Executive Summary

In January 1997, the combined Appoquinimink Community Library/Middletown High School Library opened in the new Middletown High School (MHS) building. Initiated by the Governor's Office as a model for a more cost-effective way to provide library services in Delaware, the collaboration is an effort of the School and the New Castle County Department of Libraries to provide better library services for area residents and students. The Delaware Division of Libraries has requested an evaluation of the project and advice on whether it should initiate more combined high school/public libraries in Delaware.

This study considers the funding and governance of combined libraries, how they manage their collections, staffing, use of the library, and library services. It does not address public relations, legal issues, or the various aspects of working with a public library board of directors. A brief discussion is included of the library services available before the merger, those available now, and those that should be available. This comparison considers costs, services, and use of the library (circulation, program attendance, library visits, etc.).

Information was gathered from statistics reported to the state, interviews with the librarians, and surveys of students and community members. The statistics reported to the state each year are shown in Table 5 on page 16 of the report. Appendix A contains a brief review of the published books, articles, and regulations used as resources. The results of two surveys conducted to ascertain community satisfaction with the combined library are reported in Appendices B and C.

Criteria for Evaluation of the Combined Library

Criteria for evaluating the library include both objective and subjective elements. Traditionally, the criteria are (1) does the library meet its mission and (2) what are its output measures (attendance, circulation, etc.). This report also includes input measures, such as staff size, collection size, and expenditures. Additional criteria address the success of the joint venture in offering services.

The most important criteria for judging a library's success is whether the library meets its mission to serve its users. The county Libraries have a legal charge, a vision statement, and a number of policies that guide their provision of library services. Although the school does not have a written mission statement, school libraries are expected to support the educational mission of the school and help students learn to find, evaluate, and use information for their schoolwork. The combined Appoquinimink Community / MHS Libraries generally mesh these missions well. At times, competing demands on the limited space restrict the library's ability to meet the needs of young

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children and the students. At other times, the filtered high school network blocks adult access to needed information on the Internet.

In the absence of national standards or performance measures for combined public/school libraries, the decision was made that a good combined library should meet all local standards for both public and school libraries. For public libraries, two standards based on community size are used in this report: (1) a local definition used by New Castle County for planning library services, which specifies the collection size, staff, hours, and transactions of a community-size library and (2) national average budgeted expenditures for materials and salaries. For the school library, the standards set forth by the Governor's Task Force on School Libraries are used.

The New Castle County Department of Libraries has a master plan that spells out library size and service needs using a planning index based on population. This county plan specifies three levels for library services to be provided by regional, area, and community libraries. According to this plan, a community library is designed to serve a population of 5,000 to 15,000 and should be 5,000 to 10,000 square feet in size. This report will use this standard for evaluation, since the Appoquinimink Community Library/Middletown High School Library was designed to meet the needs of a community of less than 10,000. The *Master Plan* details the following expectations for a community library.

> ➢ A collection of 15,000 – 30,000 volumes which would be primarily a circulating collection for users of all ages and include some very basic reference materials
> ➢ Four to six full-time staff positions or the equivalent
> ➢ Thirty to forty hours of service to the public each week
> ➢ Children's story hours
> ➢ Access to the entire collection of the New Castle County Libraries via the online catalog and daily delivery service
> ➢ Annual circulation of 50,000 – 150,000

Another way of looking at the capacity of a library to provide services is by considering its expenditures. The January 2000 issue of *Library Journal* reported that libraries serving fewer than 10,000 people were planning to spend an average of about $35,000 on materials, $119,000 on salaries, and $193,000 overall to support their operation. These numbers allow us to compare libraries with regard to their commitment to providing services, building their collections, and providing sufficient qualified staff.

In this age of computer use, a standard is needed to evaluate how many computers are needed to provide access to the library's online catalog, databases, and the Internet. Additionally, many libraries provide computers for applications such as word processing and practicing for the SAT.

Standards for school library media centers proposed by the Governor's Task Force on School Libraries in 1996 define minimum, good, and exemplary levels for staffing and

book collection size. The recommended numbers are shown in the table above for a school the size of Middletown (1300 students during the 2000-2001 school year). These are standards for Delaware public schools that any combined public/school library should meet.

School Library Standards			
Standard	Librarians	Support staff	Books*
Minimum level	2	2	19,500
Good	2.5	2.5	26,000
Exemplary	3	3	32,000

* Currently useful volumes
Standards for School Library Media Centers

Using these standards allows us to set reasonable expectations for the combined Appoquinimink/MHS Library. The following chart shows our expectations for this library in one column and the actual figures for the Appoquinimink Community Library/Middletown High School Library in the next.

Standards for a Combined Library to Serve a Community of less than 10,000 Residents and a High School of 3,000 Students

Criteria	Expectation	Appoquinimink/MOT
Library size	5,000 – 10,000 sq. ft. for the public community library	12,150 sq. ft.
Collection size	19,500 – 30,000 items	41,500 items
Computers for public access	No standard	11 + a student microcomputing lab
Staff	4-5 FTE (2 MLS librarians)	6 FTE (2 MLS librarians)
Hours/week	30-40	67.5
Annual circulation	50,000 – 150,000 items	93,643 items
Programming	Limited, includes children's story hour	Limited, includes children's story hour
Materials budget	$35,000	$36,000
Staff budget	$119,000	$108,762 + 3 school employee salaries (est. $120,000+)
Total budget	$193,000	$159,000 from County + School salaries, materials, and building expenses (est. $132,000+).

It is immediately apparent the combined library has been a success. It enjoys longer hours than either of the libraries would have if they were separate entities. The facility also enjoys a larger staff than either would have alone. The larger combined collection is especially beneficial to the students, since the community library has a larger, more varied collection. Students have access to not only the UDLib/SEARCH databases, but also the DelAWARE collection of databases provided to the public libraries by the Delaware Division of Libraries. Both students and the general public appreciate the new, larger facility, the greater quantity of materials available, the electronic databases, and the longer hours.

The major constraint on services is space. The 12,000 square foot library is slightly larger than the 5,000 - 10,000 square feet New Castle County specifies for a community library, but the presence of the school library in the same facility increases the need for space for small groups. The rapidly growing student enrollment needs additional room for library work and study. It is difficult to fit both story hour and a class of high school students into this library at the same time.

Additional attributes which contribute to the success of a combined library include the existence of an up-to-date operating agreement between the county and the school district, easy access to the library for community users, and the provision of adult and children's programming. The New Castle County and the Appoquinimink School District have a good operating agreement, but it needs to be updated. This agreement specifies the responsibilities of both parties and includes an Operating Manual that details policies and procedures. The construction of a new wing at the high school has recently made access to the library awkward, as the new parking lot will be quite far from the entrance. The new wing also obscures the entrance and makes the library more difficult for members of the public to find it.

The combination of these two libraries has served the Appoquinimink community well. Together the two libraries have both been able to offer better services to their users and benefited from their cooperative relationship. The combined library allowed the community to have a new, much larger library with more resources and longer hours. The school also benefits from the longer hours, additional staff, and the much larger collection of the public library.

Looking Ahead

The union of these two libraries was originally intended to be an interim arrangement. Since the library opened in 1997, both the school population and the area's residential population have grown tremendously. It is time for the community, New Castle County, and the Appoquinimink School District to consider expanding the library. The space available in the school building may be large enough for the school library, but the county should consider upgrading the Appoquinimink Community Library to an area or regional library with larger collections, longer hours, more staff, more space, and

additional programming and children's services.[*] From the beginning of this endeavor, the population growth was expected, and the county planned to expand library services to the area residents by building a larger library. In the meantime, the combined library allowed the citizens of Middletown and the surrounding area and the high school students to enjoy much better services than either the county or school were previously able to offer.

Planning for Future Combined Libraries in Delaware

Those considering establishing a combined library will find a wealth of publications to guide their work. From the Appoquinimink project, we learned that early public involvement is desirable. The public should be involved before the building plan for the school is created. Easy access, meeting rooms for adults, space for children's activities, and adequate computer infrastructure are all important requirements for a public library that may not be considered during the planning of a school library. Planners should consider what will happen if the school needs more space and how staff vacancies will be handled. Since the school district generally contributes the building and utilities, and the public library is likely to contribute most of the collection, consideration needs to be given at the beginning to how a future separation of the libraries would impact each.

Combining a school and public library requires extra attention to those practices that foster good library service such as collection development policies and patron behavior guidelines. A combined library needs to have procedures for adhering to both school and public library policy. Clear guidelines are needed for student access to information. In Delaware, school Internet access is filtered by the state. Yet, the public library may need to have unfiltered access to allow the reference librarians and public to locate needed information.

A combined library will be as successful as the commitment of both parties to create a strong, comprehensive operating agreement, follow its dictates, and provide adequate support. Above all, the literature makes clear, is the attitude of the librarians and staff and their desire to make the merger work. Future combined libraries in Delaware may be a good idea if both parties are willing to bring adequate resources to the projects. The benefits can include a larger, more varied collection for both students and community members; better access to resources through the county library catalogs and interlibrary loan system; longer hours; and, with good planning, a better facility for both parties. The obstacles include computer use policies, the tendency of the school's needs to take precedence, and the much broader mission of a public library to serve all members of its community. Research has found that combining libraries does *not* save money. However, a larger library can generally offer better, more varied and flexible service; as it can draw on a larger collection and more staff and can be open more hours.   Small communities with less than 3,000 residents should consider whether a combined library might allow them to provide better service.

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[*] The New Castle County FY 2003 Budget Request of the county Executive includes $300,000 to begin planning for a new library south of the Canal to serve this area.

Introduction

In January 1997, the combined Appoquinimink Community Library/Middletown High School Library opened in the new Middletown High School (MHS) building. This cooperative effort of the school and the New Castle County Department of Libraries to provide better library services for area residents and students was planned as a pilot project subject to review after several years of operation. The Council on Libraries has requested an evaluation of this project and asked whether additional combined high public/school libraries in Delaware should be recommended. This study was designed to answer those questions.

Upon the recommendation of the Governor's Office, the new Middletown High School was planned to include space for social services offices and the Appoquinimink Community Library. The former Appoquinimink Library, an independent library run under contract with the county, was in small cramped rooms in City Hall and needed a new location. Officials in the Governor's Office encouraged the New Castle County Department of Libraries and the Appoquinimink School District to consider sharing a facility within the new high school. A careful planning process was undertaken so that the space would meet the needs of both of the libraries and their users. Unfortunately, building plans were already underway; so the libraries could only make minor modifications to the building plans.

The impetus to combine these libraries was to provide better library services to both the students and the community and to reduce duplication of resources, such as library automation systems and building space. The state budget director believed that one facility, one online catalog, one reference collection, and the ability to share more resources would yield better service, eliminate some duplication of resources, and save construction costs.

This study considers the funding and governance of combined libraries, how they manage their collections, staffing, use of the library, and library services. It does not address public relations, legal issues, or the various aspects of working with a public library board of directors. A brief discussion is included of the library services available before the merger, those available now, and those that should be available. This comparison considers costs, services, and use of the library (circulation, program attendance, library visits, etc.).

Methodology

The research included a review of the literature to determine criteria for evaluating the success of combined library programs and to find advice on how to create and operate a combined school/public library. Data were gathered from the public library

statistics reported by the State of Delaware, on-site observations, interviews with the current librarians, and two surveys. A survey of adult community members was done in Middletown, away from the library, to ascertain community reaction to the combined library. Another was done in the Middletown High School English classes to access student use and opinions about the library and its services.

Criteria for Evaluation

Major concerns about establishing a combined library facility generally center on the very different missions of school and public libraries, governance and funding, and adequate service to the public. Despite these concerns, many successful combined public/school libraries exist in the United States. Studies of these libraries and those in South Australia and Canada (Amey, Haycock) provide guidelines for predicting when these projects are likely to be successful and how to increase the likelihood that a combined endeavor will improve service to a community. Recent reports, guidelines, and articles discuss combined libraries in a number of states, including Florida (Aaron), Wisconsin (Wangerin), Colorado (Hagan, Reno, Safirite, Sullivan & Taylor, and others), Illinois (Heinhold, Natalie), Nevada (Kinsay and Honig-Bear), and Texas (Wells). In most cases the combined entities are public and high school library services. One project, which appears to be quite successful, is the combination of a new public library and new community college campus and library in Fort Collins, Colorado. A model that emerges in the literature as particularly strong, and applicable in Delaware, is that of a branch library of a larger system being established in a school. In such cases, the resources, staff, and expertise of the larger library system support the local library services.

A consistent thread throughout the literature is the goal of *improving* services. Combined libraries are generally deemed a success when they replace no, or very limited, library service. These projects are generally most successful in rural areas where the community is not large enough to support a public library. Such a community is nearly always smaller than 10,000 people and frequently only a couple thousand or fewer. Combined libraries, usually as branches of larger library systems, also effectively serve new suburbs and inner-city communities that were previously underserved.

The most important criteria for judging a library's success is whether the library meets its mission to serve its users. While the county does not have a mission statement for its libraries, the New Castle County Code states the function of its libraries is to offer every resident of Delaware "free and equal access to services and resources, and guidance in their use." A vision statement written for the Department's Five Year Service Plan 1995-2000 states that "the vision of the Department of Libraries is to provide convenient and accessible information and education resources to every citizen" of the county. It further states that "trained staff will provide the quality service necessary to help customers access the current information explosion. The county Collection Development Policy includes a statement that the Department of Libraries endorses the American Library Association Library Bill of Rights and Freedom to Read Statement.

The School Library has no written policies for library use or collection development; however, school libraries have a responsibility to provide an age-appropriate work environment for their students. Additionally, the State Department of Education has set policy with its decision to filter all Internet access in Delaware schools. At MHS we see the conflict in these missions: one to provide "equal access" to all citizens, many of whom are adults and the other to help the school meet an educational mission to help students learn to find, evaluate, and use information for their schoolwork.

These missions conflict from time-to-time in several ways, but primarily with regard to space and Internet use. The public libraries goal to provide children's services and story hours conflicts with the space needs of the high school classes. All parties to their best to accommodate the needs of the other party with regard to programming in the library. Internet access issues are more complex. While the public library mission is broad and the goal is treat everyone equally; that of the school is narrower and requires that students be protected from harm. Because all access to the Internet is via the school's network, adult users have Internet access only through this filtered network and may thus find needed information blocked. In general, carefully written policies protect adult users right to information, but the limitations of space and the school network provide occasional barriers to expected public library services.

In the absence of national standards or performance measures for combined public/school libraries, the decision was made that a good combined library should meet all local standards for both public and school libraries. Public libraries in the United States are encouraged by the Public Library Association to set standards for themselves by considering the needs of their individual communities. While these self-determined standards are useful for determining if a library is meeting its own goals, they provide little basis for measuring the success of a library by comparing it to other libraries. This evaluation will, therefore, use some traditional measures of libraries: input measures (such as budget and staffing) and output measures (such as circulation and library visits). For public libraries, two standards based on community size are used in this report: (1) a local definition used by New Castle County for planning library services, which specifies the collection size, staff, hours, and transactions of a community-size library and (2) national average budgeted expenditures for materials and salaries. For the school library, the standards set forth by the Governor's Task Force on School Libraries are used.

The New Castle County Department of Libraries has a master plan that spells out library size and service needs using a planning index based on population. The county plan specifies three levels for library services to be provided by regional, area, and community libraries. A community library is designed to serve a population of 5,000 to 15,000 and should be 5,000 to 10,000 square feet in size. This report will use this standard for evaluation, since the Appoquinimink Community Library/Middletown High School Library was designed to meet the needs of a community of less than 10,000. The *Master Plan* (updated in 1994) details the following expectations for a community library.

The community library is the smallest department library serving an identified community of 5,000 – 15,000 in a suburban or rural area where access to other facilities for the population is not convenient. The library would have a general circulating collection with some very basic reference materials. The emphasis would be on general circulation to all ages, some collection materials in the non-print area, and a very basic level of programming. There would be no special collections or in-depth reference service to high school students and special interest groups in the community. However, through the public access on-line catalog, there would be direct bibliographic access to the entire collection of the New Castle County Library with daily delivery and fax transmission of appropriate materials. (Smith, 1994, p. 3-9)

Table 1 summarizes the quantitative measures used by New Castle County.

Table 1
Definition of a Community Library in New Castle County

Output Measure	
Collection size	15,000 – 30,000
Staff	4 – 6 FTE
Hours/week	30-40
Annual circulation	50,000 – 150,000
Annual questions answered	5,000 – 10,000

Smith, p. 3-9

Another way of looking at the capacity of a library to provide services is by considering its expenditures. The January 2000 issue of *Library Journal* reported that libraries serving fewer than 10,000 people were planning to spend an average of about $35,000 on materials, $119,000 on salaries, and $193,000 overall to support their operation. These numbers allow us to compare libraries with regard to their commitment to providing services, building their collections, and providing sufficient qualified staff. Table 2 shows the average budgets for libraries of various sizes.

Table 2
Average Projected Library Budgets for FY2001

Community size	Materials	Salaries	Total Budget
fewer than 10,000	$ 35,000	$119,000	$ 193,000
10,000 - 23,000	85,000	320,000	558,000
24,000 - 49,999	135,000	630,000	968,000
50,000 - 99,999	221,000	774,000	1,503,000

Library Journal, January 2000

Considering the dependence of modern libraries on computers, a standard is needed to determine how many computers are needed to provide access to the library's online catalog, databases, and the Internet. Additionally, many libraries need to provide computers for applications such as word processing and practicing for the SAT. While automation consultants have developed various formulas for libraries to use when

implementing online catalogs and other technological applications, the Council on Libraries and the Governor's Task Force on School Libraries should consider including guidelines in their recommendations for library standards.

Standards for School Library Media Centers created by the Governor's Task Force on School Libraries in 1996 specifies minimum, good, and exemplary levels for staffing and book collection size. The recommended numbers are shown in Table 3 for a school the size of Middletown (1300 students during the 2000-2001 school year). These are standards for Delaware public schools that any combined public/school library should meet.

Table 3
School Library Standards

Standard	Librarians	Support staff	Books*
Minimum level	2	2	19,500
Good	2.5	2.5	26,000
Exemplary	3	3	32,000

* Currently useful volumes
Standards for School Library Media Centers

Using these standards allows us to set reasonable expectations for the combined Appoquinimink/MHS Library. Table 4 shows our expectations for this combined library.

Table 4
Standards for a Combined Library to Serve a Community of less than 10,000 Residents and a High School of 3,000 Students

Criteria	Expectation
Library size	5,000 – 10,000 sq. ft. for the public community library
Collection size	19,500 – 30,000 items
Computers for public access	No standard
Staff	4-5 FTE (2 MLS librarians)
Hours/week	30-40
Annual circulation	50,000 – 150,000 items
Programming	Limited, includes children's story hour
Materials budget	$35,000
Staff budget	$119,000
Total budget	$193,000

In addition to numerical standards, a number of criteria contribute to the success of a combined facility. These include a good agreement between the parties, sufficient space, and good access to the facility. The following are recommended:

1. There must be an agreement between the public library governing entity and the school board that clearly delineates the responsibilities of the school district and of the public library, with provision made for financial responsibility, maintenance and care of the physical facilities, personnel, use of equipment, and hours of service.
2. The library must be readily accessible to library patrons other than students enrolled in the school by
   - placement of the library in a separate facility or
   - placement of the library in a school room that has a direct entrance to the outside that is accessible by the library's patrons or
   - placement of the library in a schoolroom that can be easily located from all school entrances to which the library patrons have access.
3. There should be adequate parking for public library patrons, with provisions for handicapped patrons.
4. The library must provide space for library material for patrons of all ages and allocate its space to accommodate library materials for children, young adults, and adults, in appropriate proportions (Alaska Administrative Code web page).

A different kind of criteria used by Shirley Aaron (1990, p.17) in evaluating Florida libraries allow for some subjective input into the evaluation. She used a series of questions soliciting opinion on whether the library is a success and appropriately supported and rendered a favorable evaluation when the evaluator could answer most of the following questions in a positive manner.

1. Did the persons representing the public library system headquarters and/or the district media program or its substitute describe the combined facility as a success or failure?
2. Did the program succeed or fail to offer comparable services to meet the needs of students and other community members during the hours that the library was open?
3. Did the combined program experience an increase or decrease in circulation as compared to previous years?
4. Has there been an on-going commitment by the policy-makers to support the combined program?
5. Have the larger organizational units recognized the differing requirements of the combined program and modified their operations to meet those needs?

These questions allow the evaluator to consider whether services are better than they were and the commitment of policy-makers to lend sufficient support to the combined program.

The Community: Middletown and the MOT Area

The Appoquinimink Community Library serves the residents of New Castle County below the Chesapeake and Delaware Canal.   The Corbit-Calloway Memorial Library in Odessa, only 2.5 miles from the high school, also serves the area. This area of the county is one of rapid residential growth, over 60% during the past ten years. The 133 square mile Appoquinimink School District is the fastest growing school district in Delaware. There was a 101% increase in enrollment from 1988 to 1998 (Delaware School Profiles, 1998-1999).

In the early 1990s, the State of Delaware and Appoquinimink School District officials decided to join their efforts to provide services to the rapidly growing area. State budget officials saw an opportunity to improve library services to both the community and the school at a reduced cost for construction and automation. The result was the construction of a new Middletown High School building with additional space for a combined school/ public library off the rear parking lot entrance.

Middletown High School, which opened five years ago, is already crowded and expanding. The student population increased over 10% during the past year. A 47,000 square foot addition to the rear of the school in underway. In several years, an additional high school, St. Georges Vocational High School, will open in the area.

The Appoquinimink Community Library - Middletown High School Library

The combined Appoquinimink Community Library - Middletown High School Library opened in January 1997 as a joint effort of the New Castle County Department of Libraries and the Appoquinimink School District. Since its opening, the library's budget and use have grown steadily (see Table 5 on page 16). The new and larger facility brought expanded Internet access, a merged online catalog, and more staff. A carefully crafted joint use agreement specifies the details of the relationship and responsibilities of the county and the school district. The following sections describe the research findings used for this evaluation.

Facilities and collections

The library has 10,700 assignable square feet, an improvement over the 1000 assignable sq. ft. in the old town hall building in Middletown. All of the space is shared. When the library opened, there were two rooms for meetings and story hour. These are now used as classrooms and are no longer available for meetings or library programs for the public.

The school and public library collections contain over 49,000 items, which are intershelved. The school librarian buys almost no fiction, and the few fiction items purchased are for summer reading lists. Most of her budget is consumed by the need for non-fiction to support the students' assignments. The county library manager has a larger budget for materials and is able to spend much of it on the fiction collection. Collection

development is cooperative. The county has a collection development policy; the school does not.

Internet access
   All Internet access is through the school. Students may not use email or "chat" during school hours. Since all of the public access computers are part of the State Department of Education network, access to the Internet is filtered. When a class is in the library, all of the computers are generally in use. They are popular with the students and allow them to use the UDLib/SEARCH databases. Students with public library cards and parental permission may also use the databases supplied by the Delaware Division of Libraries through DelAWARE. Internet access to these databases allows students to have a vastly extended periodical collection available for their research.

   Public patrons must have a librarian sign them onto the school network. They then have access to the Internet as filtered by the Department of Education and to the DelAWARE databases. License restrictions do not allow members of the public to use the USLib/SEARCH databases.

   When the library opened, an attached microcomputing classroom was available for classes. The growth of the school population now requires this space be used as a classroom, and it is no longer available to the library.

Observations on Space and Use
   Visits to the library at various times of day allowed the researcher to observe library use. The library feels spacious as one enters from the public entrance, as this area is light and open. However, on the other side of the room, at the entrance from the school, it is crowded. Most of the use is concentrated in this area where the tables and computer terminals are clustered between the circulation desk and the door. This area is congested as students move about the tables, computers, and service desks and as they enter and exit the library. When classes are changing, it becomes a passageway to the classrooms off the library.

   The study tables are generally full with students working. A quiet corner with magazines by a large window generally has a few students working, talking quietly, or reading. During the school day, except during story hour times, there are few members of the public present and none who stay to work. During story hour, children and parents crowd into the children's area of the room and the parking lot is overflowing.   The librarians report that there are usually 25 to 26 story hour attendees.

Staff
   The library is staffed by both public library and school library staff. The public library staff consists of one librarian (with an MLS degree), who is the manager, and 136 hrs/wk of support staff (3.4 FTE). One staff position designated by the county for the library has been empty for all but one three-week period. The school district provides three full time reference level staff: the school librarian (who has an MLS degree) and two staff with bachelor's degrees. During the summer the school librarian will work four

weeks beyond the end of the school year. The other two school library staff members are not available in the summer, as they have curriculum planning responsibilities that do not allow them time to work with library patrons.

The public library employees are paid according to the county library scale and the school library employees are paid as teachers with comparable education. Neither librarian knew what the other was paid. They assume that any gap is mostly due to differences in experience. The different pay scales are close enough that any disparity hasn't been an issue at this library. The librarians report that the staff works well together. There have been times when there was no school librarian, and the public library staff had to cover some of her duties.

Programming
The public library staff provide limited programming, which includes a children's story hour once a week. The library also participates in Delmarva Discussions. Last year, the public and students shared a Delmarva Discussions program. The series readings were used as the summer reading list for honors and Advanced Placement English classes, and students were required to attend several of the discussion sessions. Some students chose to attend all the sessions. Some came with their parents. Both students and the public reported that the discussion was more interesting due to the broader points of view presented. Both groups reported that they would like to do this joint programming again.

During the afternoon and evening, the James Groves adult education program also uses the library. This program has a high graduation rate, and the Appoquinimink Library Manager feels this combined library is especially suited to the Grove's students needs. These students are comfortable using the public library, as they blend in with both the adults and students using the library. The program benefits from the combined collections of the library, which are larger than those of most high schools, and the evening public library hours.

Joint-use agreement
There is a contract called "Cooperative Joint-Use Library Agreement between the Appoquinimink School District and New Castle County." This document specifies the duties and funding responsibilities of each of the parties and the methods for resolving conflicts and terminating the agreement. There is a site-specific joint operations manual that is part of the agreement, but is now out of date and not useful. The careful creation of this document by the librarians during the planning phase allowed them to forge common expectations for how the work, management, responsibilities, and expenses would be shared. It also made the commitments of the county and school district clear.

The county agreed to the following terms:
- To provide specified staff
- To provide appropriate training for District employees for implementing and using the county's automated circulation system

- To process all library material, including the district's current collection
- To provide computer hardware, software, and installation necessary to handle staff and patron needs to access the online catalog and circulation system (a minimum of seven computers was specified)
- To acquire children, young adult, and adult materials consistent with acquisitions made for the Department's community libraries in accordance with the Department's Collection Development Policy
- To provide circulation functions
- To furnish supplies for its proportional share of the operation
- To provide courier services for public library related materials and communications.

The district agreed to contribute the following services:
- Maintenance of the building and grounds, including janitorial services and security
- Telephone services, including installation of separate telephone lines servicing the joint-use library
- Mail and delivery services
- Supplies for its proportional share of the operation

Both the school librarian and the county library manager believe that this has been a good agreement.

Survey results

As part of this research, a brief in-person survey was conducted at four different locations within the Middletown community. It was found that 68% of the respondents favored the combined facility and only 6% of non-users attributed their non-use to location, transportation problems, or a lack of comfort entering a high school. Nearly a third of non-users said they use other libraries. The most frequently cited reasons for recommending a combined facility library were the resources available (26%), location (20%), and cost savings (17%). Of little concern were the circumstances that the library is in a high school (4%) or that it is generally very busy (5%).

There were some concerns about safety of students with respect to the public access and young children being exposed to the students and their "coarse language". Young people and adults alike stopped to say how friendly and helpful the staff is. There was great interest in the library and, apparently, a tremendous need for a public library. The general feeling was that even if a combined library is not the ideal, its availability and resources outweigh most inconveniences.

A survey of students and faculty at MHS also revealed enthusiasm for the combined library. The students are generally appreciative of the more extensive resources available to them. However, there are some common concerns that should be addressed -- student access to the library and computer access for community members and students.

The input and output measures in Table 5 show the growth of the Appoquinimink Library. They record the county contribution (input) to the library and the combined services provided (output). Since the merger of these libraries in 1997, hours are longer, the space is larger, the collections are growing, and library use has increased tremendously. The county has steadily increased its financial support for the library. These figures do not reflect the contribution of the school district: 3 full time staff; the facility, its maintenance, utilities; and about $12,000 for books, journals, and media.

Table 5: Appoquinimink Community Library Input and Output Measures

Fiscal Year	FY94	FY95	FY96*	FY97*	FY98	FY99	FY00
OPERATING INCOME							
Total	81,365	108,295	155,068	165,725	140,495	173,026	210,439
County	68,163	94,916	132,799	164,788	121,662	161,475	186,394
State	10,894	13,359	14,376	15,195	18,682	11,069	23,717
Donations	660	20	7891	182	151	482	328
Trusts & endowment	583	0	0	0	0	0	0
Per capita income	9.64	12.59	18.03	20.94	16.24	20.48	24.91
EXPENDITURES							
Total operating	78,023	75,727	132,514	166,853	168,130	147,182	159,394
Wages & salaries	45,475	48,987	83.994	99,944	113,689	102,378	108,762
Fringe benefits	3,498	8,761	18,515	22,317	26,563	21,093	20,839
Collections	17,933	12,162	18,716	25,234	22,374	20,851	25,695
Other operating exp.	11,117	5,817	11,267	19,358	5,504	2,860	4,098
Per capita exp.	9.07	8.8	15.41	19.4	19.43	17.42	18.87
STAFF							
Librarians with MLS	0.93	0.88	0.88	0.88	88	88	88
Additional staff	1.33	1.75	1.53	1.88	2.18	2.18	2.18
Total	2.28	2.63	2.41	2.76	3.06	3.06	3.06
BUILDINGS							
Assignable sq. ft.	1000	1000	1500	10,700	10,700	10,700	12,150
Non-assignable sq. ft.	200	500	500	1450	1,450	1,450	1,450
Sq. footage / capita				1.41	1.4	1.44	1.61
Accessibility	no	no	no	yes	Yes	yes	yes
Meeting room	no	no	no	yes	Yes	yes	yes
SERVICES							
Population**	8602	8602	8602	8602	8654	8449	8449
Attendance	24,994	23,875	25,071	85,966	176,113	155,983	179,041
Evening & Weekend h Hours	15	15	15	68	20	20	20
Weekly hours	41	41	41	45	68	68	67.5
Reference transactions	4425	4927	2585	6705	7973	17258	16598
Ill to library	2	0	16	3	891	966	802
Ill from library	119	260	129	34	1123	1118	1182
COLLECTIONS							
Volumes	25,388	27,242	27,502	34,048	36,696	44,343	39,992
Audio	399	410	553	568	618	706	809
Video	424	483	558	640	631	733	846

*FY 96: library taken into county library system. FY 97: joint facility opened
**service area population as defined by the 1990 census
Delaware Public Library Statistics

Evaluation

The combined Appoquinimink/Middletown High School Library offers far better library services than either was able to provide before their merger. By this measure alone, the library is a success. Table 5 shows the increase in funding, space, and services between FY94 and FY2000, and Table 6 illustrates how the combined library measures with regard to the criteria set forth in the previous section.

Table 6
How does Appoquinimink fare with regards to standards chosen?
Standards for a Combined Library to Serve a Community of less than 10,000 Residents and a High School of 3,000 Students

Criteria	Expectation	Appoquinimink Community/MHS Library
Library size	5,000 – 10,000 sq. ft. for the public community library	12,150 sq. ft.
Collection size	19,500 – 30,000 items	41,500 items
Staff	4-5 FTE (2 MLS librarians)	6 FTE (2 MLS librarians)
Computers for public access	No standard	11 + a student microcomputing lab
Hours/week	30-40	67.5
Annual circulation	50,000 – 150,000 items	93,643 items
Programming	Limited, includes children's story hour	Limited, includes children's story hour
Materials Budget	$35,000	$36,000
Staff Budget	$119,000	$108,762 + 3 school employee salaries (est. $120,000+)
Total Budget	$193,000	$159,000 from County + School salaries, materials, and building expenses (est. $132,000+).

Facilities

The facility for the combined library is larger than the school library would have been and much larger than the old space in the Middletown Town Hall. It exceeds the county standard for a community library. However, the service area population for the Appoquinimink Community Library grew nearly 63% between the 1990 and 2000 censuses, from less than 10,000 to around 13,760. The high school population has also grown rapidly and the library now seems crowded. Space is now the major constraint on services.

Collections

The combined collection appears to meet standards for both school and public libraries with regard to size. However, the minimum school standards specify 19,500 "currently useful" items. Since most of the library collection belongs to the public library and consists primarily of fiction and children's materials, the ability of the collection to meet the research needs of students is questionable. If the libraries separate, the high school would only have 8,000 to 9,000 items, a woefully inadequate collection.

The UDLib/SEARCH databases enhances the school's magazine and reference collections. The databases provide up-to-date magazine and journal articles and a variety of research resources, such as an encyclopedia and SIRS, to supplement the print materials. The collection is also augmented by DelAWARE, databases supplied by the Division of Libraries, which include full text of the nation's five major newspapers, Accessible Archive, an encyclopedia, a business directory, and EBSCO HOST, which includes full-text articles of general interest, business, health, and children's magazines. These databases provide a tremendous boost to the information resources of the library.

Internet access

Internet access will always be a difficult issue to resolve for any joint school/public library. As long as the state Department of Education filters all school access to the Internet, joint libraries are in an awkward position. They can install separate networks to provide unfiltered access to community members, but there would still be difficult issues surrounding public use of an unfiltered network in a school library.

Staff

The combined public library and high school staff is sufficient to meet the staffing level expected for a community this size and the school. With regard to the standards for school library media centers, the presence of both a school librarian and a county library manager, both with MLS degrees, allows the library to meet the minimum standard for MLS librarians. The library also has sufficient support staff when school is in session. One weakness is the school's reliance on the county staff when the school librarian is absent. The school has failed to hire a substitute librarian when the school librarian was absent or when her position was vacant.

During their busy summer months, the school library staff is not available to help the public and the lack of sufficient county staff is evident. The county library manager and her staff struggle to cover all the hours the library is open and handle the higher circulation.

Additional criteria

In addition to numerical standards, this report sets forth a number of other criteria that contribute to the success of a combined facility. While these factors are more subjective measures of how the library serves its community, they are the critical ones. This key element of whether the library meets the needs of its particular community is what these criteria strive to address. These vital components and measures for a

combined library include an operating agreement, adequate space and accessibility, programming, and community and school attitudes towards the library.

Joint-use agreement

The agreement between the public library governing entity, New Castle County, and Appoquinimink School Board clearly delineates the responsibilities of the school district and of the public library. In general the parties are happy with this agreement, but agree that it needs to be updated from time to time. They recommended that future operating agreements include a clause indicating what will happen if the school needs to use space allocated to the library for another purpose. As reported consistently in the literature, this library found that with regard to space, the needs of the school take precedence. Future agreements should specify staffing. The operating agreement would be stronger if there were a commitment from the district to more funds to purchase library resources. The specified Operating Manual is so out-of-date the librarians declared it useless. The librarians consider the careful crafting of this agreement a key element contributing to the success of this partnership.

Accessibility and parking

The library was designed to be readily accessible to community users, but public parking space has been inadequate from the beginning. An addition to the school obscures the library entrance. The entrance is now within a courtyard and this area is likely to become congested when students are changing classes. Parking access may also be more difficult because parking will be considerably further from the entrance.

The library and the community

The library provides space for library materials for patrons of all ages and has allocated space for library materials for children and adults. Additional space for children's materials and programming is needed, as the children's area is quite small. A separate space for children's furniture, activities, and story hour is needed. Adult users and staff would like a meeting room for adult programs and meetings. Like many libraries, this library has found the good services and a growing population have increased the demand for its services. It can no longer accommodate the school's growing student population and community needs for library services.

The library offers comparable services to students and other community members during all hours that the library is open. The library does not limit the time when the public has access. Students, during school hours, receive school library services and chaff at the restrictions common to school libraries that limit their use of the facility and the Internet.

The librarians, community residents, MHS students, and faculty generally consider the combined Appoquinimink Community Library - Middletown High School a success. The surveys of community members and students and interviews with the librarians reveal that all parties believe the services are much better now for both the public and the students. Both input and output measures support this belief.

By any measure, the combined library is a huge success. Circulation, library use, and reference transactions all increased enormously. The county has maintained steady support for the library. The commitment of the school, as is true for most school libraries in Delaware, is not as strong. However, the combined library does seem to get better support than it might if it where on its own. The school administration has consistently hired qualified MLS librarians for the school library.

All parties are aware of the different role and mission of school and public libraries and strive to provide appropriate services to all parties. Some compromises have been made, and both administrations have modified their practices to accommodate the needs of their partner in this venture.

The joint facility has provided the county library with a much larger facility than it had previously, and the school has benefited from a much larger collection. Both have benefited from more staff and being open many more hours.

Recommendations

The combined Appoquinimink Community Library-Middletown High School Library has been a successful venture; but it is time for the county to consider a larger facility. The community is growing rapidly and needs a full-service library. A new county library is recommended to address the following concerns:

- Space: The collections are growing and there is little room for more shelving. A separate, larger children's area is needed for children's materials and programs.
- Computer access: Community members need better access to computers. Under the current system, adults must ask a librarian to sign them onto a computer. There are few computers available for community members to use. Adults should be able to access a computer that is not filtered by the Department of Education.
- Visibility and access: Expansion of the high school has engulfed the library. The library is no longer visible from the street or parking area. Parking will also be at a greater distance from the entrance.

This recommendation is made with some reservations. The loss of the public library collection will be a serious one for the school. The district will loose the services of the public library staff and the use of its collections. The school library has little to gain from the departure of the public library from its facility. Considerably more resources will be needed to make the school library adequate to support the school curriculum. While the UDLib/SEARCH databases provide periodical and reference materials, more books, both fiction and non-fiction, will be needed to support the school work and reading needs of the students.

Key to a successful combined library are planning and cooperation. Early in the process, the public and librarians need to be engaged. Careful planning that begins well in advance of the building project will allow a joint library facility's needs to be part of the original building plan. Their late entry into the project was mentioned by the librarians at the Appoquinimink Community Library as a problem that imposed restrictions on their ability to tailor the space to meet their needs. Earlier involvement might have given the library a more prominent position along the street side of the building. A separate entrance off the highway with its own parking lot would have made the library more visible and accessible to patrons.

The Division of Libraries should work with state officials and the counties to ensure that the planning process encompasses all the key elements of the community analysis and building plan before the architects begin their work. This process would help with the planning for all libraries and would bring important potential areas of conflict to the forefront early. This groundwork would also help with the creation of the intergovernmental agreements that should govern the construction, funding, and operation of the library.

Public library agencies and schools planning combined libraries should include a commitment from both parties for materials. The school generally provides the larger share of the building expenses and gets the benefit of a larger public library collection, but when the partnership dissolves, the school is left with a minimal collection. Additionally, there needs to be an agreement on what will happen if the school becomes crowded and needs the space used by the public for meetings or programs. Space is a common problem for schools, as their enrollment usually increases. Both parties need to consider how they will handle the situation when the other is short of staff.

Future combined libraries need to have better provisions for young children and for programming. A children's room would allow for more children's programming, a better arrangement of the collection, and more flexibility.

Library Manager Pat Birchenall recommends having more people involved in writing the agreement. Perhaps if member of the county administration had been involved, the Appoquinimink county/school district agreement may have been stronger. In the Middletown case, the site librarians wrote the agreement and then the county and district attorneys rewrote it in legal terminology. Birchenall also recommends that an annual evaluation process, involving librarians and administrators from both parties, be required by the agreement. The entities need to consider not only how they will merge, but also under what circumstances and how they might separate in the future.

If there is a state role to play in planning for future combined libraries, it needs to be one of insisting on *improving services* and meeting *standards* for service. The definitions used in New Castle County for its community and area libraries may be basis for standards, but they need to be supplemented with service standards and job qualification requirements. The New Castle County library managers must have an MLS degree. On the following page is a list of recommendations for future combined libraries.

Recommended State Requirements for Combined Public/School Libraries in Delaware

1. There must be an agreement between the public library governing entity and the school board that clearly delineates the responsibilities of the school district and the public library, with provision made for financial responsibility, maintenance and care of the physical facilities, personnel, use of equipment, and hours of service. Hours of service must include evening and weekend hours. Provision should also be made for improving the collections to meet an acceptable standard.

2. The school and the public library governing entity must each provide a full time MLS librarian.

3. The library must be readily accessible to library patrons other than students enrolled in the school by
   * placement of the library in a separate facility or
   * placement of the library in a school room that has a direct entrance to the outside that is accessible by the library's patrons or
   * placement of the library in a schoolroom that can be easily located from all school entrances to which the library patrons have access.

4. There should be adequate parking for public library patrons with provisions for handicapped patrons.

5. The library must provide space for library material for patrons of all ages and allocate its space to accommodate library materials for children, young adults, and adults, in appropriate proportions.

6. The library facility should be designed to meet the needs of the public library function as well as that of the school. A separate room for young children is recommended. Meeting space for adults programs and community groups should be included.

7. The library should have one integrated online catalog for the collection.

8. Collections: A combined library should meet the larger of the following minimum criteria. Note that school volumes are expected to be current and relevant to the curriculum.
   * For a community of 5,000 to10,000 residents: 15,000 titles
   * For a school: 15-25 currently useful volumes per student. These should include reference, fiction, non-fiction, and paperback titles. This number should not include textbooks or multiple copies of books used for classes (minimum collection for a school of 500 = 15 x 500 = 7500 titles).

Appendix A
Literature Review

Combined libraries provide a way to bring public library services to an under served population and pave the way for the development of better library services. Large studies by Woolard and Aaron examined a large number of combined libraries. They, and other authors, consistently found that combined libraries are most successful in small communities where no public library services previously existed. Several more recent articles also discuss using combined libraries to bring library services to newly developed suburban areas or underserved urban neighborhoods.

An extensive study of combined school/public libraries was done by Wilma Lee Broughton Woolard in the late nineteen seventies. Woolard (1980) found that a community that already has adequate public and school library programs is not apt to provide better service by combining already existing facilities. However, the data and information she collected did document that, under certain circumstances, school and public libraries are able to combine to offer viable library programs for their communities. She found no conclusive evidence that any one type of governing board is more effective than another and that no one form of administration is preferable; but the weaknesses and concerns most frequently reported related to governance and management. The primary advantages reported were better collections and the availability of library serves to the public where none previously existed.

Woolard was cautious about endorsing combined libraries and stipulated a variety of criteria to use when considering a combined library. She found that most successful programs exist in communities of 5,000 or fewer residents. These are often communities that had no library services previously, and a combined library made the services of a trained librarian available. The strength of community life and ease of communication were also cited as factors that made a combined library a success in small communities.

A well-established and defined governance structure, that is agreeable to all parties, is considered essential to avoid conflict and misunderstanding. Key elements of an agreement include provision for communication among the governing bodies, the staff, and the public; clear financial arrangements for capital and operating costs; a collection development policy; clear personnel policies; staffing patterns and responsibilities; and meeting public and school library standards.

A third key element is the provision for adequate funding from the parties involved. The participating parties need to realize that a successful program will grow, serve more of the community, and require increased resources. Rather than saving funds, the governing entities will need to allocate more funding for a successful program.

The physical facility plays a key role in the success of a combined library. It needs to be easily accessible to the public and meet the needs of the students. Woolard's list of requirements includes direct access from the outside, adequate parking facilities, sufficient size to accommodate both quiet reading and classroom activities, provision for

future expansion, sufficient electronic infrastructure, a multipurpose meeting room, adequate security, and public rest rooms. Sufficient staffing and a full range of programs and services round out the list of elements for a successful combined library.

A decade later Aaron (1990) published a study of combined libraries in Florida. Finding no quantitative criteria for measuring success, she used the following five questions:

1. Did the persons representing the public library system headquarters and/or the district media program or its substitute describe the combined facility as a failure?
2. Did the program fail to offer comparable services to meet the needs of students and other community members during the hours that the library was open?
3. Did the combined program experience a decrease in circulation as compared to previous years?
4. Have the larger organizational units failed to recognize the differing requirements of the combined program and not modified their operations to meet those needs?
5. Has there been a lack on on-going commitment by the policy-making to support the combined program?

If the answer to at least three of these questions was positive, the facility was identified as unsuccessful. When these criteria were applied to the six facilities she evaluated, it was determined that there were two successful combined public/school libraries and four failures (p. 17).

Aaron found that the two successful programs were branch libraries. Both had distinct spaces for adults using the library that was separate from the students. In the four unsuccessful sites, the libraries were physically a part of the school, and services were generally offered in a shared space.

Successful programs had written purposes, goals, and objectives. With regard to finances, Aaron found that the public funds are usually at least one-third more than school resources (p. 24). Of the two successful programs no documented evidence was found that demonstrated that the combined library was more economical than separate programs. At the less successful facilities, it seemed that economy was achieved at the expense of adequate service to the community.

Staffing is a key area of library operation and Aaron, like other researchers, found that if school librarian is not present, the staff helps students and slights public. Like Woolard, Aaron devotes considerable discussion to the important issues of legal jurisdiction; the responsibility for purchasing materials, furniture and equipment; ownership issues; personnel and staffing patterns; building maintenance; provisions for termination of the joint venture; circulation procedures; access to materials; collection selection and management policies; and operation and programming issues.

Writing about combined libraries in the *Texas Library Journal*, Wells (1994) cites advantages of combined libraries with adequate funding, such as expanded collections for all ages, programming for adults and children, extended hours, and more highly qualified personnel. While a combined library can be the true educational, informational , cultural and recreational center of the town, these advantages are exactly the same benefits that come from any successful library with adequate funding, leadership, and support. There are a number of combined libraries in Texas. All but two serve communities of less than 10,000 residents.

Successful combined school/public libraries are often branches of a larger library system. A number of branch libraries have been established in schools in Colorado. Some of the challenges encountered after the opening of the Conifer Combined Library included parking problems and hours of operation. The library staff found it difficult to serve school needs and the public during the same hours and the library was closed to the public until 2:30 p.m. Their experiences with this library led Margaret Owens and Roberta Ponis (1999) to list the following guidelines for planning a combined library.

1. Involve all parties from the beginning in the planning, design, and construction of the facility.
2. Discuss the missions of the institutions involved to determine how differing missions can be accommodated in a combined library. If it is a constant forced fit, stop; both institutions will fail.
3. Get everything in writing--everything. Work out an operational agreement before construction begins.
4. Be clear to your publics how a combined library will be different from their school or public library--in terms of what is in the collection, the hours, or fines.
5. Plan for easy access to the library--the public does not want to troop through a high school to find the public library.
6. Plan for outside access to a public meeting room.
7. Really, really think hard about combining a library with an elementary school library. (Safety issues abound!) [Jefferson County has a policy that partnerships with elementary schools will not be considered.]
8. Hire staff who understand the duality of missions, clients, and collections of a combined library. (Staff who need to work with two administrators, two boards, etc.)
9. Hire staff who have a high energy level, work well as members of a team, and are skilled communicators. (Staff will make or break a combined project) (p. 8).

The Pueblo (Colorado) Library District has experimented successfully with combined libraries. These libraries are satellites of a larger system and replace former bookmobile services. The satellite collections are small, and each location has a different agreement tailored to meet the situation at the site. These agreements provide a way for the county to extend limited library services to underserved populations (Tucey and Rooney, 1999).

The Sheridan Combined Library in Arapaho County, Colorado seems to operate much as the Middletown High School/Appoquinimink Community Library. The staffs of both libraries serve all patrons, all materials are listed in the county catalog, and all materials are shelved together. The public and students share the advantages of access to databases and the Internet, extended hours, and a larger collection. As at Middletown, it was difficult when the school failed to provide a substitute during the absence of the

school media specialist and there is some tension over Internet access. The problems that have emerged at both libraries also relate to space and facility design. Neither library is large enough. Neither has sufficient space for classes, children's programs, enough computer terminals, or sufficient nearby parking. During the summer, when the school library staff is not available, the public library is busy with summer reading programs and increased public usage, yet there are fewer staff to provide service. Interestingly, the Sheridan libraries are considering building a larger combined library on school property (Hagen and Salle, 1999).

Several combined libraries have been written about enthusiastically. Washoe County Nevada has used a combined libraries to provide library services where there were none (Kinsey and Honig-Bear, 1994). In Scottsdale, Arizona, the 18,000-square foot Palomino Branch Library is at the entrance to the newly built Desert Mountain High School. This library serves 1,000 students and 25,000 residents with 18 FTE staff in a new master-planned community nine miles from the nearest branch library. This facility has a 50,000 volume collection, a separate children's area, and a T1 connection to the Internet. It's success is largely attributed to the fact that the library was involved in the planning of the facility before the school was designed (Olson, 1996). This article also gives a checklist for those planning a combined library. Their guidelines consider accessibility, air conditioning, bathrooms, the collection, a contract between the public and school authorities, a separate entrance, expenses, hours, outdoor lighting, visibility from the street, location within the community, location within the school, noise, one online catalog, parking, signs, and a 24-hour bookdrop.

Another frequently mentioned combined public/school library is that in Cissna Park, Illinois. This rural community of 2,000 people spread over 87 square miles had no library service. A newly formed library district was funded in 1991 and is contiguous with the school district. This tightly knit community did a careful strategic plan and legal agreement governing the library and its funding. The small school of only 370 K-12 students benefits from a better collection and longer hours. The community benefits by having library services available. The school has found that the joint library has reinforced its role as the social and cultural center of the community and has strengthened community support for the school (Heinhold).

Colorado has several joint public/community college libraries in Aurora, Fort Collins, Montrose, and Westminster. The joint libraries allow these communities to have much larger libraries. While each party purchases and manages its own collection, the cooperative ventures allow the city and community college to share the facility, utilities, maintenance, and computer network. The combined reference, periodical, and electronic database collections are especially beneficial to students. A public relations campaign in Westminster doubled community use and increased circulation of children's materials even more. Careful planning and visits to successful joint libraries were key to the success of the Fort Collins and Westminster projects. Planning included not only the facility and an intergovernmental agreement, but also how policies, training, and workflow for reference, Internet use, and interlibrary loan would be coordinated. The two Westminster staffs meet monthly to discuss common concerns (Sullivan and Taylor).

The Fort Collins and Westminster planning processes included a visit to the successful Broward County and Broward Community College facilities, the South Regional Library built in the late eighties and the North Regional opened in the late nineties. The award winning Broward County Library system has over 30 branches and serves a large, rapidly growing area of Florida. It's North Regional branch may be the ultimate example of library sharing in the country, as the facility at Broward Community College serves as the Broward Community College Learning Resources Center, the Broward County Library's North Branch, the Florida Atlantic University Boca Campus Library, and the Nova Southeastern University Library.

There is abundant advice in the literature for those wishing to plan a combined high school/community library. These libraries generally are created where there is no, or very limited public library service. They require compromises to help each library meet its mission, and the needs of the school generally take precedence. However, they often provide the beginning of local library service and expand as support and use increase.

The combined community college/community library model appears much stronger than that of a school/public library. They tend to be seen as permanent, rather than temporary. While requiring complex negotiation of the terms of the intergovernmental operating agreement, they do not face the conflicts inherent in the *in loco parentis* role of the high school staff. The successful experiences in Colorado and Broward County merit further investigation as a possible model for Delaware.

Appendix B

Appoquinimink Community Library

PUBLIC SURVEY ON COMBINED FACILITY LIBRARIES

ELLEN H. FANJOY

NOVEMBER 5, 2001

Introduction

At the request of the Council on Libraries, a brief in-person survey was conducted at four different locations within the Middletown community during the weeks of October 15, 22 and 29. The survey was done as a component of the report Catherine Wojewodzki is preparing.

Permission was sought from the different store managers to conduct the surveys during various hours of the day and days of the week (only Sunday was eliminated).

General Observations

Some general observations are significant and might be useful at this point.
1. There was an extremely high turn-down rate: only about 5% of those approached agreed to answer the questions
2. Individuals who asked why the survey was being conducted were told it was to see if, after some time with a community library, they would recommend a similar combined facility to another community.
3. About 10% of those approached were excluded because they were not Delaware residents.
4. After trying to get respondents to complete the form themselves for the first two days, I switched to recording their answers and increased the response rate. Literacy may have been an issue.
5. Even people who declined to answer the survey frequently stopped to say how wonderful and helpful the library staff is.
6. Demographic questions were not asked for cross-tab purposes.
7. Children were most enthusiastic about the Appoquinimink Community Library and disappointed that they could not answer the survey.
8. There were a number of responses that addressed safety fears with respect to the public having access to students. This might have been different if the survey had been conducted prior to September 11.
9. Although it is no surprise, the construction does seem to be causing a certain amount of consternation. People mention the parking shortage, the problems with going through the school while classes are changing, the distance the library is from the entrance they must use and a hope that the addition will be large enough to last a long time.

Methodology

A five-question survey was devised and reviewed by DDL staff and Cathy Wojewodzki. Since a telephone survey was cost prohibitive, an in-person survey at community locations that would attract a broad cross-section of the population was selected. Although five locations were originally selected, the survey was only conducted at four locations. The four locations were the Happy Harry's/Thriftway in Middletown Square,

the Acme in town, The Dollar Store, and the Rite-Aid/Food Lion. The fifth location was to be the Happy Harry's in Mt. Pleasant but the traffic level was not sufficient.

Every attempt was made to approach all adults entering or exiting the stores. Those individuals who cut through bushes, declined to make eye contact, or didn't stop when addressed were not surveyed. 217 valid surveys were completed. Six surveys were discarded when it was learned that the respondents were Maryland residents or under 18.

On the first day, people who agreed to participate were handed a clipboard with one copy of the survey and a pen. This method was discarded as adults accompanied by small children or physically challenged children or adults often declined. It was also discovered that the survey was faster when the surveyor asked the questions since a yes answer to question number 1 permitted a skip to question 4.

Surveys were done morning, afternoon, and early evening, weather permitting. People did not wish to stop in the dark or in the rain. Additionally, the surveyor was urged by other survey professionals to avoid Sundays.

At the conclusion of the survey, all data were entered into a Microsoft Access table. Data were checked for accuracy and consistency prior to the execution of queries. Comments were conformed so they could be totaled more meaningfully: e.g., helpful staff and staff are helpful have the same meaning and could be grouped without changing survey results.

Confidence Level

The desired confidence level was 90%. The sample size, discarding the 27 invalid (neither yes nor no) responses to question 4 resulted in a 90% confidence level that 68% of the population (+/-6%) who made a recommendation recommended a combined facility library to another community. In other words, if the survey were conducted again in the Middletown area with 190 valid responses, between 62% and 74% of those surveyed would recommend a combined facility library.

Results by Question

Question 1: Do you use the Appoquinimink Community Library?
121 YES   96 NO

Question 2: Did you use the old Appoquinimink/Middletown Library?
For this question, only those who answered NO to number 1 were of interest: that total is 10.

Five of those who used the old library now use Corbit Calloway, Smyrna or Dover; one each said location, transportation, get info elsewhere, or haven't gotten around to it were why they didn't use the new library.

Three who used the old library did not make a recommendation in question 4, 3 said they would not recommend a combined facility library and 4 said they would recommend a combined facility library.

Question 3: Why don't you use the Appoquinimink Community Library?
31   other libraries
27   get their reading and information elsewhere
22   never use libraries
 3   location
 2   transportation
 1   uncomfortable in high school

Question 4: Would you recommend a combined facility library to another community?
130 YES   60 NO   27 NO RECOMMENDATION

The most frequently cited reasons for recommending a combined facility library are:
49   resources available
38   location
32   cost savings
 6   more hours
 4   too noisy/busy

 1   inconvenient parking
 1   not like in high school

The most frequently cited reasons for not recommending a combined facility library are:
 7   not like in high school
10   too noisy/busy
 8   inconvenient location
 5   inconvenient parking

Question 5: Age composition

21   18 – 25
49   26 – 35
76   36 – 50
50   51 – 65
21   66+

CONCLUSION

There is strong (68% of respondents) community support for a combined facility library, despite some concerns about safety of students with respect to the public access and young children being exposed to the students and their "coarse language". The bottom line seemed to be that there was such a tremendous need for a public library that even if a

combined library were not their first choice, its availability and resources outweigh most inconveniences.

Young people and adults alike even if they wouldn't take the survey stopped to say how friendly and helpful the staff is. A thirteen year old girl kept returning and asked four times why she couldn't take the survey because she wanted everyone to know how much she liked the library. I told her that while I could not officially count her, I would be certain the library staff were told how much she liked them and that there were lots of good books at the combined library.

Finally, there are a few facts that might impact future planning: a relatively large number of people I approached are Spanish-speaking; many people hope that there will be yet another library in the area in the near future as the population is growing so quickly; newcomers frequently declined to participate in the survey because they had not yet "found" the library; Maryland residents expressed that they have visited Appoquinimink Community Library and were quite impressed; senior citizens mentioned getting their reading materials from the Senior Center's informal library and also requested computer classes for senior citizens.

Appendix C

MIDDLETOWN HIGH SCHOOL - APPOQUINIMINK COMMUNITY LIBRARY STUDENT/FACULTY SURVEY RESULTS
March 10, 2002

METHODOLOGY

A seven-question survey was devised with the Appoquinimink Library Manager, Pat Birchinall, and Middletown High School Librarian, Joyce Roe. The survey was distributed to 199 students in English classes at Middletown High School during January and February 2002. The librarian attempted to get a cross section of the student body through her selection of classes. The sample is thus not a random sampling of students, but should provide a good indication of how a cross-section of students use and think about the library.

Seven teachers also completed the survey and their results are tabulated separately. While the number was too small to have any statistical usefulness, it was interesting to see that some faculty do use the library for Internet access. They generally liked the convenience of having a larger library available and thought that the students benefited from this arrangement. Two faculty members expressed concern that the public is not as well served by the combined library. Several faculty also expressed disappointment the size of the facility and collection.

RESULTS BY QUESTION

Question 1: For which of the following do you use the library?

Use	Students	%
Books	158	79.0
Internet	122	61.0
Studying	115	57.5
Magazines	61	30.5
Word Processing	52	26.0
Other Computer Uses	41	20.5
Other	17	8.5

Question 2: How often do you use this library?

Only with classes	65	32.5
Monthly	58	29.0
Weekly	41	20.5
Daily	22	11.0
Never	10	5.0

Question 3: When do you use the library during the school year?

During School	138	69.0

After School	89	44.5
Lunchtime	60	30.0
Evenings	34	17.0
Before School	16	8.0

Question 4: Do you use the library during school vacations or during the summer?
      89 (44.5%) students said yes

Question 5: Do you think combining the school and public library is a good idea?

Yes, because it provides better library services for students.	82 students (41%)
Yes, because it provides better library services for both groups	78 students (39.5%)
No for a variety of reasons	37 students (18.5%)
Yes, because it might save the taxpayers money	29 students (14.5%)
Yes, because it provides better library services for the public	25 students (12.5%)
Yes, for other reasons	19 students (9.5%)

Question 6: What do you like best about this library? (Many students gave several answers.)
      68 students listed books, magazines & resources
      20 students listed computers & Internet
      28 students listed the convenience and hours
      14 students listed the staff and help available
      14 students listed quiet, calm, peaceful

Question 7: What do you like least? (Many students gave several answers.)
      33 students listed librarians and staff
      33 students listed inadequate computer resources or problems with computers
      19 students listed inadequate an book collection
      16 students listed conditions governing when students may use the library
      14 students stated the library was too small, crowded, or busy

Question 8: Additional student comments primarily concerned the school's rule governing the use of the library by students who have early dismissal. Students feel they are unjustly barred from their public library.

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