries should also make note of the fact that disabled students are not receiving the same type of support that they received in the past from the Indiana Department of Vocational Rehabilitation in terms of adaptive technology. Thus, the library is now required to purchase adaptive technology in order that disabled students can utilize the informational systems of the library. This policy will increase the pressure on the academic library to purchase adaptive technology that it was not necessary to do only a few years ago. As an added note, King declared, "it is becoming more and more difficult to be reimbursed by the Department of Vocational Rehabilitation for services that have been provided to disabled students attending institutions of higher education in the state of Indiana." She indicated that this situation is not limited to the state of Indiana, but that many other offices of disabled student services located throughout the United States are experiencing the same problem. As a result of the new restraints, students who in the past were fully supported by the Department of Vocational Rehabilitation are now making their presence known and are requesting assistance from offices of disabled student services.

VI. Recommendations

One problem that continues to confront the visually impaired patron is the attitudes which sighted persons hold concerning the visually impaired person's ability to be either completely integrated into the work force or respected as a professional. The attitudes held by fellow workers play an important role in determining if a disabled person will meet discrimination. In a manner not too unlike the very real effect that the perception of an African-American's "place" by other ethnic groups had on the advancement of a race, so too a distorted perception of the "absence of ability" in the disabled held by the non-disabled can stand in the way of the social, academic, and commercial advancement of those with disabilities. Perception becomes a self-fulfilling prophecy. Given a fixed perception, the only thing that can be fulfilled is a lack of honest expectation on the part of those who fail to appreciate ability when it is other than their own.

The following recommendations should assist academic librarians in meeting the needs of visually impaired patrons and the need of the library to comply with the mandates of the ADA:

Recommendation One

Academic librarians should be given the opportunity to learn about the special needs of visually impaired patrons and to develop the skills that will enable them to deliver library services effectively to this special group. This can be accomplished through the development of special library workshops which expose academic librarians to state-of-the-art adaptive technology and through which disabled library patrons have an opportunity to speak for their disability categories (e.g., blindness, deafness, and lack of mobility) and to confer with academic librarians, who will learn from the patrons' real-life experiences.

Recommendation Two

Librarians should complete a course in special services librarianship as part of their post-degree training.

Recommendation Three

Academic librarians should develop a working relationship with the local representative of the state's division of vocational rehabilitation. Vocational rehabilitation counselors offer a vast array of information concerning adaptive technology, and their offices operate as clearinghouses for grants to purchase specialized equipment to assist the disabled in using libraries.

The state vocational rehabilitation office has a staff with specialized training who are available for individual consultation and evaluation. Consultants are also available for on-site assessment of special facilities, existing and proposed, such as adaptive learning centers in academic libraries. These experts recognize the real needs of an institution and match those needs with the best of the currently available technological answers. It is possible to configure the technology to match an individual or many individuals typical of the needs found within a specific student body.

Recommendation Four

In lieu of having the capacity to purchase adaptive technology, academic libraries should establish a formal reader service to facilitate the accessibility of their libraries to the visually impaired. The reader is a volunteer who gives voice to the printed word through the simple act of reading. As with any organization of volunteers, scheduling should be extensive enough that the service is available for as many hours as possible, given the total number of volunteers. Recruitment efforts should be active to maintain the number of volunteers at the highest level possible.

A great number of academic libraries have reserved areas for use by those with disabilities. In these designated areas, disabled students may use a reader's services and access the special adaptive equipment that the library has made available for those needing special assistance. As a result of the close relationship between academic librarians and the staff of a university's office of disabled student services, paid readers have assisted visually impaired students in using library services.

Designated areas for disabled students should be established in all academic libraries as places in which special adaptive equipment will be available and where readers' services can be carried out free of interruption. Such areas are places where talking is, indeed, permitted.

Recommendation Five

It is important to ensure that equipment such as microfiche readers and computer terminals are in good working condition. When ordering new equipment, it would be worthwhile to remember that easily operated machines should be given consideration since they pose fewer obstacles for the disabled person. Academic librarians should be trained in the proper use of adaptive technology so that they will be able to assist disabled patrons in the effective use of such equipment.

Recommendation Six

Academic librarians should be familiar with reference materials similar to those developed by the Indiana Library Federation, a collection of materials concerning the wide range of disabilities, referral sources, and information regarding the ADA. These types of reference materials will enable librarians to acquire special knowledge about the disabled and will offer referral assistance to patrons in need of information on the disabled.

Recommendation Seven

Academic librarians should develop a close working relationship with a school's office of disabled student services. This office has been mandated by the administration of the university or college to concern itself exclusively with matters of accommodation for students with disabilities and has a budget dedicated to such purposes.

Vendors representing corporations and agencies distributing the newest adaptive equipment will contact the office of disabled student services before approaching any other office or division of the school, keeping its special staff on the cutting edge of adaptive technological development. The hardware and software the staff have knowledge of are truly remarkable in their potentialities, a single CD-ROM now being accessible through large-print display by magnification on a screen, through conversion to and transmission by voice, or through Braille printouts. In terms of its storage capacity, the

single CD-ROM is often capable of replacing an entire room of Braille or large-print books.

Briefly stated, members of the staff of the office of adaptive student services are familiar with the literature and non-print resources pertaining to adaptive services; and they can provide advice on the utilization of both. Their expertise should be recognized.

VII. Summary

Despite the difficulties, the disabled are a substantial group of fee-paying students who have been identified by institutions of higher education as a potentially under-tapped market share. Administrators of academic libraries are well aware of the current competition among institutions to recruit fee-paying students to bolster the financial base of their institutional operations. Many of these institutions face reductions in both grants and financial support from state legislatures. At the same time, the ADA should result in increasing the number of persons with disabilities who will be seeking admission to traditional institutions of higher education and who are in need of academic library services. Indiana college and university library administrators, should see this development as an opportunity to expand their institutions' financial bases with fee-generating students and not view the disabled student as a liability to the library. Administrators of academic libraries should also recognize the opportunity that now exists for the first time in the history of postsecondary education to recruit for both faculty and staff positions, talented people who also happen to have disabilities.

Endnotes

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