



Delaware Libraries Governance and Funding: An Assessment of Operational Funding and Governance Issues for the Proposed Duck Creek Regional Library

REPORT & RECOMMENDATIONS
MAY 2013

prepared by
Edward J. Freel, Policy Scientist
JennaLee Bucsak, Graduate Public Administration Fellow

with research assistance from
Matthew Garlipp, Undergraduate Public Administration Fellow

Institute for Public Administration
School of Public Policy & Administration
College of Arts & Sciences
University of Delaware



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Division of Libraries
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edited by

Lisa Moreland, Associate Policy Scientist
Sarah Pragg, Policy Specialist

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PREFACE

As the Director of the Institute for Public Administration (IPA) at the University of Delaware, I am pleased to provide this report, *Delaware Libraries Governance And Funding: An Assessment of Operational Funding and Governance Issues for the Proposed Duck Creek Regional Library*. The decision to embark on this project developed after a series of discussions including representatives from the Smyrna Public Library Guild (SPLG), the Delaware Department of State's Division of Libraries, and staff from IPA.

IPA, established in 1973, addresses the policy, planning, and management needs of its governmental, non-profit and private sector partners through the integration of applied research, professional development, and the education of tomorrow's leaders. IPA provides direct staff assistance, research, and analysis while contributing to the scholarly body of knowledge in public administration. Issue areas that have been addressed by IPA include comprehensive planning, economic development, education management, health, transportation, and leadership development.

This report assesses options for developing a reasonable and attainable operating funding plan to bridge the gap between the Smyrna Public Library's current funding and the projected funding for the new regional library. This report also suggests various governance options for directing the future regional library. The recommendations offered in this report are premised on the state delivery systems being maintained with little or no change to the status quo.

We hope the recommendations offered in this report are helpful as the community charts its path forward and that our findings also will lead to a broader discussion of library services in Delaware.

Jerome R. Lewis, Ph.D.
Director, Institute for Public Administration

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IPA's project team includes Ed Freel (Policy Scientist), JennaLee Bucsak (Graduate Public Administration Fellow), and Matthew Garlipp (Undergraduate Public Administration Fellow). In addition, IPA staff members Lisa Moreland (Associate Policy Scientist) and Sarah Pragg (Policy Specialist) edited and formatted the report for publication, respectively. IPA also appreciates the time and assistance provided by a number of library and local government leaders in compiling the data for this report.

All opinions expressed in this report are those of the authors. Likewise, any errors are those of the authors.

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INTRODUCTION

Over two years ago, a group of residents from Smyrna and the surrounding area began to discuss the need for a regional library to serve the greater Smyrna area. The Smyrna Public Library has long been supported by the residents and town government. Since the discussions began, the Town of Smyrna has recognized the need to create a larger institution to support the residents of the town as well as the greater community, which includes residents of both Kent and New Castle Counties. The Smyrna Public Library Guild (SPLG) was created in 2009 to take the lead on the project. SPLG is in the process of initiating a capital campaign. While in the process of developing and implementing the capital campaign, SPLG sought counsel in planning for the governance and operational funding of the proposed new library.

While original discussions focused specifically on a report that would provide recommendations to SPLG in the areas of governance and operational funding, it became clear that the report would need to take a broader look at the state library system, many individual libraries in Delaware, and even systems in other states to provide ideas and options that might prove relevant. It was decided that the new Duck Creek Regional Library could not be considered in a vacuum. The situation facing Smyrna is one that a number of other communities in Kent and Sussex Counties will, in all likelihood, be facing over the next decade or so.

The report is divided into five sections. The first is historical and will recount the history of the town and the Smyrna Public Library. This section will also review the history and development of the Delaware Division of Libraries. The role the state plays in libraries has evolved over the past 35 years from a single, small-service library to the provider of significant support to libraries throughout the state. Through its Statewide Master Plan, the Division of Libraries has put forth a comprehensive vision of library services. In evaluating the future of the Duck Creek Regional Library, it will be important to understand the evolution of the Division of Libraries and the role it might play in Smyrna.

The second section will look at libraries in Delaware today. Each county has developed its own singular approach to providing library services for its residents. The relationships between the county governments and the libraries in each county reflect their own histories of library services. It is critical, also, to understand the role of the State Library and its relationship to the libraries in each county. An appreciation of the diversity of library delivery approaches in the counties will help inform a discussion about the future of the Duck Creek Regional Library project.

The third section will provide a detailed look at the proposed Duck Creek Regional Library. The Smyrna Public Library needs assessment, and state expectations discussed in the Statewide Master Plan will be examined. The current capital plans and timelines will be examined, and funding options will be evaluated. This section will also include comparisons of the Duck Creek Regional Library to other libraries in the state providing for similar geographic areas and demographic populations.

The fourth section will evaluate more closely existing funding sources and their potential for meeting future needs. This section will offer a series of options that SPLG will be able to

consider as they plan for (1) developing strategies for generating adequate operational funding streams in the future and (2) establishing a governance plan for the library. The challenges facing Smyrna are not dissimilar from those that will face many other communities in the state that currently have their own small community libraries. How Smyrna proceeds and the role the state might play could have longer-term implications for those communities, and this report will try to be sensitive to those future considerations.

After completing the reviews and analysis described above, the report will conclude with a fifth section, in the form of an addendum that steps outside of Delaware, to review library services in the states of Hawaii, Ohio, and Maryland. Hawaii was selected because of its size and unitary system. Ohio was selected because of its positive reputation in terms of delivering library services and because it provides an example of strong state support with local independence. Maryland, a neighboring state, also has established a strong reputation and can provide some interesting modeling considerations as a strong county-based approach.

SECTION I. HISTORICAL PERSPECTIVE

Smyrna History

The Town of Smyrna was founded on the southern bank of Duck Creek in 1716, well before the American Revolution and was originally named Salisbury. The village of Salisbury became a thriving center supported by merchant vessels. In 1806, by Act to the Delaware General Assembly, the town was named Smyrna and its land area slightly extended to the equivalent of one square mile (Smyrna History, n.d.). Today, Smyrna is slightly fewer than six square miles. Much of its growth has taken place over the past decades. Based on U.S. Census Bureau data, the Town of Smyrna's population has increased by 75 percent between the years 2000 and 2010 with a population of 10,023 in 2010 (U.S. Census, 2010). This steady growth over the past decade has made the town Delaware's fifth-largest municipality, moving it ahead of Milford and Seaford (Smyrna History, n.d.).

Much of Smyrna's rapid growth is due to workers and retirees relocating from other states attracted by lower taxes and housing costs (Smyrna History, n.d.). The opening of Route 1 helped to make Smyrna a reasonable commute from Newark and Wilmington as well as sites in New Jersey and Pennsylvania. Smyrna is 12 miles north of Dover, the state capital, and approximately 30 miles south of the state's largest city, Wilmington, and Newark, home of the University of Delaware.

Although Smyrna has proved to be convenient for commuting, the town itself has seen business development over the past decade. This development is in addition to the major employers that are sited in Smyrna and the surrounding area. These include the Delaware Hospital for the Chronically Ill, Wal-Mart Distribution Center, Delaware Public Health Lab, Smyrna Health and Wellness Center, and the James T. Vaughn Correctional Facility.

Most speculate that Smyrna will continue to see business and residential growth in future years. The Town is committed to upgrading its physical and technological infrastructure. It is not unreasonable to speculate that many of Delaware's smaller communities in Kent and Sussex Counties also will be experiencing growth as the state continues to be an attractive location in which to live and retire. The discussion about the future of library services for Smyrna and its neighboring areas is taking place with the town's rapid growth as an important backdrop.

Approximately 140 years after the establishment of the village of Salisbury on Duck Creek, the Smyrna Public Library was formed as a subscription library. On June 8, 1940, the subscription library was opened as a Free Public Library. The library served the Town of Smyrna and its schools (Library History, 2011). The library, situated in the center of downtown Smyrna, became a valued and cherished contributor to town life. Many longtime residents remember their time spent in the cozy confines of the town library.

Today, the Smyrna Public Library is located in the old Smyrna Opera House building at 107 South Main Street. The library occupies 4,918 square feet, one of the smaller libraries in the state. The library is significantly smaller than the libraries of Milford and Hockessin, towns which have service populations similar to that of Smyrna.

According to the Smyrna Public Library profile prepared by the Delaware Division of Libraries, it had a service population of 25,098 (Smyrna Public Library Profile, 2009). Following the 2010 census, the service population has grown by almost 30 percent to 32,120, and that number can only be expected to increase. The Smyrna Public Library service population serves 6,132 people in New Castle County, or 19 percent of the total service population. These numbers present a serious challenge to the staff to provide modern services to this growing population.

Currently, the Smyrna Public Library serves as a small community library. It is open six days per week for 53.5 hours, slightly below the state recommended 56 hours per week. On Mondays, Wednesdays, and Fridays the library is open from 8:30 a.m. until 6:00 p.m. On Tuesdays and Thursdays, the library is open from 10:00 a.m. until 8:00 p.m. There are limited hours on Saturdays, with the library open from 9:00 a.m. until 2:00 p.m. (Smyrna Public Library, n.d.). Although the library does have some extended hours during the week, the hours are not very flexible and do not provide a lot of options for ensuring residents have adequate time to visit the facility.

Smyrna lags behind other Delaware libraries with similar service populations in a number of areas including total collection, library visits, total registered borrowers, and public-access computers. In 2011, for example, Smyrna Public Library had 82,987 visits. This figure is significantly less than Milford, which registered 170,962 visits while serving a somewhat smaller population. Hockessin, also with a smaller service area, registered 179,934 visits (Delaware Division of Libraries, 2012).

Based on data from the Town of Smyrna financial records, in FY2011 the library received \$253,677 in operational funds distributed through the town budget. Financial statements indicate that the Town received \$69,562 in reimbursement funds from Kent County and \$86,359 in State Standards Program funds. The Smyrna Public Library also generated \$18,300 through fees, services, the efforts of the Friends group, and other fundraising efforts (Town of Smyrna Revenue Report, 2012). The Town, therefore, committed approximately \$90,306 from its own general fund.

As noted above, based on the town financial statements, the Smyrna Public Library's operating expenditures totaled \$253,677 in 2011 and of this amount, almost 75 percent went to staff salaries, benefits, and related expenses (Town of Smyrna Consolidated Budget, 2013). The Smyrna Public Library staff is one of the smaller staffs in the state. The library has a staff of 5.4 full-time staff equivalents (FTEs) with staff costs of \$188,258 in 2011. None of the employees hold advanced degrees in Library Science. Less than 5 percent of its expenditures went to books (Delaware Division of Libraries, 2012).

All policy and fiduciary decisions are made by the leadership of the Town of Smyrna and the city manager in consultation with the librarian. While the Friends group exists, it has no policy or fiduciary responsibilities for the library.

While the efforts of the library staff and the support of leaders of the Town of Smyrna are admirable and have supplied library services to the residents of the town, the need to move toward a larger, more regionally focused library seems fairly obvious. One of the challenges

facing SPLG is to provide a library that can continue to play a role in the life of the Town of Smyrna while meeting the needs of the town's growing population and its surrounding communities. It also will face the challenge of generating adequate levels of financial support and developing a governance plan to meet its varied challenges. It should not be lost that the journey being taken by SPLG is one that other Delaware communities will face in the next decade or two.

State Division of Libraries History

Today, the Delaware Division of Libraries (DDL), a division of the Delaware Department of State, is the driving force behind the growth and modernization of libraries in the state. DDL works with local libraries to build community support and articulate a clear vision for local libraries and library programs. DDL, through the State Standards Program, provides local libraries in excess of \$5 million dollars in funding (Delaware FY2013 Operating Budget). DDL also provides support for statewide technology services and local library development and upgrades.

This central role of DDL has not always been the case. It can trace its modern history back to the State Library Commission for the State of Delaware, which was established in 1901. This act provided for the establishment and maintenance of free public libraries through the school districts. Traveling book wagons, known as "Traveling Libraries," the early bookmobiles, went on routes in the early years of the nineteenth century. State libraries remained under the Library Commission until the move away from the commission form of government took place in the early 1970s. At this time, DDL was established with a staff of five and the mission to operate as a regional library. From the one-room basement of a building on the campus of Delaware State University, the new DDL served approximately 600 individuals and institutions (Our Heritage, n.d.).

In the early 1980s, the library moved out to a very visible location in the Edgehill Shopping Center on Route 13 in Dover. Over the next twenty years, two individuals came forward who would play a significant role in changing the mission of DDL from a Kent County-centric entity to the driving force in state library services. One individual was state Representative Ada Leigh Soles, who sponsored the first Library State Standards laws for libraries and championed the first state funding for public libraries (Our Heritage, n.d.). The scholarship program designed to support librarians seeking advanced degrees in library sciences is named after Representative Soles.

The second individual was Tom Sloan, who served as Delaware's State Librarian from 1991 to 1999 after serving two years as the Deputy State Librarian. Sloan advanced Delaware's libraries into the information age through the automation and linking of local libraries through the Delaware Information Network and through the creation of DelAWARE: the Digital Library of the First State, which was launched in 1997. After housing the library network for two years at Delaware Technical Community College (DTCC), the libraries moved to their own network in 1999. Sloan also provided leadership in organizing the library community to implement *An Action Agenda for Delaware Libraries*, which acted as the catalyst for a range of statewide initiatives (Our Heritage, n.d.).

Through the federal Library Services and Construction Act and the support of governors from Mike Castle to Jack Markell, major investments were made in support of library construction and renovation. It also is worth noting the steadfast support of Senator Nancy Cook as the chair of both the Joint Finance Committee (JFC) and Bond Bill Committee. She ensured that funding was made available for technology and construction. As the state moved into the twenty-first century, DDL was the significant statewide player in the library community (Our Heritage, n.d.).

What follows is a discussion of the current status of library funding and governance at the state and local levels in Delaware. There are two trends that are clear and worth underscoring. First, towns like Smyrna are growing, which increases the pressure for more government services including library services. Second, DDL has become the central force in driving library standards and development in Delaware in concert with the counties and local libraries.

SECTION II. LIBRARIES IN DELAWARE TODAY

As noted in the previous section, the Delaware Division of Libraries (DDL) plays the lead role in setting library policy and standards for the state. DDL also provides significant funding to the counties and local libraries. However, the picture that can be painted of the current state of libraries in Delaware is uneven and can be confusing, particularly in terms of funding and governance. Each county takes a different approach to supporting its libraries and this can and does result in disparities between libraries of similar size and populations served.

Role of the State

Today, DDL is a division within the Delaware Department of State. In FY2013, the state budget appropriated \$3,582,600 in general funds and \$2,462,300 in appropriated special funds. There are 15 positions allocated to DDL in the budget. Of the \$6,044,900 appropriated, almost 70 percent is administered to the local libraries through contracts under a formula revised in 2011 (Delaware FY2013 Operating Budget). A copy of the contract is attached as Appendix A. The formula allocates 40 percent of the money appropriated to the Library State Standards Program based on the population of the libraries' service areas and 40 percent based on local expenditures committed to the libraries. The remaining monies are allocated for special initiatives. Libraries designated as anchor libraries also receive an additional allocation (Delaware Division of Libraries, 2012). During the recent economic downturn, the establishment of the Cultural Access Fee, a \$25 fee collected by the recorders at the county level for filings, has allowed DDL to maintain the library standard funding (Title 29, Chapter 5, S. 525).

The state also plays a significant role in providing support for library capital expenditures. During the period from FY2008 to FY2013, \$30,088,714 was appropriated to support the renovations and new construction for 15 libraries throughout the state (Delaware FY2013 Capital Budget). The state is committed to supporting up to 50 percent of any new construction (Twenty Years Forward, 2005). During that time frame, \$300,000 was appropriated to the Duck Creek Regional Library Project for planning and site acquisition.

The state also plays a central role in statewide library initiatives. The Delaware Department of State provides \$1.4 million from the Department Technology Infrastructure Fund to support the statewide Delaware Library Catalog, high speed broadband access, wireless services, and the acquisition of public access computers in libraries.

The state receives approximately \$1 million annually from the federal government's Institute of Museum and Library Funding. This funding has increased slightly within the last five years (State Allotments, 2012). Grants to States library funding is allotted to all states using a population-based formula and can be expended over a 24-month period. The states may use these funds to support statewide initiatives and services such as databases and eBooks. These are services that help support the ability of counties and local libraries to deliver services to local residents. They also may distribute the funds through sub-grant competitions or cooperative agreements to public, academic, research, school, and special libraries in their states (Grants to State Library, n.d.).

The Delaware Council on Libraries (COL) was created in order to provide advice to DDL as it carries out its responsibilities in providing library services. The COL meets monthly. It comprises thirteen members, seven appointed by the governor and two from each of the three counties—the county librarian and a member of the county’s library advisory board (Delaware Council on Libraries, 2012).

While the state distributes standards and capital funds to individual libraries under the Delaware Code (Title 9, Chapter 8), each county’s government is empowered to create a library agency to establish and administer a system that will offer its residents services and resources. The result is that library governance and funding mechanisms and quantities vary significantly by county. It is not uncommon to see large differences in a range of measures among libraries serving comparable populations.

A library advisory board exists in each county to provide advice and counsel to the county’s library administrator and the library agency. The board is charged with bringing local library needs and concerns to the county’s attention and to DDL at the state level.

In 2005, DDL and the COL funded the development of a statewide master plan for the state’s public libraries. The report, *Twenty Years Forward: A Statewide Library Services and Construction Infrastructure for Delaware Libraries* reviewed the performance and quality of libraries and made recommendations for the future of Delaware’s libraries. The consultant team hired to carry out the project utilized a multi-faceted process that used information from the general public, library users, government officials, librarians, library staff, and established library inputs and outputs. They utilized focus groups, surveys, and interviews. The report described a system that lagged behind other states in most commonly applied measures of library service and effectiveness (Twenty Years Forward, 2005). The report’s recommendations helped inform SPLG in developing its plans for the new Duck Creek Regional Library. For a list of statewide recommendations, please see Appendix B.

There are 33 public libraries located throughout Delaware with 15 located in New Castle County, 4 in Kent County, and 14 in Sussex County. As will be explained below, even within a single county there are different funding and governance practices and policies.

New Castle

Library services in New Castle County are provided under the Department of Community Services. There are 15 public libraries located in New Castle County. Nine are part of the county-wide system, five are considered contractual, and one is designated as a lending library. The New Castle County library system is the most comprehensive county system in the state and strives to provide its residents with adequate access to library services. New Castle County has developed its own County Library Master Plan (2010-2030).

The nine libraries that are part of the county-wide system are Brandywine, Newark, Woodlawn, Bear, Hockessin, Kirkwood, Appoquinimink, Claymont, and Elsmere. They are divided into three groupings by the county: regional (Brandywine and Newark), area (Woodlawn, Bear, Hockessin and Kirkwood), and community (Appoquinimink, Claymont, and Elsmere).

Brandywine is designated as an anchor library by the state and as such receives funding specifically for the purpose of directing system-wide programs. In FY2011, the nine countywide libraries received a total of \$9,430,525. In addition, \$923,316 was provided by the County for technical services (New Castle County Operating Budget, n.d.).

The five independent or contractual libraries are Wilmington Institute and its branch library the North Wilmington Library, Corbit-Calloway, New Castle, and Delaware City. These libraries receive some county funding and support. In FY2011, the five contractual libraries received \$2,508,064 from the County (New Castle County Operating Budget, n.d.). Their employees are not county employees, and they have their own advisory boards. The single lending library is Garfield.

New Castle County provides funding to the libraries in the county system based on an annual appropriation that takes into consideration square footage, staffing levels, circulation numbers, and other relevant factors. Through contracts, which are negotiated, they also provide funding to the contractual libraries.

In addition, all of the local libraries in New Castle County have contracts with DDL. The Library State Standards funding in the county system flows through the Department of Community Services, which passes the funds through to the local libraries. The department also receives a direct allocation from DDL. The independent libraries in New Castle County receive their State Standards allocations directly from the state.

The New Castle County Library Advisory Board has thirteen members, six of whom are selected from the twelve councilmanic districts and are recommended by the members of the County Council. The other six members are selected by the County Executive and are generally selected from among the various library Friends groups. One of the non-councilmanic members must be from one of the contract libraries (Library Advisory & Review Board, n.d.).

The Library Advisory Board advises the Department of Community Services by reviewing and making policy recommendations on the needs of New Castle County libraries and the implementation of the library system. The board discusses programming in the libraries and countywide projects and helps to ensure that library services are reaching all residents (Library Advisory & Review Board, n.d.). Members of the board also act as advocates with the state executive and legislative branches and the public at large.

The five independent libraries do not fall under the county advisory board, but instead they have their own governing boards of trustees or directors. They usually have five to seven members. These boards are responsible for making policy decisions for their individual libraries.

The libraries that make up the county system have active Friends groups that help fundraise, support library activities, and generate public support. The contractual libraries also have very active Friends groups.

The unified New Castle County system does allow the various local county libraries to coordinate services. The county libraries can coordinate their scheduling to complement the

schedules of the surrounding libraries. For example, two libraries closest in proximity to each other will be closed on different days, ensuring that library service can be provided to residents at all times. In addition, each library has different hours to ensure that late-night service always will be available to those interested. In the recent past, New Castle County has encouraged independent libraries to become part of the county library system to further encourage the unification of the system and continue to expand the options provided by the County. An example would be the recent transition of the Woodlawn Library from a community library to a member of the New Castle County system.

The New Castle County FY2013 budget includes multiple library capital program objectives, including: expansion of the Bear Library, design and planning for the Southern Regional Library and the Route 9 Community Library, construction of a stand-alone facility for the Claymont Library, and Newark Library renovations. The County has a special fund to support capital projects that is supported by impact fees paid by developers (New Castle County Comprehensive Annual Budget, 2012).

Sussex

There are 14 public libraries in Sussex County. While there is a county system, eleven of the libraries run independently of that system. Three libraries (South Coastal, Greenwood, and Milton) are part of the county system. Sussex County also operates the bookmobile service and provides countywide related services (Sussex County FY2013 Budget).

The remaining libraries—Bridgeville, Delmar, Frankford, Georgetown, Laurel, Lewes, Millsboro, Milford, Rehoboth Beach, Seaford, and Selbyville—operate outside of the county system, but receive grants from Sussex County. In FY2011, the eleven independent libraries received a total of \$1,362,155 from Sussex County. The County Council also appropriated \$2,121,678 to the County Library Agency for its three member libraries, the bookmobile, and its central administration (Sussex County FY2013 Budget). In addition, Milford receives funding from Kent as well as Sussex.

The bulk of the county funding is provided through a county property tax with \$.037 per \$100 allocated specifically to the local library funding (2011 Tax Rate Chart). A small amount of money also is generated from the Mobile Home Tax and a Capitation Tax. Between the local distributions and the county appropriation, Sussex County expends approximately \$3,635,786 for library activities (Sussex County FY2013 Budget).

Full-time employees of the Sussex County Department of Libraries and the staffs of the three county libraries are county employees and receive salaries and benefits consistent with those of regular county employees. The salaries and benefits for the staffs of the independent libraries are established by their boards of trustees.

Library State Standards funding is distributed through the Sussex County Department of Libraries for the three county libraries, and is given directly to the 11 contractual libraries. In addition to funding for the bookmobile, the library agency also receives a \$50,000 anchor library allocation. Since Sussex County does not have an anchor library, DDL looks to the county

library agency to provide those countywide programmatic enrichments that an anchor library would be expected to provide.

The Sussex County Library Advisory Board serves in an advisory capacity to the county librarian and the Department of Libraries. The Sussex County Library Advisory Board has five members, one from each councilmanic district. Even though the board members may be aligned with a specific library in the district, they are expected to represent the interests of all of the libraries (Library Board, n.d.).

Each of the independent libraries has its own board of trustees. In most cases, the existing board members make recommendations to fill vacancies; however, all recommended candidates must be reviewed and approved by the Chief Superior Court Judge. The local boards are responsible for library policies, including employee salaries and benefits. In addition to their boards of trustees, most of the local libraries are supported by Friends groups.

The 2013 Sussex County Capital Projects Governmental Fund provides support to the Greenwood Expansion and to the South Coastal and Milton improvements.

Sussex County's library system is split among the three within the system and the larger number outside the county system. There are differences between the two groups. As the population seems to be growing in Sussex County, a question to consider is whether some of the community libraries will face expansion pressures beyond their local means to support activities (Sussex County FY2013 Budget).

Kent

The Kent County Library Division is a unit located within the Kent County Department of Community Services. The division is responsible for running the Kent County Public Library located south of Dover and the county bookmobile. There are three independent libraries in Kent County—Dover, Harrington, and Smyrna—tied closely to their municipalities. The three municipalities receive funding from Kent County through the Reciprocal Borrowing Agreement fee, which is currently \$2.65 fee for each book loaned to an individual outside of the library's municipal borders.

In FY2011, Kent County appropriated \$1,282,164 for library services. Of this amount, \$664,000 was dedicated to supporting the Reciprocal Borrowing Agreement. The County has a library tax of .00037 cents per \$100 of assessed value. Kent County collected \$650,000 though this tax in 2011, basically covering the Reciprocal Borrowing cost. The tax is applied to all areas except the incorporated areas of Smyrna, Dover, Harrington, and Milford. While Milford has its own library tax, the other three municipalities do not. These three represent the only libraries in Delaware where over half of the local library funding comes from the local municipalities (Kent County Levy Court Budget, 2012).

The Kent County Library Advisory Board is a seven-member group with one representative from each of Kent County's Levy Court districts. The Kent County Library Advisory Board is charged

with studying, researching, planning, and making recommendations regarding libraries in Kent County (Kent County Public Library, n.d.).

Each of the three independent libraries has a governance structure tied to its major funding source—the municipal government.

Kent County has provided SPLG with \$30,000 toward the Duck Creek Regional Library capital planning process. Levy Court also provided \$1 million to the construction of the new Dover Library. With the exception of these two instances, Kent County has not been involved in library construction efforts except for its own library, the Kent County Public Library.

Summary

While it is not the purpose of this report to provide a detailed description of funding and governance issues throughout the state, the cursory review above highlights a couple of realities.

First, in terms of governance, there are a series of advisory boards in existence from the state level to the county level and then to each individual library. In addition, almost all of the local libraries have Friends groups that play a number of different roles including fundraising, sponsoring events, and advocating for individual libraries as well as libraries in general. In terms of the various boards of trustees, directors, etc., the advisory boards' policy-setting responsibilities vary among the three counties and within the individual counties. At the state level, the COL is responsible for setting state policy, and DDL provides the bulk of services in a number of areas such as technology for all libraries.

There is even greater diversity in the various ways in which libraries are funded in the state. While all libraries receive Library State Standards funding, the levels of local funding vary greatly. Each county has a funding mechanism. However, the levels of funding can be uneven even within the county. It also is worth remembering that 40 percent of the State Standards funding is tied to local support, so libraries with greater support at the county or local levels will also see increases to their allocations of Library State Standards funding.

SECTION III. DUCK CREEK REGIONAL LIBRARY

The next few sections of this report will focus on the Duck Creek Regional Library. It will review state expectations for a regional library based on the Statewide Master Plan and compare those expectations with the needs assessment for the Duck Creek Regional Library prepared for SPLG. The report will also assess the Duck Creek Regional Library plans in comparison with three other libraries in the state. Finally, it will look at the current funding picture for the Smyrna Public Library and project expectations for the Duck Creek Regional Library based on existing funding sources.

State Expectations in Terms of Key Criteria

As previously mentioned, in 2005 the Delaware Division of Libraries established a state plan titled *Twenty Years Forward: Statewide Library Services and Construction Infrastructure for Delaware Libraries*. This plan developed facility recommendations for all libraries to achieve by 2025. Ideally, a new public library in Smyrna would be built to meet most, if not all, of these recommendations.

First, the plan recommends a target of 1.0 Gross Square Feet (GSF) per capita (Twenty Years Forward, 2005). Establishing this target would help to avoid the extreme crowding that does not allow libraries to operate to their full potential and eliminate accessibility concerns. The plan recommends that a regional library be a minimum of 15,000 square feet. As of 2011, the legal service area of the Smyrna Public Library is approximately 32,120 people. If all requirements discussed by the Statewide Master Plan were incorporated into the Duck Creek Regional Library building, the building would be over 30,000 square feet (Twenty Years Forward, 2005).

Next, the plan calls for personal computers (PCs) to equal one PC for every 20 visits per day. For example, a building with an average of 500 visitors per day would need 25 PCs for public use (Twenty Years Forward, 2005). The Smyrna Public Library estimates that current library visitation is between 300 and 500 visitors per day, meaning that based on the state recommendations an ideal facility would provide between 15 and 25 computers for public use. We can project that an increase in visitation to the new library will also increase the usage of computers.

In addition, it is expected that the amount of parking for the facility will be correlated directly to the size of the library. The plan calls for one space per every 200 square feet of building space. A library facility spanning 30,000 square feet would require approximately 150 available parking spaces (Twenty Years Forward, 2005). A facility spanning 25,000 square feet ideally would have 125 available spaces.

The Duck Creek Regional Library is expected to be a regional library, the second largest type of library described under the Statewide Master Plan. The plan calls for a regional library to have a minimum of 60 operating hours per week, however it is preferable for it to be open six days and 72 hours per week (Twenty Years Forward, 2005). Currently, the Smyrna Public Library is open 53.5 hours per week, slightly less than the recommended 56 hours for a community library.

It is essential that the new library have adequate staff for both its size and operating hours. The plan estimates that the library should have a minimum of 17 full-time equivalent (FTE) staff in order to adequately service the hours of usage, the services to be provided, and the size of the building. In addition, the library should employ two to four professional staff members who have earned Master of Library Science (MLS) degrees. In 2011 the Smyrna Public Library had 5.4 FTE employees. The library did not have a professional staff member with an MLS degree (Delaware Division of Libraries, 2012).

In terms of collection material, regional libraries are expected to have a reasonably large and strong collection of print, media, and electronically accessible material. The collection emphasis for a regional library would cover a wide variety of topics, including: consumer health, management, personal finance, religion, travel, history, etc. (Twenty Years Forward, 2005). These materials are expected to be more expansive than the collection currently housed in the Smyrna Public Library.

The Statewide Master Plan recommends that a library has library material collection equal to 3.09 items per capita. In 2011 Smyrna Public Library had a total collection of 25,094 items and a per capita collection of 0.78, almost one quarter of the recommended materials collection (Delaware Division of Libraries, 2012). Ideally, the Duck Creek Regional Library would significantly increase its collection to meet the state's recommendations. In order to meet the recommendations for its current service population, the library would need a total collection of approximately 99,251 items.

As the Duck Creek Regional Library continues to plan for the operation of a new library, the above state expectations will be discussed and considered.

Duck Creek Regional Library Needs Assessment

In 2008, a needs assessment for the Smyrna Public Library was conducted by George, Miles & Buhr, LLC, Architects & Engineers (GMB). The assessment determined that although the library has expanded twice since 1869, it has failed to keep pace with the needs of the area's fast-growing population (Smyrna Public Library Needs Assessment, 2008). The review determined that the existing facility could not accommodate the current or projected needs of the Smyrna Public Library, and a new larger library would be necessary to accommodate a continuously growing service area.

The needs assessment called for a new facility that would total 25,000 square feet. Ideally, this facility would be open six to seven days per week and up to 72 hours per week. The larger facility and extended hours would require an increase in the staff needed to adequately service the library.

At the time of the needs assessment, the Smyrna Public Library had two full-time staff with the titles of director and child coordinator. The assessment also stated that the library had five part-time staff (Needs Assessment, 2008). According to the assessment, there would need to be ten full-time employees and five part-time employees to adequately staff a 25,000-square-foot library.

Funding

For FY2011, the Town of Smyrna budget allocated \$253,677 to the Smyrna Public Library (Consolidated Budget Summary, 2012). The Town received reimbursements for operational funding through Library State Standards funding and the Reciprocal Borrowing program. Additional funding was generated through fees, services, and efforts of the Friends group. Factoring in all sources of revenue, the Town committed \$90,306 from its general fund to the library. In addition, the Town provided in-kind contributions of electricity, water, and sewer expenses to the library.

Kent County currently provides funds for the Reciprocal Borrowing program initiated by the state. During FY2011, the rate for library Reciprocal Borrowing was \$2.65 per book. The Reciprocal Borrowing program represents the County's contribution to the library's operational budget. According to the Smyrna budget summary in 2011, there was a \$69,563 county reimbursement (Consolidated Budget Summary, 2012).

In 2011 the Smyrna Public Library received \$86,359 in Library State Standards aid. This money was distributed based on the DDL formula. This represented an increase in State Standards aid over previous years due to the new service populations established following the 2010 census. The Library State Standards funds are distributed directly to the Town of Smyrna.

In addition to local and state funding, the library generates some outside funding. The Town has created a Special Library Fund, which generates revenue through the sale of items at the library and donations. In 2011 the fund generated \$10,546 in revenue.

Although the Smyrna Public Library serves some residents of New Castle County, the library currently does not receive any funding from New Castle County.

SPLG has developed a proposed operating budget for the Duck Creek Regional Library. This budget estimates the operating expenditures that the library expects to assume with a larger facility and an increase in staff. The total estimated operating expenditures are \$629,000.

The tentative operating budget developed by SPLG accounts for one librarian with an MLS degree to be paid \$75,000, three full-time staff at \$45,000 each, and six part-time staff at \$9.00 per hour.

Relevant Comparisons

In discussing possibilities for a new library in Smyrna, we thought it would be helpful to discuss comparison factors with libraries of a similar size service population. We chose to study the Hockessin, Milford, and South Coastal Public Libraries because they are regional libraries that work with county and local governments to operate. Although these libraries do not all meet the state's facilities recommendations, they provide a basis for comparison for a new library located in Smyrna. Hockessin and Milford have service populations similar in size to Smyrna. While South Coastal is smaller in population, we include it because it serves as a regional library in Sussex County.

A. Hockessin Public Library

The Hockessin Public Library is an independent library located in New Castle County. As of 2011, the library had a service population of approximately 27,637 people. The library facility is approximately 23,000 square feet, closely reflecting the library's service population. The library is a regional library and is open six days per week and approximately 51 hours per week (Delaware Division of Libraries, 2012).

In 2011 Hockessin Public Library's total operating expenditure was \$1,251,583. Due to its location in New Castle County, the Hockessin Public Library received most of its funding from local sources of income, including \$1,150,106 provided to the library through county and local funding sources. Additional funding to the library included \$157,681 from the Library State Standards program and \$11,769 from other income. This funding is provided for salaries and wages of workers, fringe benefits, funding for building operations, and collection expenditures (Delaware Division of Libraries, 2012).

According to state records, the Hockessin Public Library has 2.62 full-time librarians, each with an MLS degree. In addition, the library has hired a total of 12.81 FTE support staff. In 2011 total salaries and wages for the Hockessin Public Library totaled \$598,082. In addition, \$231,347 was paid in fringe benefits (Delaware Division of Libraries, 2012).

In 2011 the Hockessin Public Library had a total collection of 102,607 items and a total collection per capita of 2.62. The Hockessin Public Library does not meet state expectations in terms of the amount of material available to the public; however, it provides a collection that presents residents with a variety of options. The Hockessin Public Library has a similar service population to Smyrna; however, the library's collection is approximately quadruple in size (Delaware Division of Libraries, 2012).

In addition, in 2011 the Hockessin Public Library had 19,189 borrowers, which are 2.4 times the registered borrowers of the Smyrna Public Library. It is possible that the Smyrna Public Library has suffered due to the size of the library and its collection; however, as the reality of the Duck Creek Regional Library continues to move forward, planners must take into consideration whether any other factors affected the number of residents registering with the library (Delaware Division of Libraries, 2012).

The Hockessin Public Library is part of the New Castle County system and is governed by the 13-member County Advisory Board.

B. Milford Public Library

The Milford Public library is a regional library that serves populations in both Kent and Sussex Counties. The library is open six days and 60 hours per week. Smyrna will face a similar situation in that it will serve populations in two counties—Kent and New Castle Counties.

As of 2011, the Milford Public Library had a service population of approximately 28,000 people. In 2011 the library completed the expansion of its facilities to reflect the needs of a growing

population. Located in downtown Milford, the building, which was 8,600 square feet, was expanded to reach its current size of 22,000 square feet.

The library's total operating expenditure in 2011 was \$559,981. The Milford Public Library received \$452,035 in funding support from local and county government sources (Delaware Division of Libraries, 2012). The library received \$185,000 in tax revenue from Kent County as well as \$49,451 through Reciprocal Borrowing Agreement payments. Sussex County provided \$181,251. In addition, the library received funding from a variety of smaller local sources including fees, fines, etc. The Kent County tax funding was authorized by the state legislature in 1976 and requires Kent County residents living within Milford School District boundaries to pay a tax for the purpose of supporting the Milford Public Library (Kent County Tax, 2010). In addition to local funding, the library received \$90,664 of Library State Standards aid (Delaware Division of Libraries, 2012).

In 2011 the library had a total of 0.5 full-time employees with an MLS degree. In addition, the library had a total supporting staff of 10.87 employees. Overall, the salaries and wages of the Milford Public Library staff totaled \$324,343, and \$29,352 in fringe benefits were provided (Delaware Division of Libraries, 2012).

In 2011 the Milford Public Library had a total collection of 45,586 items and a collection per capita of 1.62. The library's circulation per capita does not meet the state's call for a minimum library collection material of 3.09 per capita (Delaware Division of Libraries, 2012).

Although the Milford Public Library has a total collection of 45,386 items, which is significantly lower than the collection of the Hockessin library, it is still 55 percent larger than the collection at the Smyrna Public Library. Similarly, although the Milford Public Library has a slightly lower service population than Smyrna, the Milford Public Library has 11,961 borrowers, compared to Smyrna's 7,835 borrowers. It is possible that Smyrna's total number of registered borrowers is correlated to the small size of its facilities, which limits accessibility and the collection of the library.

As a result of Milford Public Library's service population spanning both Kent and Sussex Counties, the library has a governing board with representatives from both counties. In 2012 there were five members on the Board of Trustees with three representatives from Sussex County and two representatives from Kent County. Representatives serving on the board are appointed by a judge.

C. South Coastal Public Library

The South Coastal Public Library is one of three libraries that are part of the Sussex County Library System. It is a regional library that is open six days per week and 50 hours per week. The library has a service population of 17,321 people, slightly smaller than the other libraries used for comparison in this report. The library facility is 20,017 square feet, exceeding the state call for one square foot per person (Delaware Division of Libraries, 2012). Although this is a smaller facility than would be ideal for the Duck Creek Regional Library, it provides an example of a slightly smaller library that also serves as a regional facility.

In 2011 the library’s operating expenditure totaled \$693,793. This money was largely provided by local and county funding, with the County providing \$600,924 in 2011 (Sussex County FY2013 Budget). The library also received \$93,117 in Library State Standards funding and \$10,001 in other income.

The South Coastal Public Library has a total of 2.2 librarians, each with an MLS degree. In addition, it has a supporting staff of 7.03 FTE employees. The library annually spends \$233,644 to fund the salaries and wages of these employees. An additional \$137,022 is spent on fringe benefits for employees (Delaware Division of Libraries, 2012).

In 2011 the South Coastal Public Library had a total collection of 41,342 items, or 2.39 per capita (Delaware Division of Libraries, 2012). This is lower than the total collection preferred by the state; however, it is higher than many of the libraries similar in size.

Although the South Coastal Public Library has a smaller service population than Smyrna, it has 6,000 more registered borrowers.

As noted above, South Coastal Public Library is one of three libraries under the Sussex County Department of Libraries and part of the county library system. The Friends of the South Coastal Library serve as a support group providing advocacy and financial support. Some members also serve as volunteers assisting the 15 staff members.

Summary of Library Comparison Factors

Comparison Factors	Hockessin	Milford	South Coastal	Smyrna Current	*Statewide Master Plan (for Smyrna)
Service Population	27,637	28,000	17,321	32,120	32,120
Hours	51	60	50	53.5	72
Square Feet	23,000	22,000	20,017	4,918	32,120
Operating Funding	\$1,251,583	\$559,981	\$693,793	\$253,677	
Support Staff (FTEs)	12.81	10.87	7.03	5.4	17
Librarians with an MLS	2.62	.5	2.2	0	2-4
Total Collections	102,607	45,586	41,432	25,094	99,251
Collections Per Capita	3.71	1.62	2.39	.78	3.09
Borrowers	19,189	11,961	13,927	7,835	
Access Computers	33	28	35	6	15-25

* The Statewide Master Plan is based on the new library recommendations provided in the 2005 Statewide Master Plan.

Capital Plans and Timelines

Envisioning the Duck Creek Regional Library, SPLG has a vision of creating a multi-purpose facility, which will provide free computer access for the community; lend books, periodicals, movies, and other materials; and maintain an active literacy program for children and adults. The building is imagined to have a multi-purpose meeting room that can be used by local organizations for meetings and small performances.

The site currently considered as a strong possibility for the facility has a main entrance that will be located directly off of Main Street. The site is located near U.S. Route 13, the Christiana Care Center, Smyrna Town Hall, and the existing library. This would be a preferred site for the facility because it is located near the downtown area and is easily accessible; however, there are concerns that this location will not meet the state's parking recommendations.

In the FY2012 budget, the Duck Creek Regional Library was given \$150,000 in bond authorizations toward the building of a new library. The same amount was given to the library in the FY2013 budget. The state funds must be matched by SPLG through funds raised through other sources. In addition, SPLG was given \$30,000 by Kent County toward library construction and a \$45,000 grant by the Town of Smyrna.

If a project meets building project recommendations and guidelines set out by the Statewide Master Plan, DDL will provide matching funds for capital improvement. DDL will continue to pay up to 50 percent of site acquisition costs and building programs if architectural design and construction, including parking and landscaping, is supported by an approved architect or engineer (Delaware Public Library Construction, 2005).

The 2011 SPLG Annual Report estimates site acquisition and construction costs to be \$8,882,000. The group expects to meet all expectations necessary to qualify for the 50 percent match the state provides for approved library projects (Smyrna Public Library Guild, 2011).

SPLG is currently working on a capital campaign that will allow continued fundraising for the project. SPLG is working with a local construction manager-architect team to complete a more detailed and site-specific needs assessment. This new assessment will be used to better understand costs associated with a new building and parking lot.

In reviewing the data above, including the expectations discussed in the Statewide Master Plan, it is clear that SPLG faces some challenges. However, given the service population size and the anticipation of future growth, the plan to build a 28,000-square-foot facility makes sense and, at least initially, the operating expenditures being considered are not unrealistic.

Looking at the comparison libraries, the relationship of size to population is reasonable. In terms of hours of service, all of the libraries are below the state goal, but generally all are in the same range. Smyrna may find that it will need even greater computer access than called for in the Statewide Master Plan (15-25), based on the range of 28 to 35 in comparison libraries. In some areas such as staffing, collections, and borrowers, Smyrna currently is well below the comparison libraries.

All three of the comparison libraries have operating budgets more than double the current Smyrna Public Library budget. Hockessin has the highest at \$1.2 million, but even Milford at \$559,981 and South Coastal at \$693,793 are well above Smyrna.

SECTION IV. OPTIONS/RECOMMENDATIONS

One purpose of this paper is to assess options for developing a reasonable and attainable operating funding plan to bridge the gap between the Smyrna Town Library's current funding and the projected funding for the new regional library. The second purpose is to suggest various governance options for directing the future regional library.

Funding

If funding for the Duck Creek Regional Library continues on a path similar to what is provided currently to the Smyrna Public Library, it will be very difficult to operate the larger facility—one that can serve the estimated service population and meet the expectations of the state. The regional library will need to utilize other funding sources to successfully cover the operating expenses that a larger facility would require. In 2011 the Smyrna Public Library operated with a budget of \$253,000 (Town of Smyrna Consolidated Budget, 2012). Using the tentative projected budget of \$629,000 prepared by SPLG, the new library will need to close an almost \$400,000 gap. Before looking at the current funding sources and potential for growth, it should be clearly acknowledged that decisions regarding staffing, hours, and services will be part of the gap-closing equation. The comparison libraries used in this report all fall below the state's optimum goals in various ways.

In all of the options to be examined, there is the assumption that prior to and during the construction phase of the project, the SPLG's Board of Directors and funding entities will be discussing various approaches to generate additional funding.

Town of Smyrna

The Town of Smyrna has been the significant contributor of financial support to the library, both in terms of general funding (\$92,000) and in-kind funding, covering, essentially, utilities (\$80,000, not included in the operating budget of \$253,000). Town of Smyrna residents should continue to be financial contributors to the new regional library. This support can be provided through a direct allocation from the town's general funds or through a taxation plan that includes the residents of the town or a combination of both. Any discussion also should include maintaining in-kind support for heating/utilities.

New Castle County

Currently, New Castle County does not provide funding to the Smyrna Public Library. However, almost 20 percent of the population to be served by the new regional library will comprise New Castle County residents. This suggests strongly that New Castle County should be part of the funding plan for the Duck Creek Regional Library. There are various calculations that can be considered such as providing funding, for example, equal to a percentage of the new library's operating costs reflective of the percentage of New Castle County residents included in the population area. A second approach would take the percentage of current usage by New Castle residents, 8.4 percent, and use that figure to calculate the New Castle County share. While all of these financial agreements will need to be carefully assessed and negotiated, a figure midway

between the number of residents and the current usage percentage would suggest an amount in the range of \$93,000. This would represent the first time New Castle County has made the difficult decision to provide financial support to a library in Kent County.

Kent County

In 2011 Kent County allocated \$69,000 to the Smyrna Public Library under the Reciprocal Borrowing Agreement. Under this agreement, residents outside of the incorporated towns of Milford, Dover, Harrington, and Smyrna pay a library tax, which is used to reimburse town libraries each time a citizen from the unincorporated area borrows a book. Residents within the incorporated town limits do not pay this tax. If one assumes that the rate of \$2.65 per transaction is maintained and that a larger regional library with a broader collection will generate additional usage outside of the town, then the Reciprocal Borrowing Agreement funding could increase. An increase of 10 percent would increase the allocation to approximately \$75,900.

Community Support

It is critical that SPLG begin to develop the strong community grassroots support for the capital campaign as well as longer-term support for operating activities. While it is difficult to put an exact number on fundraising, there needs to be a broad-range initiative that makes the regional library an important community centerpiece. Other libraries like Seaford and Lewes have demonstrated the ability to generate significant local support, suggesting that SPLG could set a target of at least \$75,000 annually.

State of Delaware

In 2011 DDL provided \$86,359 in Library State Standards funding to the Smyrna Public Library. Assuming state funding remains constant and that the various targets described above are reached, it is reasonable to assume a small increase in State Standard funding as well in response to the increase in local funding support.

Even if all of the jurisdictions noted above meet the funding targets described, the library will still face a shortfall of almost \$225,000. This analysis assumes no change in the existing governance or funding policies on the part of the major political jurisdictions involved, particularly the state or Kent County in how they relate to and fund public libraries, other than what is noted above for New Castle County.

In reviewing the data above, including the expectations included in the Statewide Master Plan, it is clear that the SPLG faces serious operational funding challenges. However, given the service population size and the anticipation of future growth, the plan to build a 28,000-square-foot facility makes sense and, at least initially, the kinds of operating expenditure numbers being projected are not unrealistic.

As noted above, all three of the comparison libraries have operating budgets more than double the current Smyrna Library. Hockessin has the highest at \$1.2 million, but even Milford at

\$559,981 and South Coastal at \$693,793 are well above Smyrna. This suggests reducing service levels, staffing, etc. may be difficult to accomplish in order to meet the funding gap.

Given the shortfall described above, SPLG will need to develop another source of income. The best option would appear to be pursuing the authority to levy a tax on its service population area. Milford uses the Milford School District to identify its taxing area. Smyrna may choose to seek legislative permission to undertake the development of a similar taxing situation. The purpose of this report, however, is not to suggest the exact taxing levels. In developing its projected budget, SPLG estimated that there is a \$546,656,400 tax base in Kent County. If a tax rate of .00037 per one hundred dollars were put in place and those residing within the Smyrna School District—including residents of New Castle County—pay this tax, SPLG estimates that the tax district could raise approximately \$220,000.

While \$220,000 would essentially close the projected gap, this estimation anticipates the local funding support described above. Any change in the support by the town or the two counties would require a different calculation and revenue target.

Smyrna's greatest challenge to operating a regional library and approaching the state program performance goals will be increasing its local funding support. To support a budget that will allow for the staffing of a regional library, SPLG will need to work closely with the various governmental entities currently involved, generate local fundraising support, and develop the political support to encourage the legislature to provide authorization for a taxing district. As SPLG moves forward in fundraising for the capital project, building local grassroots support will be critical to long-term success.

SPLG must increase its membership beyond its original level and develop energy and enthusiasm in the broader community to ensure both political and financial support. Clearly, this discussion is premised on the state and county continuing their current relationships with the library.

Governance

In addition to its funding issues, SPLG needs to arrive at a governance plan that will provide effectiveness and stability moving forward. The immediate inclination is to look to the Milford Public Library's Board of Trustees as a model because the Milford Public Library provides services in both Kent and Sussex Counties. This mirrors how Smyrna Public Library straddles two counties—Kent and New Castle Counties. Milford's Board of Trustees comprises five members with three representing one county and two representing the other. The balance can shift as vacancies are filled, but a ratio of three to two is always maintained. All board members are approved by the Chief Judge of the Sussex Superior Court.

Each county has its own unique governance characteristics. In New Castle County, the County Advisory Council advises the County Division of Libraries, which encompasses the ten libraries in the county system. The local libraries, not part of the county system, have their own boards. The County Advisory Board in Sussex County also covers the three libraries in its system. All of the independent libraries have their own boards. An office in Kent County's Division of

Community Services administers one library. The other three libraries are tied to municipalities and receive the bulk of their funding and direction from the town governments. It also should be noted again that regardless of the system to which a library belongs, each has a more informal Friends group that helps with local fundraising, programs, and support.

Building on the discussion regarding the challenges SPLG faces in developing a long-term, viable operating funding program, a model different from others in the state could be considered. First, the new regional library will need an independent board of directors with policy and administrative responsibilities. Under current circumstances, it does not appear that the Duck Creek Regional Library will be part of any other larger system.

The recommendations outlined below are premised on a certain set of realities tied to the unique role of the new regional library. The composition of its governing board should reflect its dual-county service. The board also should remain true to the area's strong history of a long-time town library. And, finally, its board will need to support the future funding challenges facing the library.

It is recommended that the new regional library have a board of directors. The board should comprise nine members, a bit larger than most other boards in the state. Three of the members will serve *ex officio*: the town manager of Smyrna, the director of the Department of Community Services for Kent County, and the director of the Department of Community Services for New Castle County. The incumbent officials may appoint designees to represent them on the board.

In addition, each of the official designees of Kent and New Castle Counties and the Town of Smyrna should appoint one citizen residing in their geographic areas to sit on the board. In so selecting, they should seek individuals who have demonstrated a strong commitment to libraries and education.

The director of DDL, or a designee, also should serve as a member of the regional library's board of directors.

Finally, the president and treasurer of SPLG should serve on the board. SPLG, as discussed in the funding recommendations, will need to play a vigorous role in helping to fund the operations of the library. For this reason, the leadership of SPLG should have a formal role as members of the board. The temptation exists to recommend that the president of SPLG should serve as chair of the board, but the final decision of board leadership should be left to the board. The chair should be selected from among the five public members.

To reiterate, while the board is a bit larger and its membership is different from any other local individual library board, the Smyrna Public Library is unique in its history and its board representation will bring to the table all of the primary entities financially supporting the library.

The nine-member board of directors reflects the geographical division, and it provides that a majority are public residents. Both are important.

To summarize, the Duck Creek Regional Library Governance board will consist of the following members:

- 1) Town Manager, Town of Smyrna
- 2) Director of the Department of Community Services, Kent County
- 3) Director of the Department of Community Services, New Castle County
- 4) Director of the Division of Libraries
- 5) Citizen, Town of Smyrna
- 6) Citizen, Kent County
- 7) Citizen, New Castle County
- 8) President, Smyrna Public Library Guild
- 9) Treasurer, Smyrna Public Library Guild

As noted above, the recommendations in terms of operational funding and governance are based on the status quo for state and county support of libraries. However, this is an issue that requires attention and focus. For that reason, this report will close with an addendum that raises the issue of more significant changes in Delaware with regard to how libraries are governed and supported.

SECTION V. ADDENDUM

It is not the purpose of this addendum to provide an in-depth analysis of the state and county structures for delivering library services that currently exist, nor is it to recommend specific changes. However, in reviewing the state's library system to develop recommendations specific to the Duck Creek Regional Library, issues have come to the fore that warrant consideration. To foster future discussion, a review of how libraries are supported in three other states, each with positive reputations in the broader national library community was undertaken. The states included in the review are Hawaii, Ohio, and Maryland. Again, it is not in the purview of this report to provide a detailed analysis of these three states or the other states. The purpose is not to suggest that these states necessarily argue for replication. The state analysis, however, may serve as background for further discussion.

Ohio

Ohio has a long tradition and reputation for strong state-level financial support of its public libraries. The Ohio State Library is responsible for a statewide program of development and coordination of library services. The Ohio State Library responsibilities include:

- Maintain the state library holdings.
- Accept, receive, administer, and expend monies, materials, other aid, or state funds as appropriated or made available.
- Approve/disapprove resolutions establishing county district libraries or changes in boundaries of library districts.
- Recommend policies to the governor and general assembly, adopt rules as necessary to carry out laws, and encourage and assist local libraries and local governments in addressing library related issues.

In addition to its State Library, Ohio has approximately 279 public library entities—many with multiple branches. Generally, the libraries are independent with their own governing boards. There are seven types of public libraries covered by the Ohio Library Law. Below is a list of the types that receive state funding. The number in parentheses indicates how many libraries are included in each type.

1. Association (19) – Service area can vary and is often addressed in the articles of incorporation establishing the association.
2. County (3) – Service area is the part of a county not covered by one of the other types of libraries.
3. County Extension (28) – Service area extends beyond the boundary of the county with the permission of the impacted county.
4. County District (57) – Service area is set by resolution, but only covers those areas not covered by school districts.
5. Municipal (19) – Service area is the boundaries of the city.

6. School District (149) – Service area is the boundary of the school district.
7. Township (4) – Service area is the boundaries of the township.

There also is an entity authorized called “Regional Library District” that would be created by the merger of two or more independent libraries in different counties. No regional library districts were formed through last year.

The first notable characteristic to highlight is that the Ohio State Library plays a coordinating and advocacy role as well as managing non-state funds, such as federal Library Services and Technology Act (LSTA) funds. Also, there is a strong local independent library system with a number of organizational options that receive state-level funding.

In FY2010, state funding for libraries was \$347.9 million. It is worth noting that this amount is down from \$484.1 million ten years earlier (Losinski, 2011). The state funding approach has varied over the years. Historically, funding for libraries came from the intangible tax on assets such as stocks and bonds. In the mid-1980s, Governor Celeste approved a tax reform plan that eliminated the intangible property tax.

A new Library and Local Government Support Fund (LLGSF) was created out of a 6.3 percent earmark of state income tax receipts. Under the plan, districts were guaranteed their same base state funding, but the plan also included an equalization formula for utilizing excess funds after the original commitments were met.

In 2008 the new Public Library Fund (PLF) was created, and it set in place a funding level of 2.22 percent of all state revenue. The state distributes PLF money funds to Ohio’s 88 counties each month by a formula in the Ohio Revised Code (Title 57, Chapter 5747). Then, budget commissions in each county divide up the money among the various county libraries based on locally established criteria such as FTE staff, circulation, square footage of public areas, percent of budget spent on material, and number of borrowers (Murray, 2012). While PLF initially was viewed as a step forward in funding, the percentage has been reduced as Ohio and the nation have faced difficult economic times.

The response to cuts has resulted in more tax activity within the various library districts. With the exception of association libraries, the other types of library districts have a taxing authority through county commissioners, city council, or school district boards. These authorities can bring referendums on specific library tax levies before voters. Where in the past, local library levies were viewed as “supplemental” funding above the state base amount, now 67 percent of the state’s libraries have local levy support, frequently making up the state cuts, and 35 percent derive a majority of their funding from local levies (Losinski, 2011).

Many districts have been successful in raising local funds, but not all. This has the potential of generating an unevenness of support and service.

At the state level, the Ohio State Library is governed by a five-member board that includes its president, the state librarian, and three other members. The board members are appointed by Ohio's State Board of Education, and each member serves a five-year term.

All the various types of local districts have governing boards. The number of members can vary as do the appointing authorities. For example, the board of a municipal library will be appointed by the municipality's chief executive. A school district board will be appointed by the school district's board of education, and a county district board will have three members appointed by the County Court of Appeals and four by its county commissioners.

In summary, Ohio is a state with a long history of strong, statewide financial support of libraries. While Ohio State Library plays a strong policy, collaborating, and advocacy role, there is also strong local control in terms of local library programmatic policies and the capacity to generate local funds through levy referendums.

Hawaii

Hawaii has the nation's only statewide public library system. The Hawaii State Public Library System (HSPLS) was created in 1959 when county libraries were consolidated after statehood. Hawaii has four county governments, but they do not provide any funds for HSPLS. The HSPLS is unique among public library systems in the United States in that it is the only public library system that is administered and funded through a single integrated system by the state government. Private schools and institutions of higher learning operate and fund their own libraries outside of the public system (Masumoto, 2012).

The Hawaii State Board of Education (BOE) oversees the state Department of Education (DOE) and the HSPLS. The HSPLS is administered by the state librarian who is appointed by and is responsible to the BOE. In 2010 Hawaii moved from an elected BOE to one appointed by the governor and confirmed by the state senate. The board currently has nine members.

The library system consists of the central administration and 49 public libraries located on the six major islands of the state; these include the main state library, the library for the blind and physically handicapped and 12 combined public and school libraries. The combined libraries are staffed by the schools and the HSPLS. Library patrons may use, borrow, and return books and other materials to any library throughout the state.

The budget for HSPLS is part of the governor's executive budget package submitted to the state legislature. In FY2012, the HSPLS received \$28 million to pay for operating costs such as payroll, utilities, and supplies, etc. The HSPLS also received \$2 million in capital improvement project funds to pay for repairs, maintenance, and new building costs.

In addition, the HSPLS receives \$2 million annually from special funds (fines, fees, etc.) and approximately \$1 million from the federal LSTA. The HSPLS also is supported by a strong "Friends of the Library of Hawaii" organization and most of the branches have local Friends groups that support library material and program expenses. In Hawaii there also is a \$2 check-off where residents can donate from their income tax refunds (Masumoto, 2012).

Since 2004 the HSPLS has been a member of the Hawaii Library Consortium (HLC), a statewide group of public, private, and academic libraries that came together to negotiate the best possible rates for a series of electronic databases. The HSPLS is the prime financial contributor and provides most of the administrative support for the HLC.

The Hawaiian system is notable because it is managed statewide. Hawaii is a small state like Delaware, with a population of only 1.375 million. Its library system actually faces more geographic challenges than Delaware.

Maryland

Maryland is the third state we reviewed. In our review, Ohio serves as an example of a strong state-support approach with a diverse local delivery system, which empowers the local libraries to seek their own funding. Hawaii is the only real example of a true state-directed and funded library system. Maryland provides an example of a strong county system with a sharing relationship with the state.

For FY2010, the overall total revenue for Maryland public libraries was approximately \$274 million. Statewide, the money by source breaks down as follows:

- Federal: 0.4% (Generally LSTA)
- Special Funds: 10% (Fees, fines, etc.)
- State Funds: 21% (Both operating and capital)
- Local Funds: 68.6%

These ratios vary by county with larger, more populous counties generating more local funding. In Baltimore County, for example, 85 percent of the operating budget comes from the county's general fund and only 9 percent comes from the state (Fish, 2012).

At the state level, the Maryland State Board of Education and the State Superintendent exercise general direction and control of library development. The Assistant Superintendent for Libraries is the head of the State Division of Library Development and Services and is appointed by the State Board on the recommendation of the State Superintendent of Education (Md. Code 23-103). The Division plays a significant role in the delivery of library services in Maryland.

The Division of Library Development and Services reports a total of \$274 million spent in support of library operations during FY 2010 and that total circulation was 41,791,721 or 10.8 per capita statewide in FY2010.

Powers and duties of the division include:

1. Provide leadership and guidance for the planning and coordinated development of library and information service.
2. Develop statewide public and library services and networks, resource centers, and other arrangements to meet the library and information needs of the state.

3. Provide professional and technical advice on improving library services to public and school library officials, state government agencies, and the public.
4. Collect library statistics and other data.
5. Administer federal and state funds appropriated to it by the state for library purposes.
6. Develop and recommend professional standards and policies for libraries and establish requirements and procedures for certification of librarians and library personnel.
7. Provide specialized library service to the blind and other physically handicapped individuals.
8. Encourage, advise and assist in establishing, operating and coordinating libraries at state institutions and agencies and administer the operation of library and information services for the department.
9. Administer the state grant program for county public library capital projects.
10. Adopt guidelines for the administration of public libraries and recommend to the State Board rules and regulations.
11. Cooperate with national library agencies and those of any other state.
12. Perform any other duties necessary for its proper operation (Md. Code 23-105).

The State Board and the Assistant Superintendent for Library Development and Services receive advice from the Maryland Advisory Council on Libraries. The council comprises 12 members, 7 of whom are appointed by the governor. Five are selected from the general public, and the remainder represents a number of library and higher education institutions.

Maryland Code also establishes 24 public libraries (counties and the City of Baltimore) and three regional libraries. It provides for a county–state minimum library program for the support and growth of public libraries at the county level. The state provides funding towards the operating and capital expenses of the county libraries (Fish, 2012).

The state provides a per capita amount of funding that is matched by the counties and, in many cases, exceeded. The primary factor in determining funding levels is population, but consideration is also given to tax base as a means of equalizing support between poorer and more affluent counties. As the figures above indicate, at the end of the day, the counties provide a greater share of the overall spending. Still, the state’s commitment represents a stable and substantial funding stream.

At the county level, the libraries are governed by a Library Board of Trustees (Md. Code 23-403). Each board has seven members. The members are appointed by the county’s governing body. They are selected from nominees submitted by the Library Board of Trustees.

The counties’ library boards of trustees exercise a great deal of power over the local libraries. They are charged with the responsibility to establish and operate the library and provide free services to the residents of the county. They are to adopt reasonable rules, regulations and bylaws for the use of the library. The trustees also advise in the preparation and approval of the

library budget and provide for an annual audit. They are expected to make the audit public and to issue an annual report to the counties' governing bodies and to the State Superintendent (Md. Code 23-405).

Maryland Code provides a very clear delineation of responsibilities between the state and the counties in their responsibilities in delivering library services. The state makes a significant financial contribution and provides overall policy direction and technical assistance to the county libraries; however, the daily operations and policy decisions rest in the local library boards of trustees who answer to the local county governing boards.

The decision to conclude this report with a brief description of how three other states deliver library services is not intended to provide a recommendation to the state regarding the specific approaches that merit replication. It is also not intended to be considered an exhaustive review as many other states were not examined. While the intent and scope of this report is not to undertake a systematic review of how other states deliver library services, it became clear that there would be value in noting the various approaches by states recognized as providing good library services to their residents.

SECTION VI. POSTSCRIPT BY THE HONORABLE EDWARD J. FREEL

In 1994 I became Delaware's Secretary of State. One of the divisions in the Department of State was the State Library. At the time, I recall many were predicting the demise of libraries, and that libraries were descending into irrelevance in the modern world. We noted in this report that certain visionaries, specifically Representative Ada Leigh Soles and Former State Librarian Tom Sloan, argued a very different vision. Their view stated simply that the importance of libraries would increase as the modes by which we obtained information greatly expanded. They saw libraries as having the flexibility and capacity to become centers for a wide range of information and vehicles through which the information was delivered.

History has proven both Representative Soles and Mr. Sloan correct. Today, our libraries are much more than the depositories for books and other modes of information. They frequently serve as town or community centers where residents gather for a whole series of reasons. Yes, libraries still have books, newspapers, and other printed materials. But they also provide information in many other formats, such as audio, film, and digital media. Libraries serve as the location where many residents find their access to the Internet information highway. Library meeting rooms are home to numerous community organizations, and many are equipped with state-of-the-art audio-visual capabilities. Libraries also play a role in assisting residents seeking employment and obtaining tax filing assistance, among other services.

I would predict that the importance of libraries in our communities will only continue to grow. Many libraries now have special areas devoted entirely to our younger residents, catering to their information needs and introducing them to the world of libraries. As these young people mature, they will continue to demand services for themselves and their families.

In assessing libraries around our state as part of the information gathering process for this report, we found great disparities in libraries both among and within the three counties. Again, while this report does not purport to be an in-depth study of the state's libraries and their performance, it is clear that Delaware residents receive varying levels of service.

DDL provides regular updates on a range of service-related criteria comparing various libraries. The recommendations contained in this report are offered with the understanding that a new regional library would approach the model criteria outlined in the state's long-term strategic plan for library services.

As stated in the introduction, the Smyrna community is facing challenges that other communities will encounter eventually as populations increase in Kent and Sussex Counties. The challenges are daunting. While we reviewed the governance structures of library provision in other states, including Ohio, Hawaii, and Maryland, Delaware has its own legacy of library services. Smyrna is a good example of the state's unique history of community-based libraries. This legacy needs to be understood and acknowledged.

As noted previously, the recommendations offered to SPGL in this report are premised on the state delivery systems being maintained with little or no change to the status quo. However, the challenges outlined for Smyrna in this report suggest that we have reached an important point for

Delaware's community to take a critical view of how library services are delivered in the state. This review should include school and academic libraries as well as public libraries and be based on hard data and bring together key stakeholders across the state, including business leaders, educators, and community leaders. Strong, vibrant libraries are critical to the quality of life in Delaware.

We hope the recommendations offered to SPLG are helpful as the community charts its path forward. If this report also leads to that broader discussion of library services in Delaware, that will please us as well.

APPENDIX A

LIBRARY STANDARDS CONTRACT # DDL «YEAR»

The Delaware Division of Libraries (herein called "DDL"), and the «Library» (herein called "LIBRARY"), located at «Address1» effective upon the date signed by the State Librarian, agree to the following:

Term

This Contract begins on the date the State Librarian signs this Contract and ends on June 30, 2013.

Funding

If the Library Standards Funds appropriation is reduced, this Contract shall be modified accordingly. In some cases, the "LIBRARY" may be required to return funds.

Requirements and Timeline:

First Round Payments

Previous year's requirements and reports must be completed prior to executing the current year's contract.

Financial Section:

At the completion of the Contract, the "LIBRARY" shall have their Chief Financial Officer complete columns four and five of the Financial Section of this Contract.

Submit the Financial and Evaluation Reports to the "DDL" along with the new contract.

Evaluation

The "LIBRARY" shall participate in at least one site visit conducted by "DDL" (with no more than four visits annually), to review progress in library development.

Complete the attached yes/no Blueprint for Success checklist for the Council On Libraries and submit to "DDL" along with the new contract.

The "LIBRARY" shall receive «Amount1» within 30 days after the State Librarian receives the reports and signs the Contract.

Modifications:

The "LIBRARY" may request a one-year extension by writing to the State Librarian and in the case of a revision, a revised Library Plan Section and Financial Section to the "DDL" must be submitted by May 15, 2013. Include carryover actuals in the following year's financial report. Submit completed reports to "DDL" within 30 business days after the expiration of the extension date.

Second Round Payments

The following reports needed for federal reporting must be accepted by "DDL" prior to the release of the second payment of «Amount1» of Library Standards Funds. The FY12 annual LibPAS Financial Reports are due to "DDL" by September 30, 2012. The FY12 statistical reports for all four quarters shall be accurately completed in LibPAS by the end of November 2012. Libraries shall also participate in state and national data collection initiatives, such as the EDGE Benchmark for Technology Services.

Anchor Library Services

In accordance with Title 29, Chapter 66, Section 6602(c) of the Delaware Code, "The Delaware Division of Libraries, with the approval of the Secretary of State, may award annually up to 10% of the total funds appropriated under this chapter to public libraries and public library systems to fund contracts for cooperative planning and evaluation of library services. The Division may contract with public libraries and public library systems which qualify under planning and evaluation standards. These standards shall be established by the Division with the approval of the Delaware Council on Libraries."

- Therefore, in support of libraries performing Anchor Library services such as Virtual Reference and collection support, the "DDL" will distribute \$50,000 to Dover Public Library in Kent County, \$50,000 to the Sussex County Department of Libraries, and \$50,000 to Brandywine Hundred Library in New Castle County for FY 2013. The final evaluation shall include a description of how these additional funds were expended in accordance with Anchor library recommendations and DDL statewide initiatives.

Achieving Standards

In accordance with Title 29, Chapter 66, Section 6602(a) of the Delaware Code: Work towards achieving the level outlined in tiers of libraries as per Appendix B: Three Types of Library Facilities.

In accordance with Title 29, Chapter 66, Section 6604 of the Delaware Code, "Public libraries or public library systems contracting with the Division must meet, or provide evidence of attempting to meet, minimum standards of operations as established by the Division and approved by the Council."

In addition to any other power granted or duties imposed under Title 29, Chapter 87, Section 8731, the Division of Libraries shall exercise general direction and control over the furnishing of library services within this State. The "LIBRARY" will participate with the "DDL" in collaboration among all types of libraries at all service levels to achieve the following:

- (1) To provide information, resource materials and library services to state agencies, state and local governmental units and their subdivisions and, in the Department's discretion, to organizations in need of library services;
- (2) To coordinate library services of the several counties in order to assure to every Delaware citizen free and equal access to services, resources and guidance in the use of such for continuing self-educational, political, cultural, economic, recreational and intellectual enrichment;
- (3) To receive, accept, administer and expend any money, materials or other aid granted, appropriated or otherwise provided by local, state or federal governments, or by any source, public or private, in accordance with the terms thereof, and for the purposes provided hereinafter;
- (4) To foster the recruitment, development and maximum utilization of library personnel throughout the State;
- (5) To encourage broad community participation in library development, program planning and the implementation of such plans;
- (6) To establish and promote cooperation among all types of libraries at all service levels;
- (7) To ensure the State's compatibility to and reciprocity within a national information resources network;
- (8) To provide access to a complete collection of current documents published by state government and a comprehensive collection of current local, state and federal documents of interest to the State;

- (9) To coordinate the provision of accessible library and information services for individuals with disabilities and to serve as the Delaware Regional Library for the Library of Congress Network of Libraries for the Blind and Physically Handicapped;
- (10) To stimulate every Delaware citizen to fully utilize the State's cultural resource materials and to maintain the individual's right of access to those materials;
- (11) To offer resources which supplement and reinforce local libraries;
- (12) To collect, compile, research, publish and disseminate information, including statistics, affecting the efficient operation of the State's library system;
- (13) To recommend legislation to achieve meaningful statewide library development and use;
- (14) To establish, interpret and administer standards of effective library services;
- (15) To enter into contracts and agreements to provide or to obtain library services and materials; and
- (16) To perform all other activities pertinent to the organizational function of library services.

Audits

A complete audit of all "LIBRARY" funds is recommended but not required for this Contract. When the "LIBRARY" is audited by the State, the "LIBRARY" shall provide reasonable access to the State of Delaware's Auditor of Accounts office for review of all "LIBRARY" records.

The "DDL" may terminate this Contract at any time by giving the "LIBRARY" at least fifteen (15) days written notice.

The "LIBRARY" assures that:

- a) It possesses legal authority to enter into this Contract
- b) The persons signing this Contract are authorized to act on behalf of the "LIBRARY."

«Director», Director/Date

Witness

Governing Authority/Date

Anne E.C. Norman, State Librarian/Date
Delaware Division of Libraries/State Library

Witness

Financial Section:

-Upon receiving new contract, complete column 1 and return with signed contract (do not need to have CFO sign this section at this time).

-If there are amendments to the contract throughout the year, complete columns 2 and 3 and send to DDL along with amendment request letter (before May 15, 2013).

-At the end of the contract period, complete columns 4 and 5, with 5 being the difference of budgeted vs. actually expended. Have CFO sign this section and submit to DDL with final LibPAS report (by September 30, 2013).

Categories	Contract Budget (1)	Contract Amendments (2)	Amended Contract Budget (3)	Actual Expenditures (4)	Differences (5)
Audit Fees					
Computer Services (Contractual Services, i.e. Maintenance Contracts, OCLC)					
Library Furniture					
Library Materials					
Library Technology (Capital Purchases)					
Printing, Postage, Telephone and Programming					
Salaries and Fringe Benefits					
Travel					
Totals					

DO NOT SIGN BELOW UNTIL THE END OF THE CONTRACT PERIOD (6/30/2013)

The "Actual Expenditures" column accurately reflects expenditures made from FY 2013 Library Standards Funds.

Name of Chief Financial Officer _____

Signature _____

Title _____

Date _____

Phone Number _____

APPENDIX B

RECOMMENDED GOALS (Twenty Years Forward, 2005).

The following nine goals are recommended. The goals are achievable by 2025. They are:

1. Library space equal to one gross square foot (GSF) per capita
2. Ninety percent of the residents living within 10 miles of a Community or Regional Library
3. Eighty percent of the residents living within 20 miles of an Anchor Library
4. Library materials collections (all formats) equal to 3.09 items per capita
5. Personal computers (PCs) equal to one PC for every 20 library visits per day per building (a building with an average of 500 visitors per day would need 25 PCs for public use)
6. Library parking spaces equal to one space per every 200 SF of building space per building for Community and Regional libraries
7. Library parking spaces equal to one space per every 300 SF of building space per building for Anchor libraries
8. All buildings to be fully ADA compliant
9. All new buildings to be LEEDSTM certified or to consider “sustainable architecture” approach to “green buildings”

APPENDIX C

THREE TYPES OF LIBRARY FACILITIES (Twenty Years Forward, 2005).

Three different types of library facilities, and thus three different sized library facilities, are recommended. They are:

- Anchor Library (“Regional” in NCCo)
- Regional Library (“Area” in NCCo)
- Community Library

Anchor Library

An Anchor Library will be the largest type – in every respect – in the State. It is recommended that there be at least one Anchor Library in each of the three counties, and the more populated counties may well have two to four anchor libraries within the 20-year timeframe of these recommendations. Ideally, Anchor libraries should be county or municipal libraries, or if they are independent libraries, should at least receive specific County support, in addition to state support, for fulfilling their role as a countywide resource.

Anchor libraries will have the:

- Largest and strongest collections of library materials in terms of depth of all types (print, media, and electronically-accessible)
- Largest staff (minimum 23.5 FTE) due to extended hours, extensive usage by the public, and the support role for the Regional and Community libraries within their respective counties
- Greatest number of professional staff (librarians with a master’s degree from a graduate program accredited by the American Library Association [ALA])
- Computer training facilities and “classes” for public and staff
- Most meeting room and conference room space for public and staff usage.
- Staff devoted to outreach in the community

Anchor libraries will be:

- Full service facilities
- Sized from 40,000 – 60,000 GSF
- Open seven days a week, 52 weeks per year, 70 to 90 hours per week depending on the needs of the community. An example:
 - Monday – Thursdays – 8:00 AM – 11:00 PM
 - Friday – Saturday – 8:00 AM – 6:00 PM
 - Sunday – 12:00 noon – 10:00 PM.

Anchor library collections should be developed as follows:

- Collection Emphasis (print)
 - Consumer health

- Do-it-yourself (gardening, household projects, vehicle repair, etc.)
 - Management (business)
 - Marketing, public relations, and salesmanship
 - Parenting
 - Personal finance
 - Political science
 - Religion
 - Science & Environment
 - Travel
 - State, county, and local history
 - Genealogy (if interest is present within the county in sufficient numbers)
 - Children's literature
 - Teen literature
 - Fiction, including genre (mysteries, science fiction, westerns, romance)
 - Large type books according to demographics of the service area.
- Collection Emphasis (media subject to change)
 - DVDs *
 - CD literature *
 - CD music

* Cease the purchase of videocassettes and books-on-tape effective July 1, 2005 (but retain existing collections of those titles that have a solid circulation history).

 - Libraries should be monitoring and implementing licensing of “downloadable” content as that market begins to clarify.
- Collection Emphasis (magazines and newspapers)
 - Magazines – one current subscription for every 300 residents in the service area
 - Newspapers – included in above formula, with four to five Delaware papers, four to five regional papers, e.g. Baltimore Sun, Philadelphia Inquirer, Washington Times, Richmond Times-Dispatch, and four to five national papers, e.g. USA Today, Los Angeles Times, New York Times, St. Louis Post Dispatch, Washington Post as examples.
- Collection Emphasis (electronic resources)
 - Internet connectivity
 - Productivity Software such as Word™, Excel™, PowerPoint™, and printing and scanning capabilities
- Access to three or four licensed databases beyond those included in the DeLAWARE licenses, as needed to test new databases; to address local needs

Regional Library

There may be from two to four or five Regional libraries within a county, depending upon the projected population and demographics, density, transportation network, and infrastructure of a county.

Regional libraries will have:

- Reasonably large and strong collections of library materials in terms of all types of materials (print, media, and electronically-accessible)
- Adequate staff (minimum 17 FTE) for the hours of usage, the services to be provided, the anticipated usage, and the size of the building
- Two to four professional staff depending upon the building size, the population to be served, and the demographics of the service area
- Computer training facilities and “classes” for public and staff
- Meeting and conference rooms for public and staff usage.

Regional libraries will be:

- Full service libraries
- Sized from 15,000 – 30,000 GSF
- Open six to seven days a week, up to 72 hours per week, (depending upon regional demographics, population served, etc.) An example:
 - Monday – Thursdays – 9:00 AM – 9:00 PM
 - Friday – Saturday – 9:00 AM – 6:00 PM
 - Sunday – 12:00 noon – 6:00 PM.

Regional library collections should be developed as follows:

- Collection Emphasis (print)
 - Consumer health
 - Do-it-yourself (lawns, household projects, vehicle repair, etc.)
 - Management (business)
 - Parenting
 - Personal finance
 - Political science
 - Religion
 - Salesmanship
 - Travel
 - State, county, and local history
 - Children’s literature
 - Teen literature
 - Fiction, including genre (mysteries, science fiction, westerns, romance)
 - Large type books according to demographics of the service area.
- Collection Emphasis (media)
 - DVDs *
 - CD literature *
 - CD music

- * Cease the purchase of videocassettes and books-on-tape effective July 1, 2005 (but retain existing collections of those titles that have a solid circulation history).
- Libraries should be monitoring and implementing licensing of “downloadable” content as that market begins to clarify.
- Collection Emphasis (magazines and newspapers)
 - Magazines – one current subscription for every 200 residents in the service area
 - Newspapers – included in above formula, with two or three Delaware papers, two or three regional papers, e.g. Baltimore Sun, Washington Times, Philadelphia Inquirer, and three or four national papers, e.g. USA Today, New York Times, Washington Post, Los Angeles Times as examples.
- Collection Emphasis (electronic resources)
 - Internet connectivity
 - Productivity Software such as Word™, Excel™, PowerPoint™, and printing and scanning capabilities
 - Access to two or three licensed databases beyond those included in the DeLAWARE licenses. See note above

Community Library

Community libraries will be the smallest of the three types of facilities. There may be anywhere from three or four up to eight to ten community libraries in a county depending upon such factors as population, geographic size of the county, transportation network, etc.

Community libraries will have:

- Collections of library materials responsive to the direct library and information needs of the community being served
- Adequate staff (minimum 8.25 FTE) for the hours of usage, the services to be provided, and the anticipated usage
- One or two professional staff depending upon the population to be served and the demographics of the service area
- Meeting and/or conference rooms for public and staff usage.

Community libraries will be:

- Sized from 10,000 – 12,000 GSF
- Open six days a week, 56 hours per week. An example:
 - Monday – Thursdays – 10:00 AM – 8:00 PM
 - Friday – Saturday – 10:00 AM – 6:00 PM.

Community library collections should be developed as follows:

- Collection Emphasis (print)
 - Consumer health
 - Do-it-yourself (gardening, household projects, vehicle repair, etc.)
 - Homework Help
 - Parenting
 - Personal finance
 - Travel
 - Local and county history
 - Children's literature
 - Fiction, including genre (mysteries, science fiction, westerns, romance)
 - Large type books according to demographics of the service area.

- Collection Emphasis (media subject to change)
 - DVDs *
 - CD literature *
 - CD music

* Cease the purchase of videocassettes and books-on-tape effective July 1, 2005 (but retain existing collections of those titles that have a solid circulation history).

 - Libraries should be monitoring and implementing licensing of "downloadable" content as that market begins to clarify.

- Collection Emphasis (magazines and newspapers)
 - Magazines – one current subscription for every 200 residents in the service area
 - Newspapers – included in above formula, with two Delaware papers and two national papers, e.g. USA Today, New York Times, Washington Post as examples.

- Collection Emphasis (electronic resources)
 - Internet connectivity
 - Productivity Software such as Word™, Excel™, PowerPoint™, and printing capabilities
 - Access to one licensed database beyond those included in the DelAWARE licenses (see note above).

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***Institute for Public Administration
School of Public Policy & Administration
College of Arts & Sciences
University of Delaware***

180 Graham Hall University of Delaware Newark, DE 19716-7380

phone: 302-831-8971 e-mail: ipa@udel.edu fax: 302-831-3488

www.ipa.udel.edu

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