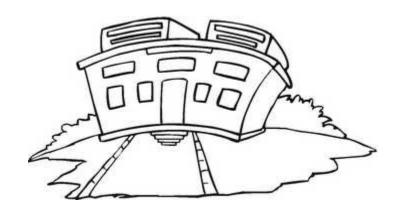


Is a Combined School/Public Library Right for Your Community?

A Guide for Decision Makers



State Library of Iowa 2006

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Overview

The State Library regularly receives requests for information regarding the legal and practical issues involved in creating a combined school and public library. Such libraries are typically housed in a single facility and, ideally, they should provide both the curriculum support functions of the school library and the service functions of the public library for the community.

There are significant obstacles inherent in combining libraries, as evidenced by the fact that only a handful of such libraries exist in Iowa and the surrounding states (see list of combined school/public libraries in Iowa, Appendix B).

The mission, functions and operations of school and public libraries differ in many ways. Based upon data collected by the State Library, combined libraries are much less likely to meet public library accreditation standards in order to qualify for direct state aid.

And, while operating joint libraries is often seen as a way for cities and school districts to save money, per capita expenditures have actually increased in the last five Iowa communities where school and public libraries combined (see Appendix B).

This document is intended to assist Iowa communities in making informed decisions on combining school and public library services. It provides decision-makers with a means of assessing the feasibility of establishing a combined library and, if the decision is made to proceed, with a Planning Guide that addresses the many areas of library operations that need to be considered if the combined library is to be successful.

Alternatives to combining libraries exist. Contracted services provide one such option. There are many areas where school and public libraries can and should collaborate in order to provide better service to the community. These alternatives are also outlined in this document.

The guide is organized as follows:

- 1. Mission and Functions of School and Public Libraries. How are they the same? How do they differ?
- 2. **Feasibility Checklist**. Those contemplating combined libraries should carefully consider the Feasibility Checklist that begins on page 8. The checklist is composed of 15 key

issues that need to be addressed in assessing the potential success of a combined library. A decision to proceed should be made only if the majority of the questions on the checklist can be answered affirmatively.

- 3. Planning Guide. This part of the document outlines the major areas of consideration in combining libraries and includes questions to provide direction in establishing procedures and policies, including the Master Agreement that will govern the combined library program.
- 4. **Alternatives to combined libraries**. Contracted services as well as simple collaboration and cooperation between school and public libraries to improve services to the community are described in this section.

5. Appendices.

- A. Statutory references
- **B.** List of combined library programs in Iowa
- C. State Library Data on combined library programs
- **D.** Sources of help Library Service Areas, Area Education Agencies, State Library
- E. Selected references including research on combined libraries and links to useful documents

School and Public Libraries: Mission and Functions

School and public libraries have different missions and responsibilities. The public library provides a wealth of services designed to enrich the lives of all community members, regardless of age. Public libraries serve all members of the community including senior citizens, parents with infants and toddlers, and other adults who may be uncomfortable or unwelcome in the school setting. The public library contains materials of interest to all ages and on all topics. Internet access for those who do not have it elsewhere is an increasingly important public library service. Meeting room areas are provided for community gatherings on a variety of topics. A public library is open to all citizens and is usually open evenings, weekends and summers.

The school library functions as the resource center for the school. The materials in the school library support the school's curriculum and are selected at the appropriate reading level of the students in the school. The librarian is a certified teacher with special responsibility for helping students become skilled users of information tools, including the Internet. Helping students learn to read and develop an interest in reading are part of the teacher librarian's job. School libraries are typically open only when classes are in session, and usually provide access only to school students, staff and parents.

The information and programming needs of the community are best met when city and county governments provide sound public library services directed by trained public library staff. The curriculum and information needs of students and teachers are best met when school boards support strong school libraries staffed by a certified, professional teacher librarian.

Neither type of library is equipped to fulfill the functions of the other without careful study, planning and commitment of resources.

The table on the following page outlines similarities and differences in the functions of school and public libraries:

School and Public Libraries: Mission and Functions

	PUBLIC LIBRARY	SCHOOL LIBRARY
MISSION	 Information resources for general public Programming for diverse community groups Reading, viewing and listening recommendations Community center 	 Information resources for students and teachers Reading promotion Teaching research skills and use of information Curriculum support
DECISION MAKING AUTHORITY	Board of TrusteesLibrary Director	School BoardSchool AdministratorTeacher Librarian
FINANCING	 City and County Grants Direct state aid for public libraries Determined by City Council and County Board of Supervisors 	 School District (property tax and state aid) Federal aid Grants Determined by building principal or district administrator.
FACILITY/ACCESS	 Facility owned by city Located in high traffic area near city center Hours include evenings, weekends, summers according to community needs All citizens have access 	 Facility owned by school district Located in a school, usually in a neighborhood area Open during school hours Access for students, staff, parents
STAFFING	 Follows State Library certification and accreditation standards Education required depends on community size 	 Follows Department of Education guidelines Best Practice: Librarian is a certified teacher with minimum 24 Semester hours of Library Science. Masters Degree for K-12. Subject to school district negotiated agreements
COLLECTION	Meets informational and personal needs of all citizens	Supports schools' curriculum and reading interests of students
TECHNOLOGY	Open access for all citizens Internet access usually unrestricted for adults	 Used for teaching information and technology skills and completing assignments Internet filtering in place
SERVICES/ PROGRAMMING	 Free access to materials on all topics in many formats Programming for special groups: e.g., pre-school, adults, seniors 	 Teaching use of materials and technology Training for staff and students to be effective users of information Promotion of reading

Combining two such different types of libraries requires careful consideration and resolution of issues related to decision-making, financing, policies, services, facilities, staffing and technology.

The most common reasons for the failure of combined libraries are:

- lack of support by City Council, Public Library Board or School Board,
- lack of clear understanding/agreement between boards and staff of both entities
- failure to involve community
- lack of buy-in from library staff
- insufficient staff and funding
- frequent changes in administration and composition of Boards.

Successful combined libraries have the following characteristics:

- supported by City Council, Public Library Board and School Board
- clear governance
- a sense of mutual benefit and shared purpose
- "one program" philosophy; not two programs sharing a facility
- adequate staff and funding
- long-term commitment.

Above all, combined libraries require staff members who are enthusiastic about the project and committed to making it successful. The Feasibility Checklist that follows will help you decide if a combined school/public library can be successful in your community.

The use of a neutral facilitator to guide decision-makers through the Feasibility Checklist is strongly recommended.

Is a Combined School/Public Library Right for Your Community?

A Feasibility Checklist

Before planning for a combined facility begins, consider each item on the following checklist carefully. All, or all but a few, of the responses below should be "Yes" if your project is to be successful. Letters at the end of questions indicate sections of the Planning Guide (pages 10-18) that can be consulted for clarification or additional information. The use of a neutral facilitator to guide decision-makers through the Feasibility Checklist is strongly recommended.

1.	Yes	No	Key individuals and decision makers are enthusiastic about the project and dedicated to making it work. The following groups and individuals have been consulted: (A, B)		
			 □ Public Library Board □ School Board □ School librarian, principal and staff □ Parent groups □ Public library users including frequent users, senior citizens, preschool groups □ School library users including students and teachers 		
2.	Yes	No	There is consensus in the community that a combined library is the best way to meet library service needs. (A, B)		
3.	Yes	No	Preschoolers, children, teenagers, young adults and older adults may use a combined facility at the same time. This has been discussed and is not seen as threatening or uncomfortable for any group. (A, D)		
4.	Yes	No	The different functions and responsibilities of both the school and public library are understood (<i>See preceding pages</i>).		
5.	Yes	No	It is understood that any change in the composition of the library board requires voter approval (Code of Iowa, 392.5). (<i>B</i>)		
6.	Yes	No	There is an understanding that the statistical and financial reporting requirements for both the school and public library must be followed in a combined library. (B, C)		
7.	Yes	No	There is an understanding that the public library must continue to be operated in accord with public library standards to be eligible for direct state aid. (B, C, D, E, F)		
8.	Yes	No	Financial support from both the School Board and City Council will continue at the same or increased levels. (<i>C</i>)		

9. y		No	General procedures for operating the combined library have been considered including hours of operation, access to resources and activities, user rights and responsibilities and authority for daily decision-making. (B, C, D)
10. y	es	No	The location of the library provides convenient access to the public while giving due consideration to security requirements in the school setting. Ample and convenient parking will be available to the public. (D)
11. y	es	No	The facility provides adequate space for both school and public library functions including teaching areas, ample computer access, public meeting room space, children's area. (D)
12. y	es	No	A librarian(s) has been identified who has the appropriate background and certification to operate a combined school/public library and is committed to the project. (A, E)
13. y	es	No	Salaries, benefits and contracts of all employees in the combined library have been considered taking into account differences in school and public library contractual and union requirements. (E)
14. y	es	No	Combined libraries contain materials for all ages and interests, including videos and books that may not be appropriate for young children. This issue has been discussed and is understood by all parties. (F)
15. y	es	No	School libraries typically use Internet filtering and follow Internet Acceptable Use policies that may restrict access to e-mail, chat rooms, etc. on the Internet. Many public libraries permit open access to these resources for all library users. All parties understand these issues. (<i>G</i>)

Planning Guide for Combined School and Public Libraries

When the Feasibility Study on the preceding pages has been completed and the questions in that study answered affirmatively, comprehensive planning is required before a combined facility can be established. A joint agency <u>28E Agreement</u>, (Code of Iowa, Chapter 28E) will need to be written. This document outlines in detail the responsibilities and functions of all entities that are party to the agreement.

The Planning Guide on the following pages outlines the specific areas that must be addressed in the 28E Agreement. The table at the top of each page describes the current rules and practice in place in school and public libraries. The questions included with each section are intended to guide discussion and thinking as the agreement is written. Each question should be considered and addressed in the agreement. The provisions of Chapter 28E are stated in Appendix A of this document.

A. Stakeholder Support

Continued support from administrators and the community is essential to the success of the combined library.

CURRENT PRACTICE	PUBLIC LIBRARY	SCHOOL LIBRARY
ADMINISTRATIVE SUPPORT	City Council, Mayor, City Manager, City ClerkLibrary Board	PrincipalsCurriculum directorsSuperintendent and School Board
STAFF SUPPORT	Library professional and support staff	Teachers and professional staffLibrary staff: secretaries, associates
USER SUPPORT	AdultsPreschoolsChildrenTeens	 Teachers Students Administrators Parents
COMMUNITY SUPPORT	Public library customers and volunteersGeneral public	ParentsStudentsGeneral public

- 1. Are administrators and elected officials in city government aware of and supportive of the proposed combined library?
- 2. Are School Board members as well as the Superintendent and school administrators aware of and supportive of the proposed combined library?
- 3. Are all Public Library Board members aware of and supportive of the proposed combined library?
- 4. Are all the administrative units aware of issues in the Feasibility Study (pages 8 -9) and confident that they have been addressed?
- 5. Are library staff aware of issues in the Feasibility Study (pages 8 -9) and confident that they have been addressed?
- 6. Have staff at all levels been involved in discussions about the combined library?
- 7. Have public library users been surveyed about the combined library and expressed support?
- 8. Have students been surveyed about the combined library and expressed support?
- 9. Have teachers been surveyed about the combined library and expressed support?
- 10. Have school parent groups been informed about the combined library and expressed support?
- 11. Has the local Friends of the Library group been informed about the combined library and expressed support?
- 12. Has the community been surveyed about the combined library and expressed support?
- 13. Has the community in general been informed about the combined library via public forums, newspaper articles, information on the Web, etc?
- 14. How will the community be kept informed and provide input (i.e., open meetings, news media liaisons, etc.)?

B. Administration

A key issue for any joint use library is that of the legal and decision-making authority for the facility and program.

CURRENT PRACTICE	PUBLIC LIBRARY	SCHOOL LIBRARY
DECISION MAKING AUTHORITY	Board of TrusteesLibrary Director	School BoardSchool AdministrationTeacher Librarians
LEGAL AUTHORITY	City ordinance	School Board
DISSOLUTION OR CHANGE IN RULE	City referendum to change library ordinance (Iowa Code, 392.5)	School Board makes decisions to change
POLICY	Board of TrusteesLibrary Administration	Board of Education Teacher Librarian
REPORTING	Board of TrusteesLibrary Administration	School BoardSchool AdministrationTeacher Librarian
PROGRAM EVALUATION/ STRATEGIC PLANNING	Board of Trustees Library Administration	Building AdministratorTeacher LibrarianDistrict review process

- 1. Will there be two library boards: school board and public library board? If so,
 - a. Which board makes decisions in what areas, e.g., hiring, policy, and finance?
 - b. What methods will be established to encourage communication and cooperation between the two boards?
- 2. Will there be one library board or an alternative administrative agency? If a new board is formed,
 - a. Will it be composed of representatives from the school and public libraries and the communities they serve? How will they be selected?
 - b. Has a referendum been held to approve such a change as required by Section 392.5 of the Code of Iowa?
- 3. Who will manage the library on a day-to-day basis?
- 4. If there is a disagreement, who will have the final say?
- 5. Is there a clear, written 28E Agreement (<u>Chapter 28E of the Code of Iowa</u>) that covers all issues referred to in this planning guide?
- 6. If changes are needed in the composition, the manner of selection or the change of a library board, how will that be accomplished? (Section 392.5 of the Code of Iowa must be followed.)
- 7. If one entity wishes to withdraw from the arrangement, how can that be accomplished?
- 8. Are policies in place to deal with issues where the school and public libraries have different philosophies and responsibilities, e.g., dress codes, behavior, fines, cell phones, food/drink, Internet use, school "lockdowns" in the case of security threats?
- 9. Is a confidentiality policy in place which specifies who has the authority to release library records?
- 10. Who will be responsible for completing annual public library statistical reports to the State Library of Iowa?
- 11. Who will be responsible for completing annual school library statistical reports to the State Library of Iowa?
- 12. Who will be responsible for financial reporting to meet both school board and City Council requirements?
- 13. Is there a plan in place including a timeline to evaluate the effectiveness of the combined library?
- 14. Who will be responsible for planning for program improvements in the combined library?

C. Financing

This section highlights the funding possibilities and financial issues for the combined library.

CURRENT PRACTICE	PUBLIC LIBRARY	SCHOOL LIBRARY
FINANCING	City TaxCounty TaxDirect state aidGrants	 School District (property tax and state aid) Federal funds Grants
BUDGET PLANNING AND PREPARATION	Library Director	Teacher Librarian
BUDGET APPROVAL AND ADMINISTRATION	Library TrusteesLibrary DirectorCity Council	Teacher LibrarianPrincipalSchool Board

- 1. Will the library be eligible for direct state aid to public libraries?
- 2. How will the combined library handle grant money including requirements for matching funds?
- 3. Will the county continue to provide support?
- 4. How will the budget be determined?
- 5. Will the money be contributed to a unified budget or will each parent agency pay certain parts of specified budget areas?
- 6. Will this arrangement be more economical than separate programs?
- 7. Will funding of the joint library be sufficient, so that neither students nor the general public suffer cuts in the quality of service?
- 8. Will funding be sufficient to improve service in the combined facility?
- 9. Who will serve as the fiscal agent(s)?
- 10. Who will have ultimate fiscal responsibility for payment of staff and bills, as well as record keeping and reporting?

D. Facility and Access

Issues concerning ownership of and access to the facility need to be addressed.

CURRENT PRACTICE	PUBLIC LIBRARY	SCHOOL LIBRARY
PHYSICAL FACILITY OWNERSHIP AND MAINTAINENCE	City/Library Board	School
LOCATION	 In business district On primary street	Part of schoolResidential area
ACCESS AND SECURITY	 Convenient public parking Meets <u>Americans With</u> <u>Disabilities Act (ADA)</u> guidelines for libraries 	 Meets <u>ADA guidelines</u> Controlled entrance through school School security plan in place
HOURS	 Hours meet local needs. Open summers, evenings and weekends Meets State Library Standards for state aid 	Open during school hours
SPACE ALLOCATION	Space for: Story hours Small groups Individual use Displays Meeting rooms Computers and labs Storage Leisure reading Staff work areas	Space for: Teaching areas Individual use Computers and labs Storage Individual use Story hours Small Groups Staff work areas

- 1. Which agency(s) will own the property: school board? city? combined?
- 2. Which agency(s) will be responsible for upkeep, major repairs and capital improvements and insurance?
- 3. If both agencies share responsibility for the facility, on what basis will it be divided?
- 4. Will the facility be located so it is easy for students and instructional staff to use?
- 5. Will the facility be located in or near downtown area to encourage use by general public?
- 6. Will enough parking be available for adults' and students' cars within easy walking distance?
- 7. Will the facility allow easy public access during evening, weekend, summer hours, school vacations?
- 8. Will parking be available for extra curricular school events such as music performances and athletics?
- 9. Will adult traffic interfere with student patrons?
- 10. Will student traffic interfere with adult or preschool patrons?
- 11. Will the library have an exterior entrance?
- 12. Will the facility meet ADA guidelines?
- 13. Will some adults be reluctant to use school facilities? Will some students be reluctant to return to school after hours?
- 14. Will parents and caregivers feel safe in bringing preschoolers to the library?
- 15. Will public use be interrupted by school security lockdowns?
- 16. Will there be access to the rest rooms at all times the library is open?
- 17. Will there be enough room to permit public library functions and school library functions?
- 18. Will the facility accommodate areas for independent and group usage by both types of clientele at the same time? Will there be quiet areas as well as more active, dynamic public areas?
- 19. Will the facility include a teaching area separated from public use areas?
- 20. Are there separate areas for children and adults?

E. Staffing

Determinations about staffing involve issues such as hiring approval and educational requirements of staff.

CURRENT PRACTICE	PUBLIC LIBRARY	SCHOOL LIBRARY
HIRING AND CERTIFICATION GUIDELINES	 Public Library Standards Library director Certification Level depends on community size as outlined by Public Library Standards 	Department of Education Guidelines Best Practice: Licensed as teacher; Minimum 24 Semester hours of library Science; Masters Degree for K-12 School certification; Renewal as required by Iowa Law North Central Association (NCA) Guidelines
HIRING APPROVAL	Public Library Board hires DirectorDirector hires staff	School administrator hires library staff; School Board approves
RESPONSIBILITY	Director: Selects materials Prepares budget Manages staff Administers policy Submits statistical reports Reports to Trustees	Teacher librarian Selects materials Prepares budget Manages staff Supervises students Administers policy Submits statistical reports Reports to principal Teaches information/research skills

- 1. Will professional library staff meet certification requirements for school library personnel, and guidelines for public library directors?
- 2. Will non-professional staff including paraprofessionals, clerical, and maintenance workers be required to meet the employment requirements of the school district?
- 3. Who will hire staff and to whom are they responsible: the school board, the public library board, or combined board?
- 4. Will the salary and benefit schedule be uniform for all library staff? Will it be based on school salaries or city salaries? Have contractual agreements been considered?
- 5. Who will be in charge of the library: the teacher librarian, the public library director, or both?
- 6. Will all staff be responsible for supervising students? Who will handle discipline problems? Will there be differences in policy for students during school hours vs. public library hours?
- 7. If more than one librarian is in charge and/or more than one board is in charge, what procedures will be used to solve management problems in operation?
- 8. If the teacher librarian manages the library, will he/she be available to work weekend, evening, and summer hours? How will he/she be compensated for this?
- 9. If the teacher librarian manages the library, how will he/she receive training in public library procedures?
- 10. If the public librarian manages the library, how will he/she gain understanding of the school's curriculum?

F. Collections

It is essential that the library include materials and resources to meet customer needs. In a combined library, that includes children and adults in the community as well as the needs of students and teachers to support the curriculum.

CURRENT PRACTICE	PUBLIC LIBRARY	SCHOOL LIBRARY
COLLECTION DEVELOPMENT	Meets informational and personal needs of all citizens	Supports curriculum, recreational reading and technology needs of students and teachers
STANDARD	State Library Standards Collection Development policy of Library Board	 Local selection policy North Central (NCA) Standards Department of Education Standards
INFORMATION ACCESS	 Unrestricted access to all materials All materials are available through interlibrary loan 	 Materials match curriculum and maturity level Primary use by students and school staff
RESPONSIBILITY FOR SELECTION	Public Library Director (with public input)	Teacher Librarian (with input from teachers and students)

- 1. How will the collection be balanced to support both public and school needs?
- 2. How will the materials budget be divided between curricular needs and materials for the general public? Between various types of materials (e.g., books, magazines, videos, computer software licensing)?
- 3. Will the guidelines and standards of both the school and public library be followed in collection development?
- 4. Will budgets be sufficient to allow compliance with two sets of standards?
- 5. Will the collections of the public and school libraries be shelved together or separately?
- 6. Will the catalogs for the public and school libraries be combined? If so, how will the necessary conversion be accomplished and paid for? Will the combined catalog be appropriate for all ages?
- 7. Will the circulation procedures be the same for both students and the general public?
- 8. Will any restrictions be placed upon use of some materials by students during the school day?
- 9. Will the school library lend its materials including curriculum materials and equipment to other libraries via interlibrary loan?
- 10. Which staff member will be responsible for making materials selection decisions for the public? for the school?
- 11. Who will be responsible for getting the materials ready to go on the shelves?
- 12. What agency will adopt a material selection policy: school board and public library board jointly adopt one policy? each board adopts separate policies?
- 13. What is the procedure for handling controversial materials? Is it the same for school students and members of the general public?

G. Technology

Technology is an increasingly important part of all library services and must be considered from both the point of view of student and teacher needs and the needs of community members.

CURRENT PRACTICE	PUBLIC LIBRARY	SCHOOL LIBRARY
ELECTRONIC LICENSING	 State Library Libraries purchase	AEAsSchools purchase
INTERNET ACCESS	Library purchases, often with city government	School district purchases
ELECTRONIC LIBRARY CATALOG	Public Library	School DistrictSchool Library
NETWORKING AND TECHNOLOGY SUPPORT	Public LibraryCity IT staffContracted service	District staffContracted service
WEB SITE	Public LibraryCity IT staffContracted service	 Teacher librarian District staff Contracted service

- 1. Will all purchased databases and software be available to both school and public users? If so, how will additional licensure costs be handled?
- 2. Will Internet filtering be in place on computers in the combined facility? (Required in schools by <u>Children's Internet Protection Act (CIPA)</u> if federal funding is accepted)
- 3. If Internet filtering is used, what provision will be made to disable Internet filtering for adults who request it?
- 4. Will acceptable use policies governing access to Internet sites, chat rooms, downloading of material from the Internet, etc., be the same for both school and public library users?
- 5. Will computers be available to the public during the school day?
- 6. Will the combined library share an electronic catalog?
- 7. Which of the current systems will be used—the public or the school library catalog? Will the catalog chosen be appropriate for all age levels?
- 8. How will the necessary conversion to combined catalogs be done? Will a commercial vendor do the conversion or will additional staff time be needed to complete the conversion?
- 9. Who will bear the cost of automation if one or the other of the libraries is not automated?
- 10. Is the same computer platform in use in both school and public libraries?
- 11. Are networking systems compatible?
- 12. If existing IT support staff members are used, will they be able to manage the combined system?
- 13. If school IT support is used, will it be available at all times the public library is open?
- 14. If contracted services are used, has the increase in cost for managing a combined system been provided for?
- 15. Will the combined library have one Web site, or separate Web sites? Where will it be hosted?
- 16. Who will be responsible for maintenance of the Web site(s)?

H. Services/Program

Programming and services essential for both library types are highlighted in this section.

CURRENT PRACTICE	PUBLIC LIBRARY	SCHOOL LIBRARY
SERVICES	Meets community needs	Meets curriculum needs
TEACHING PROGRAM	Instruction provided as requested or in training workshops	Teaching is major part of librarian's responsibility
LITERACY PROMOTION	Guides clientele in selection of materials as requested	 Supports reading curriculum Promotes reading, listening, and viewing skills
REFERENCE INFORMATION	Staff trained to offer reference assistance all hours library is open.	Teaches lifelong information retrieval skills
PROGRAMS FOR VARIOUS AGES AND NEEDS	Programs and services for a full range of ages and interests	Services directed at students and teachers

- 1. Will the program of the combined library be based upon community needs as outlined in the State Public Library Standards?
- 2. Will the combined library meet the curriculum support needs of the school?
- 3. Will the library be open during evenings, weekends and the summer?
- 4. Will the library provide support for teachers and students beyond the school day?
- 5. Will the library be open to:
 - rural residents of the county?
 - residents of other towns in the county?
 - residents of other counties?
- 6. Will the school librarian be able to continue the teaching role in light of new responsibilities for the combined library?
- 7. Will it be possible for public library programs such as preschool story hours to be held during the school day without interrupting instructional services?
- 8. Will school library staff be able to help public library customers with book and other materials selection?
- 9. Will public library staff be able to assist emerging readers, children and young adults in finding age-appropriate reading materials?
- 10. Will reference services be available to the public during school hours? Who will provide them?
- 11. Will telephone reference service be available?
- 12. How will staff distinguish between the need for information on demand and the teaching responsibilities of the school library?
- 13. Will one staff member be responsible for programming for school students, pre-schools, and adults?
- 14. Will it be possible for adults to use the library during school hours without interfering with, or being made uncomfortable by, instructional programs for students?
- 15. Will computer training be available for adults? Who will provide it?

Alternatives to Combined Libraries

Contracted Services

There are alternatives to combining school and public libraries that may address community needs for better service. Contracted services provide for some library access without many of the legal and financial entanglements of combining libraries. One such option is for a municipality to purchase services from the local school district. This works best if the school library is easily accessible to the public with an outside entrance and ample parking. A school district could also contract with the local public library to provide materials and services in support of the school curriculum. This option is rarely used since the public library is not well equipped in terms of staff and collections to meet the needs of the school program.

One community in Iowa contracts with the local community college for public library service, while another provides services to the public through a local college. These two programs are listed in Appendix B. This alternative to joint school and public services may be workable in some communities.

Sources of Help

If contracted services or combined libraries are being contemplated, information is available from both the <u>Area Education Agencies (AEAs)</u> and the <u>Library Service Areas (LSAs)</u>. The AEAs exist to provide support to the schools in meeting their student achievement goals. They maintain collections of materials in support of school curriculum and provide professional development and consulting to school staff.

Iowa's Library Service Areas provide consulting, continuing education, interlibrary loan and reference services to libraries throughout the state. They assist public libraries in meeting the state standards for public libraries in order to be eligible for direct state aid.

Staff at the State Library of Iowa will also provide assistance on issues related to combining libraries. Contact information for Iowa's Area Education Agencies, Library Service Areas, and the State Library is included in Appendix D.

Cooperation and Collaboration between School and Public Libraries

There are many avenues for improving cooperation between school libraries and public libraries to improve service to the community. Increased access to technology has made new

forms of collaboration and cooperation possible, and made some of the older areas of communication much easier.

Areas where cooperation might be developed include:

- 1. Assignment alert and homework help. These traditional areas of cooperation have been made easier by e-mail and by school and public library Web pages. School students often use the public library after school hours to complete assignments. If public libraries are kept informed of assignments that may involve the use of public library reference and information resources, their ability to assist students increases greatly. Some school and public libraries maintain an online form for teachers to complete when giving research assignments. School websites that list students' assignments for parents are very useful to public librarians as well.
- 2. Extending school library hours. Providing extended hours in the school library so that students may do assignments there in the evenings provides another means of improving service to students. Some school libraries provide services to pre-schoolers and their parents through Parent Resource Centers. "Family Reading Nights" or "Family Technology Nights" when parents and children come to the school library to read, checkout materials and use computers provide a nice extension of the school library program.
- 3. Sharing of materials. If the school and public library have electronic catalogs that can be accessed from all sites, the ability to share materials is enhanced greatly. Schools can borrow additional materials for curriculum units, and public library patrons can borrow from the schools' extensive collections of videos and picture books. Institutional or teacher borrowing privileges with extended checkout periods enable schools to use public library materials during longer curriculum units. Public libraries frequently provide reference assistance to school libraries where reference collections are limited.
- 4. Technology services. Schools and public libraries might consider joint purchase of electronic databases, so that students have access to the same information tools at school, home and at the public library. The State Library of Iowa and the Area Education Agencies collaborate to provide the EBSCO electronic magazine databases to school and public libraries. In some cases, sharing can be extended to joint library catalogs and shared technology services between the schools and the community.

- 5. Delivery system. A regular delivery arrangement among school and public libraries facilitates the sharing and return of materials. Some school districts include the public library on their in-district van route. AEA vans or other means of delivery might be used to encourage greater access by the community to both school and public library collections.
- 6. Promotion of reading. There are many areas where school and public libraries can collaborate to encourage reading by students. Public library staff can visit schools to do booktalks and participate in book discussion groups with children and young adults. School libraries can actively promote the summer reading program of the public library. Such programs keep students reading during the summer and help prevent the loss of skills that can occur during vacation time. Reading initiatives such as the "Iowa Children's Choice Award," "All Iowa Reads" and others can be jointly promoted in both types of libraries and book discussions can be jointly planned. School librarians should arrange for visits to the public library by younger students to be sure they are aware of the services available there, and that they have library cards.
- 7. Improved communication. Simply improving communication between school and public librarians is a big step toward increasing collaboration and enhancing service. A yearly (or more frequent) meeting where school and public library staff can discuss common goals and concerns provides an opportunity to brainstorm, share ideas and develop collaborative activities and services. School librarians should receive public library mailings about programs and services and public libraries should be informed about visiting authors and other special programs in the schools. School and public library websites should be linked.

The American Library Association's Joint Task Force on School/Public Library Cooperative Activities maintains an excellent website with many ideas for improving communication and cooperation. (See Appendix E).

Appendix A

Statutory Requirements in Combining Libraries

Section 392.5

In Iowa, a public library is established by an ordinance adopted by the city council. The ordinance states how many library board members there are, how they are appointed and library board duties and responsibilities. To change these parts of the library ordinance requires a referendum (decided by a vote of the people in a city election) as stated in Code of Iowa, 392.5:

A proposal to alter the composition, manner of selection, or charge of a library board, or to replace it with an alternate form of administrative agency, is subject to the approval of the voters of the city. The council on its own motion may submit the proposal to the voters at any city election. Upon receipt of a valid petition as defined in section 362.4, requesting that a proposal be submitted to the voters, the council shall submit the proposal at the next regular city election. A proposal submitted to the voters must describe with reasonable detail the action proposed. If a majority of those voting approves the proposal, the city may proceed as proposed.

Section 28E

A combined library must operate under a 28E agreement as required by the Code of Iowa. This section of the Code states, in part:

Any such agreement shall specify the following:

- 1. Its duration.
- 2. The precise organization, composition and nature of any separate legal or administrative entity created thereby together with the powers delegated thereto, provided such entity may be legally created. However, if the agreement establishes a separate legal or administrative entity, the entity shall, when investing funds, comply with the provisions of sections 12B.10 and 12B.10A through 12B.10C and other applicable law.
- 3. Its purpose or purposes.
- 4. The manner of financing the joint cooperative undertaking and of establishing and maintaining a budget therefore.
- 5. The permissible method or methods to be employed in accomplishing the partial or complete termination of the agreement and for disposing of property upon such partial or complete termination.
- 6. Any other necessary and proper matters.

The 28E agreement needs to define clearly the issues identified as questions in the Planning Guide on pages 10-18 of this document.

Appendix B

Combined Libraries in Iowa April 2006

School / Public

Alta

Baxter

Cleghorn

Correctionville

Crystal Lake

Dunlap

Huxley

Lake Park

Orient

Runnells

Sergeant Bluff

Tiffin

College / Public

Emmetsburg (Iowa Lakes Community College) Mt. Vernon (Cornell College)

Other

Amana Clear Creek Middle School (Public Library services provided as branches of Marengo Public Library housed in the school building.)

Lone Tree (school provides public library services without formal agreement)

Combined Libraries in Iowa: A Brief Analysis State Library of Iowa, 2006

City	Size Code	Date Estab- lished	Enrich Iowa Tier	Standards Not Met	05 Expend- itures per Capita	05 Average EPC for Size Code	05 Circu- lation per Capita	05 Average CPC for Size Code	02 Expenditures per Capita, New Combination Libraries
Cleghorn	A	1986	3		\$33.93	\$50.26	69.1	19.8	Est. 1986
Crystal Lake	A	1995	3		\$66.67	\$50.26	10.6	19.8	NPL
Runnells	A	2003	0	#6		·			NR
Correctionville	В		0	#6					NR
Olin	В	In a school not a CL	2	#11,12	\$43.86	\$40.74	6.8	17.6	\$20.07
Alta	С	Oct-03	2	Applied in 2006	\$20.82	\$37.20	18.1	17.6	\$13.75
Baxter	С	1990	3		\$14.29	\$37.20	11.6	17.6	Est. 1990
Dunlap	С	Nov-04	2	#30	\$26.59	\$37.20	16.1	17.6	\$21.36
Lake Park	C	Jul-04	2	#12,30	\$33.34	\$37.20	6.7	17.6	\$26.34
Tiffin	C	Aug-03	2	#11,36	\$6.24	\$37.20	3.9	17.6	NPL
Huxley	D	Feb-03	2	#11	\$65.30	\$37.70	25.7	16.0	\$34.94
Sergeant Bluff	D		0	#6					NR

Standards Codes

#6 Reports Not Filed

#11 Community Analysis NPL New Public Library at time of establishment

#12 Plan and Mission Statement NR No Report

#30 Collection #36 Turnover Rate

Accreditation

3 combination libraries are Tier 0 (25%)
6 combination libraries are Tier 2 (50%)
71 public libraries are Tier 0 (13%)
101 public libraries are Tier 2 (19%)
3 combination libraries are accredited (25%)
291 public libraries are accredited (53%)

School public combinations are about half as likely to be accredited and about twice as likely to be ineligible for Direct State aid as public libraries in general.

Appendix D

Sources of Help

State Library of Iowa

1112 East Grand Avenue Des Moines, IA 50319 (515) 281-4105 1 800-248-4483

Fax: (515) 281-6191

http://www.statelibraryofiowa.org/

Contact: State Librarian or Director of Library Development

Library Service Areas

Central Iowa Library Service Area

1210 NW Prairie Ridge Drive Ankeny, IA 50023-1564 Phone: 515 963-1943 Fax: 515 963-9349

East Central Library Services

222 3rd St., Suite 402 Cedar Rapids, IA 52401 Phone: 319 365-0521 Fax: 319 365-0194

North Central Library Service Area

22 North Georgia, Suite 208 Mason City, IA 50401-3435 Phone: 641 423-6917

Northeast Iowa Library Service Area

415 Commercial St. Waterloo, IA 50701 Phone: 319 233-1200 Fax: 319 233-1964

Fax: 641 423-6261

Northwest Iowa Library Services

529 Pierce St. P. O. Box 1319 Sioux City, IA 51102-1319 Phone: 712 255-2939 Fax: 712 252-3171

Southeastern Library Services

4209 1/2 W. Locust St. Davenport, IA 52804 Phone: 563 386-7848 Fax: 563 386-6843

Southwest Iowa Library Service Area

427 East Kanesville, Suite 404 Council Bluffs, IA 51503 Phone: 712 328-9218 Fax: 712 328-9218

Area Education Agencies

The Media Services Subdivisions of Iowa's Area Education Agencies can also provide assistance on combining libraries. To identify your local AEA, visit http://www.iowaaea.org/directory.html.

Appendix E

Selected References

Links To Useful Documents

State Library Of Iowa Standards for Public Libraries: In Service to Iowa: Public Library Measures of Quality. This document guides public library directors and boards in complying with state guidelines for library staffing, collections and services. http://www.statelibraryofiowa.org/ld/accr-and-standards

American Library Association's Joint Task Force on School/Public Library Cooperative Activities

http://www.ala.org/ala/alsc/alscresources/forlibrarians/SchoolPLCoopProgs.htm

Americans With Disabilities Act Guidelines for Libraries http://www.ala.org/ala/ascla/asclaissues/libraryservices.htm

Children's Internet Protection Act (CIPA) http://www.fcc.gov/cgb/consumerfacts/cipa.html

North Central Commission on Accreditation and School Improvement http://www.ncacasi.org/

Other States' Guides to Combined Libraries

Both guides listed below include extensive bibliographies for further reading.

Combined School and Public Libraries: Guidelines for Decision Making. 1998.

Madison, Wisconsin: Wisconsin Department of Public Instruction.

http://dpi.wi.gov/pld/comblibs.html

Jointly Operated School and Public Library Services in the Same Location: Co-Location: A Guide to Community-Based Library Services. 2000. St. Paul, Minnesota: Library Development and Services. http://children.state.mn.us/mde/static/003583.pdf

Research and Literature on Combined Libraries

Aaron, Shirley L. 1980. *A Study of Combined School-Public Libraries*. Chicago: American Library Association. (Note: While conducted over 25 years ago, this study remains the most thorough review of issues in this area.)

Auld, Hampton (Skip). 2002. "Combined School-Public Library Facilities: Opinions, Case Studies and Questions to Consider, Part 1." *Public Libraries* 41:5 (September / October): 310-316.

- Auld, Hampton (Skip). 2002 "Combined School-Public Library Facilities: Opinions, Case Studies and Questions to Consider, Part 2." *Public Libraries* 41:6 (November / December): 310-316.
- Delsemme, Deborah. 2003. "Combined School-Public Libraries." *Knowledge Quest* 32:1 (September / October): 58-61.
- Fitzgibbons, Shirley A. 2000. School and Public Library Relationships: Essential Ingredients in Implementing Educational Reforms and Improving Student Learning. *School Library Media Research*. http://www.ala.org/ala/aasl/aaslpubsandjournals/slmrb/schoollibrary.htm
- Jeffus, Barbara. 1996. "Who does what? School and public library cooperation." *CSLA Journal* 19, 36–39.
- Ziarnik, Natalie Reef. 2003. *School and Public Libraries: Developing the Natural Alliance*. Chicago, American Library Association.