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**EXPLORING THE RELATIONSHIPS BETWEEN CONSTRUCTS OF LIBRARY
VALUE AND LOCAL GOVERNMENT PUBLIC LIBRARY FUNDING:
A STUDY OF NEW JERSEY PUBLIC LIBRARIES**

by

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ABSTRACT OF THE DISSERTATION
Exploring the Relationships Between Constructs of Library Value
and Local Government Public Library Funding:
A Study of New Jersey Public Libraries
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As a result of the recent economic downturn many public libraries have had to lay off staff and make reductions in the programs and services provided to their communities. At the same time, the demand for access to electronic resources and other services means that more and more people are making use of their public libraries. Despite a long history of library evaluation and advocacy, many libraries are chronically underfunded, and we still do not know what library administrators can do to effectively muster increased funding for public libraries.

This study investigated three propositions about the relationships between constructs of public library value and levels of public library municipal funding. The study investigated these propositions by examining the library value constructs held by public library directors and by mayors in New Jersey communities that provide tax support for public libraries. The goal of the study was to identify the important value constructs for each group, and to discover if there are relationships between specific value constructs and levels of library funding.

The researcher used surveys to gather data, and usable responses were received from 88 public library directors and 52 mayors. The surveys asked respondents to use a Likert scale to rate their level of agreement with a series of statements about library value and the budget process. The resultant responses were analyzed using correlation analysis and logistic regression. The respondents also provided answers to four open ended questions identifying most and least effective types of budget information.

The study findings suggest that while value-funding link is not direct, there is support for the claim that the public library is still a valued community institution. Library advocacy efforts and the focus on library evaluation have been effective in sustaining a shared culture around libraries. However, these activities are not the keys to the library's expansion or growth; these activities help libraries survive, but they will not help them thrive. Securing additional funding does not appear to be about library goodness, but may instead be about the weight of the library in a particular local government resource allocation decision matrix.

Dedication

To my mother, Margaret Kears, my first and best teacher.
You are my hero!

To my sisters, Belinda, Joyce, Rhonda, and Nakia
who always believed and supported,
no matter how outrageous the dream.

To my husband Kenneth, and my daughters, Kearsa and Kalyse,
who walked the journey with me.

and

To Kaellin for making the future matter for us all!

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Chapter One – Background to the Study

Introduction

Since 2008, the governments in at least 46 states and the District of Columbia have had to cut funding in all major areas of state services. These cuts were enacted “because revenues from income taxes, sales taxes, and other revenue sources used to pay for these services declined due to the recession” (Johnson, Oliff, & Williams, p. 1). Another effect of the recession was a significant decrease in the funds available to support local government services, including public libraries. A 2009 report released by the American Library Association documents that “69.2 percent of public libraries in FY2008 and 67.7 percent in FY2009 saw little or no meaningful increases in operating budgets” (Davis, 2009, p. 14). This has caused many libraries to lay off staff, cut hours, and make other reductions in the programs and services that they provide to their communities. However, at the same time that libraries are being cut, more and more people are making use of their public libraries. The same report states that “25.4 million people reported using their public library more than 20 times in the last year, up from 20.3 million households in 2006” (Davis, 2009, p. 4). This represents a 25.1 percent increase in public library use in a three year period. This added demand is closely related to a desire to access to electronic information and resources using computers and related technologies; resources which when unavailable at home are often readily available through the local public library. It appears that during this most recent economic downturn public libraries were in a situation of high levels of demand and decreasing economic resources.

Although the current economic situation seems dire, it is not new for many public libraries. Examination of library-related news stories during any economic downturn will reveal stories of budget cuts, layoffs, and library closings. The National Bureau of Economic Research (2010) indicates that the U.S. economy was in recession from 1990-1991. A 1991 article in *American Libraries* documented funding and service cuts in public libraries all across the United States, including a proposal in New Jersey to eliminate dedicated funding for public libraries (Flagg, 1991). Move forward to the recession of 2002 (National Bureau of Economic Research, 2010) and we find an *American Libraries* story about researchers who found statistical support for the increase in public library use during an economic recession (Lynch, 2002). After statistically controlling for seasonal variations, and the normal growth and decline in circulation figures, the researchers found that “circulation [was] 8% above trend in March 2001, the date when the recession officially began... [and] it stayed well above trends, an average of 9.1% above, for the rest of [that] year” (p. 63). Although the recession that began 2007 ended in 2009 (National Bureau of Economic Research, 2011), in FY 2011, public libraries were still reporting high levels of use and declining levels of funding (Reid, 2012).

Advocacy as a Response to Economic Challenges

While economic recessions and the challenges that they pose for public libraries are not new, what has changed is the library profession’s willingness and ability to respond to these challenges. At the national level, the American Library Association’s Office for Library Advocacy provides training and support on a variety of library issues, including coordination of opposition or support for library-related legislation, and

training to help librarians advocate on behalf of libraries at the state and local levels. The office also provides support for public relations campaigns like Library Snapshot Day (American Library Association, n.d.^b), which encourages libraries to capture a “snapshot” of activities within a specified time frame, and the “ilovelibraries.org” website, which is designed to provide information to the general public about libraries and library-related issues. American Library Association’s Public Information Office also maintains a website called *Funding News @ your library* (American Library Association, n.d.^a), where library supporters can get breaking news about library funding from all around the United States.

Many state library associations, following the American Library Association’s model, have included library advocacy and promotion as key components of their organizational missions (cf. the library associations in New Jersey, Alaska, Massachusetts, South Carolina, and New Mexico). State level advocacy can take many forms and supports a range of library activities, including compiling and providing information about the economic value of the state’s libraries. In Massachusetts, the library association created a library value calculator (available at <http://www.ilovelibraries.org/getinformed/getinvolved/calculator>) that allows individuals to calculate the dollar value of their use of public library programs and services. In New Jersey, the New Jersey Library Association sponsored 2007 research project that surveyed state residents about the perceived value of public libraries (Potomac Incorporated, 2007). The researchers found that a majority of the respondents saw positive economic impacts from their local public libraries, and considered the funding of public libraries to be a good use of public money. Many state library associations also

provide updates on state and local budget issues and provide tools that allow librarians and library users to easily contact state and local government officials about pending legislation and budgetary issues.

Demonstrating the Value of Public Libraries

An extension of the advocacy efforts of the library profession is the desire by librarians to demonstrate the value that they add to their communities. Early attempts to demonstrate the value of public libraries were embodied in library standards. According to Martin (1972) each version of the national standards reflected the then current ideas about public library service and organization, with each revision designed to improve the base-level quality of library services. The American Library Association (ALA) standards for public libraries were first issued in 1933, with major revisions in 1943, 1956, and 1966. In the 1970s as ALA began to focus on planning and evaluating library services, individual states began to develop their own standards, many of which began as adoptions and/or expansions of the ALA standards. In 1974 Blasingame and Lynch added to the emphasis on output data by suggesting that criteria for library measurement should:

1. focus on future planning rather than measuring past performance;
2. assist in the management of a specific library instead of focusing on comparisons between libraries;
3. use outputs showing what users actually get from the library to inform staffing and acquisitions. (p. 19)

The library profession embraced these recommendations and began to move away from a national set of prescriptive standards to library planning and evaluation frameworks that

reflected the growing recognition that library services are best designed and evaluated in response to the needs of the local community.

By 2011, forty-seven U.S. states had state standards for public libraries (Public Library Statistics Cooperative, 2011). “The advent of federal Library Services and Construction Act monies intermingled with state aid monies [provided the states] with a financial carrot with which to cajole the use or application of state standards” (Rohlf, 1982, p. 72). This financial carrot is not as significant as one might expect because “state funding is generally not a primary revenue source for public library budgets” (Kelley, 2012, p. 37). Federal and state funding account for about ten percent of total public library funding; the remaining eighty percent comes from local tax revenues (DeRosa & Johnson, 2008). In many states, the standards specify the minimum levels of service that libraries must provide in order to receive state aid. However, this minimum service level is not necessarily an indicator of high quality library service, and the state standards alone do little to promote the improvement of library service beyond the minimum levels.

White (2007) suggests that libraries need to begin to account for the intangible elements that are also a significant part of the value created by libraries. The discussion of intangibles can be traced back to Orr’s 1973 discussion of the measurement of library goodness. The discussion was picked up again in 1982 by Buckland, in 1990 by Rodger, and in 2011 by Kim and Yu. These authors agree that there is no consensus on what constitutes library goodness, but they all agree that libraries produce many intangible benefits that must be accounted for in any discussion of library goodness. Priestly (2008) connects the measurement of intangibles to the library budget by suggesting that local governments conceptualize and fund libraries as the communities’ research and

development (R&D) expense. According to Priestly, “the R&D model posits that public libraries will enrich, entertain, and educate the residents to become better persons, to obtain better paying jobs, and to be able to pay local taxes and be productive citizens” (p. 125). While the R&D model moves the focus to long-term library outcomes, funding decisions are often based on shorter term priorities. According to DeRosa and Johnson (2008) while elected officials may have a positive view of the benefits of the public library, and strongly believe that it improves the local quality of life, they rank the public library low (just above park service and public health) on the list of public services that they would support with a tax increase.

Many public libraries also attempt to demonstrate their value by showing that they are effective stewards of the funds that they receive from their communities. This is especially useful if libraries want to advocate for continued or increased funding. One of the ways that library managers can demonstrate the quality of their fiscal management is by providing information about benefits that come to the community as a result of tax dollars given to libraries. Most often, the focus of these calculations are the operational measures or tangible benefits generated by libraries, e.g. programs produced, books circulated, or reference questions answered. These library output measures are often assigned a dollar value so that they can be discussed within the context of the library’s budget allocation. While this calculation can be used to inform various stakeholder groups about the economic value generated by their support for public libraries, it is unclear if this information leads to improved or continued library funding.

Financial Management Practices and Library Value

The established system of library management follows an industrial age model that focuses on inputs (money, staff, and other resources) and outputs (circulation and other use counts). This is useful information, but collecting this information is not sufficient to help libraries demonstrate the value that they add to their communities. This desire to demonstrate value coupled with growing demands from the public and local government officials for libraries to account for their funding needs are moving public libraries away from measuring inputs and outputs to the measurement of processes and outcomes (Blasingame & Lynch, 1974; Rudd, 2000; Elliott, Holt, Hayden, & Edmonds-Holt, 2007).

The interest in verifying impact and achieving results does not stem merely from an attempt to better understand the effect of library programs and services on users. Nationwide, program performance and results-based planning, budgeting, and public reporting are becoming the norm. (Rudd, 2003, p. 19)

Constituency groups want to know why the library provides specific services and how their specific group benefits from the services provided; implementation of sound financial management practices are essential in the provision of this information.

In a discussion of financial management for libraries, Roberts (2003) identifies three key financial management activities: *deployment*, which is the task of planning and budgeting; *sourcing*, which is identifying funding sources to pay for the planned and budgeted activities; and *utilization*, which is putting the planned and budgeted activities into action. According to Roberts, deployment, sourcing, and utilization are supported by the need for rich information about organizational activities, an awareness of how this

information relates to staff and users' behavior, and sound processes for transforming this knowledge into decisions and actions. In many public libraries, usage statistics provide some of the information needed for decision and action by allowing library staff to track when and how library programs and services are being used. These statistics can also be used in library evaluation efforts which attempt to quantify the library's programs and services. Insight into users' behavior is provided by understanding how people use the library's programs and services, what human and material resources are needed to provide services, and how the library can best respond to changes in both demand and supply of services. Implicit in Robert's analysis is the belief that the data feeding the managerial requirements is collected using empirically sound methods, and is collected purposefully and with enough frequency to support responsive planning and decision making.

Library Evaluation

Library users, funders (local, state, and federal), and many community members want to know how they and their communities benefit from the tax support given to libraries. In order to provide this information, libraries routinely conduct myriad evaluations and report the results of these evaluations to a diverse audience. Evaluations are conducted to assess everything from individual library staff performance via annual performance reviews, to assessments of state library agency performance via Library Services and Technology Act (LSTA) reviews conducted every five years by the federal government's Institute for Museum and Library Services (IMLS). The tendency for constituency groups, especially funders, to require reports about performance information has been called the accountability movement (Carman, 2010). Libraries have a long

history of collecting data about the interactions between the library and its users. The propensity to collect data has intensified with the use of electronic systems, many of which automatically collect usage data. Often, the data is collected and warehoused, with only cursory attempts at in-depth analysis (Brooks-Kieffer, 2010). The pressures of the accountability movement are pushing libraries to use their collected data. However, in order to use the collected data to evaluate library operations and/or persuade constituency groups, the gathered data must be analyzed for answers to specific queries, the actions supported by the data must be planned and enacted, and then the data that results from those actions must be analyzed and evaluated. This is a cyclical process where each cycle generates new data and supports modified activities. “Each time an action is evaluated the organization has learned more about the action itself and the organization’s own process of evaluation” (Brooks-Kieffer, 2010, p.12). Collecting and analyzing data within this framework leads organizations to engage in what Brooks-Kieffer describes as “analysis-driven decision-making” (p. 12). Library evaluation can be a part of an analysis-driven decision-making process only if it is conducted on a recurring basis, i.e. cyclically, and the results of the evaluations are used to both evaluate past performance, and to support actions to meet current and developing library needs. However, there is no known link between a library management’s use of analysis-driven decision making, and an increase in funding from local government sources.

It is increasingly clear that for libraries to demonstrate their value, they must move beyond counting inputs and outputs to a systematic measurement of library benefits. Zweizig (1990) suggests that the selection of appropriate measures and the incorporation of those measures into a comprehensive evaluation process will make the

output measures more useful to libraries. He suggests the following eight criteria that can be used to select appropriate measures:

1. *Ease* – Measurements should be easy to obtain because the more difficult a measurement is to obtain, the more difficult it will be to ensure accurate and consistent collection.
2. *Meaningfulness* – The data provided by the measure should have meaning for at least one library constituency group because if no one cares about the measure, then gathering the data will be a waste of time.
3. *Intrusiveness* – Collection of the data should be minimally intrusive for both library users and library staff, since people tend to resist data collection efforts that appear overly burdensome.
4. *Comparability* – Measures and data collection procedures should be comparable to those used by similar programs and/or organizations.
5. *Validity* – Measures and data collection should tell library staff and what they really want to know about libraries.
6. *Reliability* – Data should be recorded with very high levels of accuracy and consistency. "It is not meaningful to say a measure is not valid or not reliable. The question is, 'How valid is it? How reliable is it?'"
7. *Controllability* – Accurately interpret the results of the measures by recognizing the level of control that the library does and does not have on the outcomes that provide data for the measures.

8. *Goal Relatedness* – The library should choose to measure activities and programs that relate to significant program or organizational goals. (p. 25)

While many library evaluation plans may not use all eight of the suggested criteria, the design and execution of effective assessment plans will incorporate meaningfulness, validity, reliability, controllability, and goal-relatedness.

Measuring Organizational Effectiveness

One of the goals of the accountability movement is to improve the operations of the organizations that are evaluated (Van House, 1990; Laughlin & Wilson, 2008; Hernon & Schwartz, 2011; Brown, 2011; Smith, 2011). Despite interest by researchers and policymakers, there is no generally accepted set of criteria for assessing organizational effectiveness (Cunningham, 1977; Matthews, 2004, 2011). Cunningham (1977) identified several strategies that could be used to assess organizational effectiveness. *Rational goal and system resource approaches* are best suited to evaluate the performance of the organizational structure. *Managerial process and organizational development approaches* are best when evaluating the performance of an organization's human resources structure. *Bargaining, functional, and structural functional approaches* work best when evaluating the impact of organizational functions and /or activities. The emphasis on structural viability, e.g. acquiring resources, using inputs to efficiently achieve potential, and satisfying clients, places library evaluation studies firmly within Cunningham's description of the structural functional approach to assessment of organizational effectiveness. The various assessment strategies are effective in different situations, and their use depends upon the organizational situation to be evaluated.

Matthews (2011) reviews several models of assessing organizational effectiveness in order to examine the role of “performance measures as surrogates for effectiveness” (p. 83). His analysis suggests that assessment frameworks can help libraries understand the often complex relationships between inputs and performance.

None of the frameworks determines what outcome measures should be used. ...

[The important] outcomes can be best accomplished if the library understands how it adds value for each type of use of the library and its services. (p. 107)

The plethora of frameworks and approaches to library evaluation serve to underscore the idea that the best approach is a balance between the resources of the organization and the goals of the assessment.

Standards and Ranking Systems

At its best, library evaluation can help constituency groups make reasoned decisions about resource deployment and service provision. If the evaluation criteria and results are accepted by major stakeholder groups, then decisions based on the evaluation are more likely to be seen as well-supported, even if those decisions are unpopular. If the evaluation criteria and results are unsound, then any decisions based on the evaluation may be difficult to support. “The [American Library] Association has long recognized that standards ... based on informed professional opinion rather than empirical research... [have] limited credibility” (Bloss, 1976). Implicit in the concept of evaluation is the need for comparison, i.e. a thing can be deemed “good” or “bad” only in comparison to something else. Library evaluation often involves one of three kinds of comparison. Libraries can compare their current performance to external standards; they can compare their current performance to their past performance; or they can compare

their current performance to the current performance of a peer library or group of peer libraries. Two recent efforts at developing a meaningful system of comparison are *Hennen's American Public Library Ratings* and the *Library Journal Index of Public Library Service*.

Hennen (1999a, 1999b) advocates for the establishment of a system that allows public libraries to compare their performance to that of other public libraries. His system, referred to as *Hennen's American Public Library Ratings*, or the HAPLR index, uses 15 factors to compare national input and output data from approximately 9000 public libraries. The HAPLR index creates library peer groups based on the size of the population served, and creates an index value based on the rankings of the selected factors. The most common criticisms of the HAPLR index concern the construction of the index. Lance and Cox (2000) use a correlation matrix to demonstrate that only four of the fifteen measures used in the HAPLR index are “sufficiently closely related to each other to be combined in an index” (p. 83). Lance and Cox also question the empirical validity of the weights assigned to the index factors. Hennen (1999a) reports that the assignment of weights was based on an informal poll of members of the PubLib listserv. This is an example what Bloss (1976) described as measures based on informed professional opinion rather than empirical research, so it is not surprising that their use was questioned.

In response to the perceived shortcomings of the HAPLR index, Lyons and Lance, with support from *Library Journal* and *Baker & Taylor's Bibliostat*, developed the *Library Journal Index of Public Library Service*, popularly known as America's Star Libraries (Lance & Lyons, 2008). The LJ index uses the same data sources as the

HAPLR index, but libraries are compared in peer groups based on reported levels of operating expenditures. The LJ index seeks to correct perceived statistical errors in the HAPLR index by including only variables validated by correlation and factor analysis. This analysis results in four variables which are standardized using Z-scores (cf. O'Connor, 1982), and then combined to derive an index value. The authors give each of the variables equal weight, because they believe there is no empirical support for differential weights. While there is statistical support for the methods used to select the LJ index values, critics are concerned that the expenditure-based peer groups do not give sufficient weight to differences, especially socioeconomic and demographic differences, between communities (Burkett, 2009; Clapp, 2009). The use of expenditure-based peer groups for comparison also appears to challenge Wheeler's (1970) admonition that "the logical statistical basis for library calculations and standards is the population of the political unit which provides the basic tax funds to run the library; the population is what the library should be serving" (p. 457).

Both the HAPLR index and the LJ index create a de facto three tiered system of performance standards with the idea that most libraries would meet the very basic standards in the first tier, fewer libraries would meet the more stringent standards in the second tier, and even fewer would meet the most stringent standards in the third tier. Each tier of standards includes those in the levels below and, in theory, libraries in each tier can look at the peer libraries ranked above them for guidance on improving various aspects of their performance. In both indexes, the libraries meeting the most stringent standards are at the highest level of their respective peer groups, the majority of public libraries fall in the middle ranges, and a few libraries fall below the minimum level. The

LJ index even makes a statistical correction so that no library receives a negative index score. The indexes identify “good”, “better”, and “best” levels of service, but we still do not know if receiving high rankings on either scale helps public library administrators secure continued or additional funding.

The Role of Library Valuation Studies

A library valuation study is a method of library evaluation that emphasizes the dollar value provided by library services. This value is most often expressed as a benefit/cost ratio. Library valuation studies have been conducted at the state, regional and local level. The state-level studies calculate the economic value generated by all public library activity within a state, but is there any evidence that state-level benefit/cost studies improve funding for the public libraries within the state? Six states: Florida, South Carolina, Pennsylvania, Vermont, Indiana, and Wisconsin, have conducted statewide public library economic valuation studies, and only Vermont and Florida have conducted multiple studies. In all of the studies the primary focus is on communicating the value provided by public libraries; there is no evidence of an attempt to use the findings to inform or support individual public library development or evaluation. What impact have state-level valuation studies had on the funding and development of the public libraries in the states in which they were conducted? Thus far, there have been no published studies of any benefits that were linked to the publication of a state-level library valuation study, but one of the possible impacts of library valuation studies is to maintain or increase library funding.

There are many factors that contribute to levels of library funding, but we can look for evidence of changes in funding levels in the years immediately following the

publication of a state-level public library valuation study. While data is not available for all of the states in which state-level studies were conducted, we can examine results in Florida, Pennsylvania, and South Carolina. Using public library income data, taken from several editions of the *American Library Directory* (2006, 2007, 2008, 2009), and calculating the percentage increase or decrease for the years immediately preceding and following a library valuation study revealed increases in public library income in the years immediately following the valuation study. As an example, the Florida valuation study was published in 2004. Public library income increased 7.58 percent from FY 2003 to FY 2004. The increase from FY 2004 to FY 2005 was 8.16 percent, and the post-valuation study increase (FY 2005 to FY 2006) was 13.18 percent.

To provide context, the changes in library funding can be compared to changes in public school funding for the same periods. This is a valid comparison because both public school and public library funding is provided by a mix of local, state, and federal funds, so significant changes in the funding environment, e.g. cuts due to an economic recession, could affect the funding streams of both entities. The school funding data, taken from the National Center for Education Statistics reports on the revenue and expenditures for public schools, allows us to see changes in public school funding during the period surrounding the library valuation study.

In Florida, public school funding increased 30.72 percent from FY 2003 to FY 2006, which was 8.3 percentage points above the increase in library funding for the same period. In Pennsylvania, the public school funding increase for FY 2003 to FY 2006 was 20.73 percent, which was 8.41 percentage points above the increase in library funding. In South Carolina, the public library funding increase for FY 2003 to FY 2006 was 37.82,

20.84 percentage points above the increase in public school funding for that period.

Table 1.1 lists the values and percentage increases for public school and public library funding for Pennsylvania, Florida, and South Carolina. While it is not possible to conclude from this data that the changes in library funding were caused by the valuation studies, the direction and magnitude of the increases in library funding lend some support to the argument for a positive relationship between the publication of a library valuation study and increases library funding, which in turn lends support to the claim that state-level library valuation studies may increase state-level support. However, we do not know if increases in state aid to libraries translate into commensurate increases in support at the local level.

Table 1.1: Comparison of Public School and Public Library Funding Changes in the Years Preceding and Succeeding State-level Public Library Valuation Studies

FLORIDA (Valuation study conducted in 2004)				
FY	School (\$)	% Change	Library (\$)	% Change
2003	18,984,106,000		476,548,877	
2004	21,042,495,000	10.84	476,548,877	7.58
2005	22,633,476,000	7.56	515,446,820	8.16
2006	24,816,807,000	9.65	583,396,628	13.80
PENNSYLVANIA (Valuation study conducted in 2005)				
FY	School (\$)	% Change	Library (\$)	% Change
2003	18,751,160,000		294,311,140	
2004	19,966,276,000	6.48	293,809,062	-0.17
2005	21,439,695,000	7.38	306,686,828	4.38
2006	22,638,987,000	5.80	330,560,677	7.78
SOUTH CAROLINA (Valuation study conducted in 2005)				
FY	School (\$)	% Change	Library (\$)	% Change
2003	5,732,697,000		84,605,459	
2004	5,978,577,000	4.29	88,940,916	5.12
2005	6,267,520,000	4.83	97,468,207	9.59
2006	6,706,259,000	7.00	116,602,877	19.63

Notes:

1. Library funding data taken from *American Library Directory*, [2006, 2007, 2008, 2009;]
2. School funding data taken from NCES reports of *Revenues and Expenditures* [Cohen & Johnson, 2004; NCES *Common Core*, 2004; Hill & Johnson, 2005; Zhou, Honegger, & Gaviola, 2007; Zhou, 2008.

Statement of the Problem

Public library administrators use a variety of methods to demonstrate the tangible and intangible value the library adds to its community. These contributions are often demonstrated at the local level with quantitative and qualitative data about the library's programs and services. While individual libraries can also compile quantitative cost/benefit data, many libraries do not have the funding or expertise to conduct regular cost/benefit analyses. Local public library activities are also insufficient to capture any regional economic impacts generated by public library activities; calculation of these larger, often indirect effects is best accomplished by analysis of an aggregated group of libraries, e.g. at the multi-city, county, or state level (Elliott, Holt, Hayden, & Edmonds Holt, 2007). In many states, public library input and output data is routinely compiled by a state library agency. This data is used for many purposes, including providing evidence of the quality of public library services within the state, and providing insight into areas that need development and improvement. The Public Library Association's *Public Library Data Service* also compiles extensive public library usage data. This data is used to report on past library activities, e.g. how many books were circulated last year, but it is not often used as a part of a program of analysis-driven decision making focused on library evaluation and development.

Public library administrators are under increasing pressure to demonstrate the value that libraries add to their communities. Indicators of this pressure are the continuing effort to develop ranking systems that allow libraries to compare themselves to peers on a national level, and the development of state and local standards designed to reflect community standards of library quality. The pressure is most evident in public

library budget constraints. In New Jersey, for example, state funding for library programs in the FY 2011 state budget was reduced by 42 percent from the amount in the FY 2010 budget; and the FY 2012 budget maintained the FY 2011 funding levels (New Jersey Library Association, 2011). Recently passed legislation puts additional fiscal pressure on New Jersey's public libraries. P.L. 2010, c. 83 (A2911 / S2070) requires transfer of municipal free library surplus amounts above 20 percent to municipality for its general purposes, which may include property tax relief, in effect, creating the possibility of the library as a supplemental source of municipal funds. P.L. 2011, c.38 (S2068/A2679/A3240) provides dedicated line item on property tax bill to fund municipal free public libraries and joint free public libraries, which makes the tax support given to public libraries much more visible to individual tax property tax payers.

Public library administrators are looking for ways to consistently and clearly demonstrate the value that libraries provide to their communities. Their actions suggest the belief that establishing empirically sound measures of public libraries' value will provide all constituency groups with data to support informed decision-making about library funding. The actions of library administrators incorporate the often unspoken assumptions that there is a relationship between well-run organizations and well-funded organizations, and that clear value demonstrations will lead to increased or at the very least continued funding.

There are many ways to evaluate the performance of libraries, but we still do not know the impact of using any of the evaluation programs. How does knowing the library's cost/benefit ratio, or its HAPLR or LJ index score help library administrators improve their services or successfully advocate for continued or expanded financial

support? Many public libraries must meet minimum standards to receive state and federal library aid, but does merely meeting the minimum standards lead to better library services or increased funding? If not, what else should the libraries consider? DeRosa and Johnson (2008) assert that “voter’s perceptions of the role the library plays in their lives and in their communities are more important determinants of their willingness to increase funding than their age, gender, race, political affiliation, life stage or income level” (p. 4-1). This suggests that there is some relationship between levels of funding and community perceptions of value, but how do library administrators know what the community values about the library? Arns and Daniel (2007) assert that the library’s value in the community can be defined by how well it interprets and responds to community needs; how well it functions as a community asset; how well it serves as a community meeting place and safety zone; and how trusted it is as an ethical institution within the community. Do library administrators conceptualize library value in accordance with Arns and Daniel’s propositions, or do they focus primarily on demonstrating how well they meet standards, or documenting how efficiently the library uses its allocated funds? Despite a long history of library evaluation, we know little about how library administrators work with their local governments to muster support for increased funding for public libraries.

The Purpose of the Study

This study examines the relationships between constructs of library value and public library funding. For the purposes of this study constructs of library value are the mental representations that describe ideas about the benefits that can be associated with the library. These benefits can be individual or societal and the ideas about the benefits

are assumed to vary with the experiences and perspective of the perceiver. The conceptual model for this study considers the relationship between local government funding and constructs of public library value from the perspectives of three key stakeholder groups: the community, local government officials, and public library directors.

Library users are often mobilized by librarians to contact federal, state, and local government officials to protest library funding cuts or to mobilize their neighbors to support local budget initiatives. However, we must keep in mind that library users are generally a subset of a larger community, and it is input from this larger community that helps government officials set their budget priorities. When the larger portion of the community does not place a high value on library programs and services the library may lose value in the minds of government officials, especially when compared to services like schools or roads. When the library is not highly valued by the community, cuts to the library budget cause much less community consternation than cuts to schools or cuts to road repair. One factor that may influence the community's ideas about the library are their beliefs about the library's purpose in the community and how well the library's services correspond with those beliefs.

The library's level of correspondence is most evident in the programs and services that are offered to the community. The people in the community must believe that the library has desirable programs and services, even if they do not make use of these services. This desirability is not a measure of the objective quality of the library services; many communities have well-loved libraries that provide services of questionable quality. The library is valuable to a community if a significant portion of the community

feels that what the library offers is important to the community, and the community must also believe that the library should be maintained just in case they need it.

Communication of these library value constructs to local government officials may play a role in shaping the official's constructs of library value. Figure 1.1 shows the relationship from the perspective of members of the community served by the library. The dotted line between utilization of library programs and local government officials' library value constructs indicates the uncertain relationship between the officials' value constructs and data about utilization of library programs.

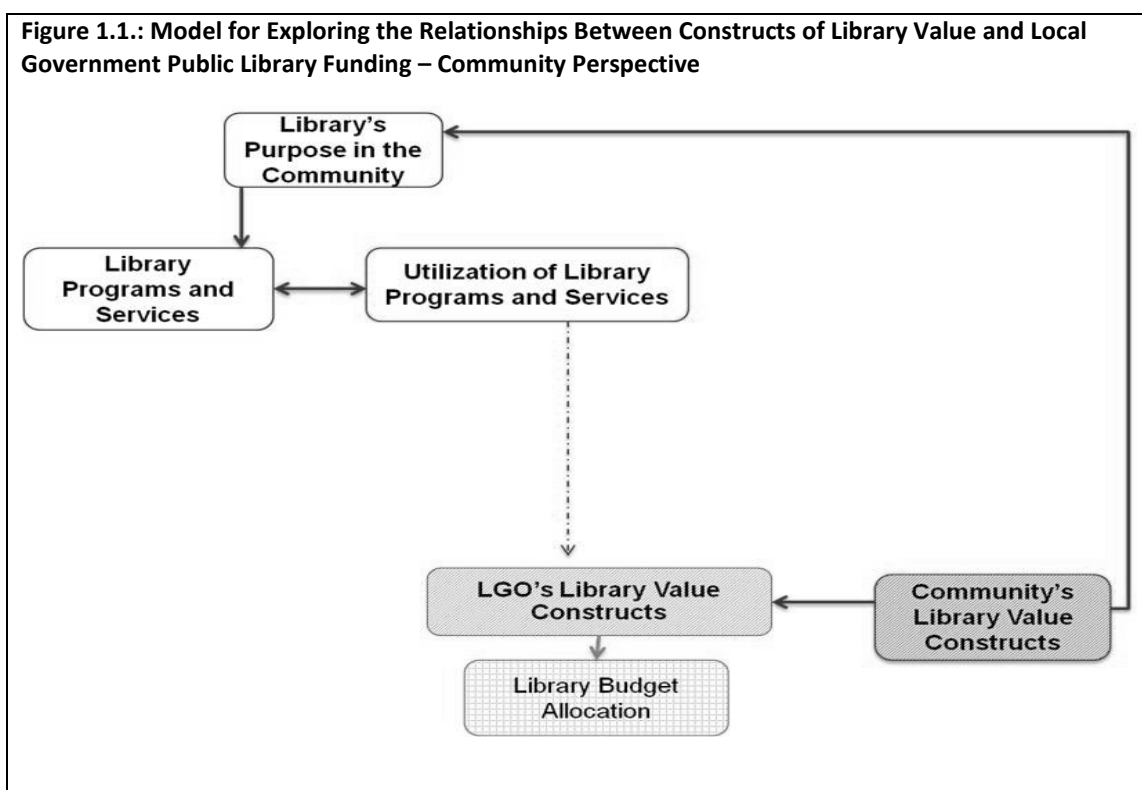


Figure 1.2 shows the factors that may influence local government officials' constructs of library value and the library's budget allocation. Local government officials may have their personal constructs of the value of the library in the community. They may also be influenced by community feedback about the library and from

information provided by library administrators. When considering the library's budget requests, the local government officials' constructs of the library's value to the community may also be influenced by competing budget priorities, e.g. the need to fund all municipal services, including libraries, and the perceived relative importance of each of the services to the needs of the community. These value constructs may be further shaped by the availability of funds and the overall municipal economic environment. The interaction of all of these factors affects whether a legislator values the library as an essential community service to be funded at the requested levels, as a community recreational service that can be cut when budgets are tight, or as a community service whose value falls somewhere between these two poles.

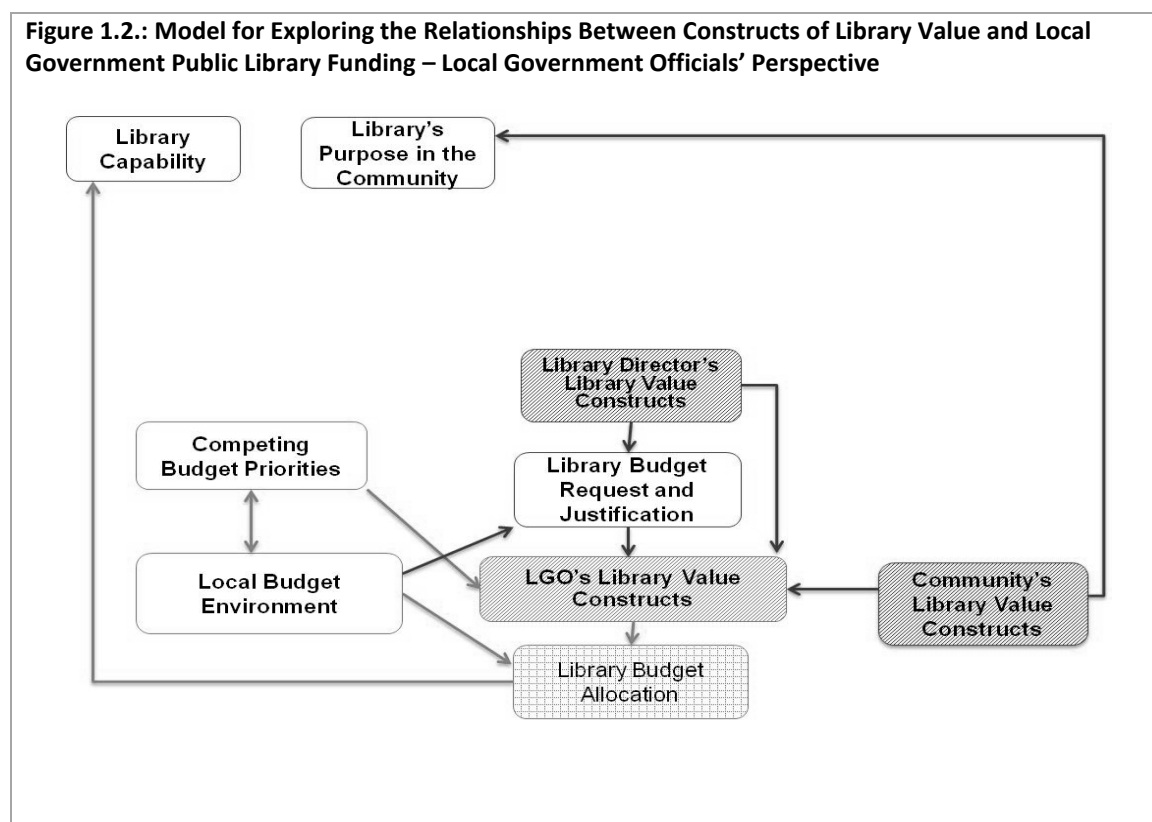


Figure 1.3 shows some of the factors that influence library administrators'

constructs of library value. The library's budget allocation directly impacts the ability of library staff to deliver programs and services. This generalized ability will be referred to as library capability. Library capability and library administrators' professional and personal ideas about library service are used to provide the programs and services believed to be beneficial to their communities. Some members of the community become active library users and provide data that library administrators can use to evaluate their service choices. The capability, the programs and services, the utilization data, and information from various evaluation methods all contribute to the library administrators' constructs of the library's value to the community. These constructs of value influence both what information library administrators share with local government officials and with the community-at-large. It may also influence the amount of money the library requests from local government to support its operations.

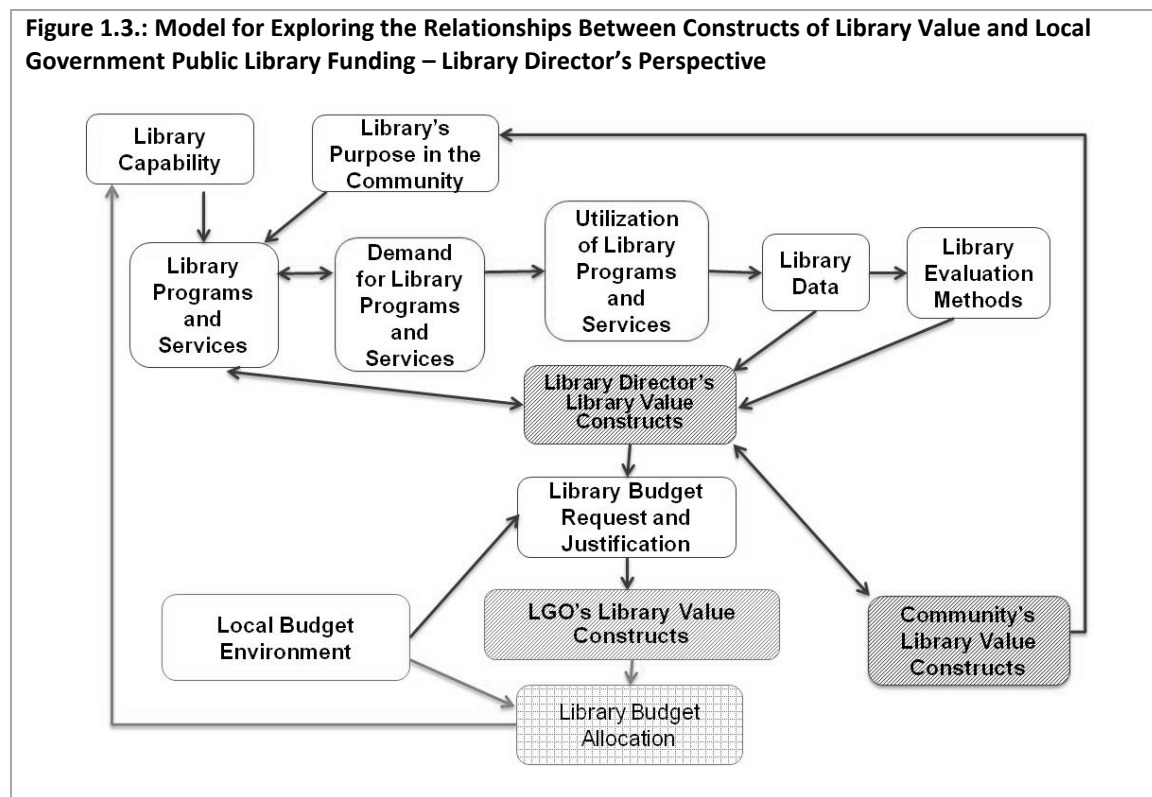
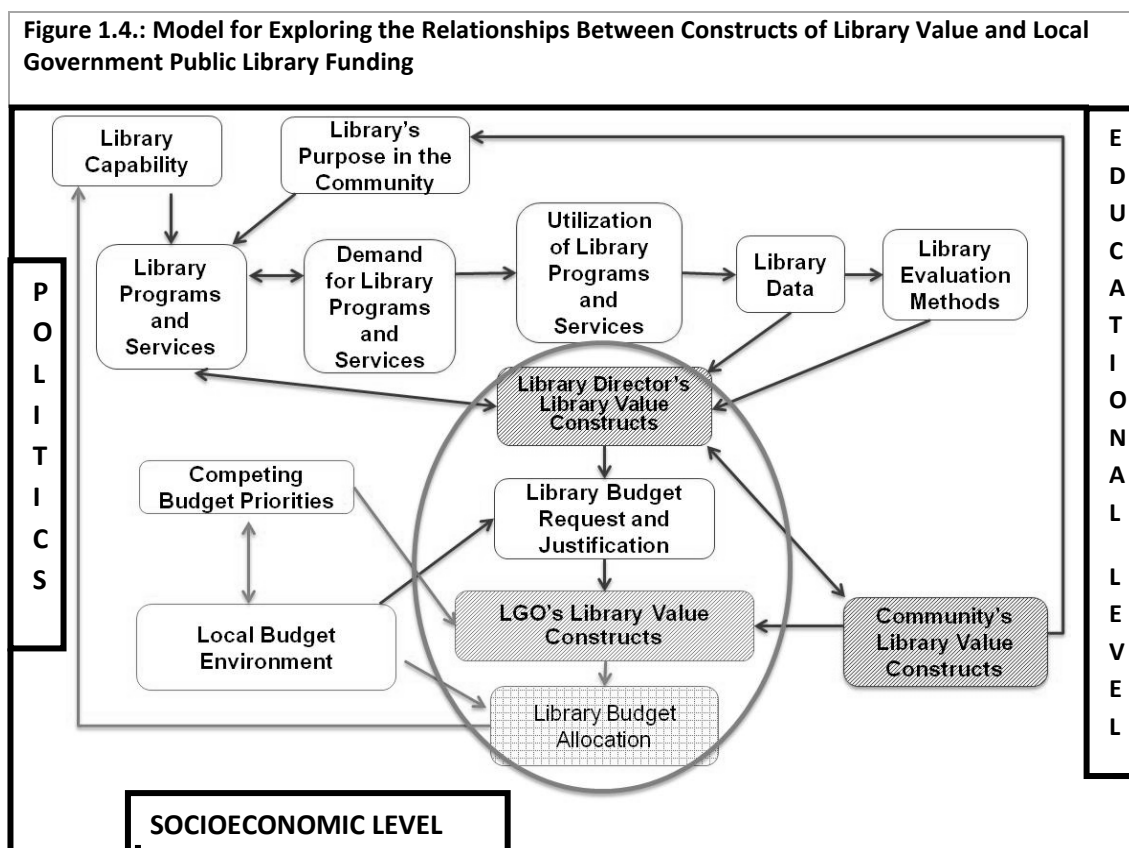


Figure 1.4 shows the full model, integrating legislator, community and library perspectives. According to this model, constructs of library value play a key role in the public library's budget allocation. In the model, one of the key value constructs is that of local government officials, a second is that of library administrators. The activity of both groups has a direct impact on the kinds of library services and programs that will be offered in a community. The library administrators attempt to add value by their program and service decisions, and local government officials decide how much of the available pool of municipal funds will go to the library to support those decisions. The model also suggests that government officials' library value constructs may be influenced by both the community and by the library administrators, however little research has explored the extent to which library administrators and local government officials share value constructs. It is also not clear if shared value constructs have any significant relationship to levels of municipal library funding.

Figure 1.4 also shows two of the major limitations of this study. A very obvious limitation is that the study does not directly address the influence of the socioeconomic and educational levels of the community on library funding. Research by O'Connor and Fortenbaugh (1999) suggests that communities with high family income levels or with high educational levels are more likely to have well-funded and well used public libraries. This relationship continues to be validated, as for example in recent studies by McLaren & Zappala (2002); Zhang, Wang, & Kolodinsky (2010); and Sin, (2012). While there may be a significant relationship between library use and individual factors like income and educational level, these alone do not account for all of the factors that may influence public library funding. It is possible that other factors, including

stakeholders' constructs of value may also play a role in determining the level of financial support a community provides for its public library.



Another limitation of the study is that it does not consider how the political climate of a community may influence library funding decisions. Public funding decisions also have a political aspect, and well-funded libraries often have politically savvy directors. However, studying the relationships between politics and library funding is beyond the scope of this study. Political factors, and community socioeconomic and educational levels are significant influences on almost all community life, but they alone do not account for all of the variability that we see in levels of public library funding. While many librarians work to improve the educational, and even the

socioeconomic conditions in their communities, there is often little an individual library can do in the short-term to significantly change these important aspects of a community.

This study focuses on aspects that are believed to be directly within the control of the librarians and local government officials, i.e. how they perceive library value, and what affects these value perceptions have on their library budget and funding actions. The current study examines areas of public library funding where it is believed that individual ideas and actions can make a difference in funding levels. Understanding more about the relationships depicted in this model may help LIS researchers and professionals understand an interesting component of the very complex public library funding picture.

This study examines library directors' constructs of library value and the extent to which these constructs mirror the library value constructs of local government officials responsible for the library's budget allocation. The study attempts to discover if increased library funding can be associated with the ways in which public library directors communicate information about their libraries' value to local government officials during the budget justification process. This is accomplished by testing for associative relationships between public library directors' conceptualizations of library value and the types of information that they use to support their budget requests. The study also describes the library value constructs most often used when library directors work to secure funding.

An underlying assumption of this research is that if public library directors are successful in their efforts to communicate library value, then local government officials, who are key to the library funding process, will share some of the library directors'

library value constructs. In other words, in cases where the library received additional or continued funding, both library directors and local government officials should have similar ideas about the value of the public library in the community. This study also examines local government officials' constructs of library value, looking for relationships between these constructs, the value constructs of public library directors, and support for public library budgets.

Research Propositions and Research Questions

This study explored three research propositions. Data collection to evaluate each proposition was guided by associated research questions.

P1 There is a significant relationship between the library administrators' descriptions of library value to local government officials and the information that they provide to support their budget requests.

RQ1A How do library directors describe the value of their libraries to local government officials?

RQ1B What kinds of information do library directors use as evidence to support their budget requests?

P2 Library administrators' assessments of library value that primarily focus on frequently offered library services, such as lending books or children's programming, are more likely to be associated with higher levels of funding than assessments of library value that focus on less-frequently offered library programs and services, e.g. services for local businesses or providing access to e-government.

RQ2A Is there an observable focus of public library directors' assessments of library value?

RQ2B Is there a relationship between the focus of public library directors' value assessments and library funding above the required minimum level?

P3 Local government administrators who are responsible for library funding will have library value constructs that are consistent with library value constructs of library administrators, and the level of agreement will be associated with higher levels of library funding, i.e. the value constructs that are rated highly by both groups will also be associated with funding above the minimum level.

RQ3A How do local government officials who are responsible for library funding conceptualize library value?

RQ3B Is there a relationship between the library value constructs of local government officials and those of public library directors?

RQ3C Can similarities in the value constructs of local government officials and public library directors be associated with higher levels of public library funding?

Value of the Study

Research conducted during this study supports the development of a model of the variety of ways library administrators and local government officials think about public library value. This study also provides information about what each group values, and which of these values are shared. Ultimately, the results of this study can provide insight for policy makers, researchers and library administrators about the relationships between continued or increased library funding and the ways that library value is conceptualized.

Definitions of Key Terms

Terms used in this study are defined as follows:

Accountability movement refers to the tendency for constituency groups, especially funders, to require reports about performance information from publicly supported entities.

Conceptualizations of library value are the ways that people think of and describe what they believe the library contributes to the community, also referred to as **library value constructs**.

Consumer surplus represents the difference between the market price of a good and the amount a consumer is actually willing to pay for the good.

Contingent valuation is a survey methodology developed to assign value to non-market goods.

Culture is a system of defining meaning that is expressed through social rules or agreements that something – an object, a behavior, and idea – represents something else.

Direct benefits refer to changes in status or indicators received without intervening factors or influences.

Economic impact studies estimate the change in regional economic indicators, such as income and employment, resulting from the introduction or loss of an activity.

Indirect benefits refer to changes in status or indicators received as a result of intervening factors or influences.

Library capability refers to the generalized ability of library staff to deliver programs and services to their communities.

Library evaluation refers to the use of a variety of measures to determine the condition, significance or worth of a library.

Library statistics are numerical facts and data that measure library activity within a specified time period.

Library standards are indicators of levels of quality or excellence that are accepted as professional norms and serve as indicators by which actual library programs and services are judged.

Library value, operationalized as the library's value in the community and defined as how well the library interprets and responds to community demands for programs and services; how well the library functions as a community asset by providing access to materials; how well the library serves as a community meeting place and safety zone; and how trusted the library is within the community as a source of high quality information and knowledgeable staff.

Library valuation study is a method of library evaluation that emphasizes the dollar value provided by library services. This value is most often expressed as a benefit/cost ratio.

Local government official is a mayor or other municipal government official with the authority to make decisions about municipal public library funding.

Municipal public library is a nonprofit library supported primarily by local tax funds to provide services and resources to the residents of a specific city or town.

Resource allocation behavior (RAB) is the observable actions taken to enact the results of **resource allocation decisions** which are the choices that people make about how to allocate a fixed level of resources among a variety of alternative uses.

Role setting for libraries is a process by which a library assesses the needs of its community and then uses a formal process to decide which community needs it can meet and then aligns its programs and activities in service of the selected role(s).

In the next chapter the professional and research literature of library and information science is examined to explore the development of library valuation concepts and practices. This discussion of key themes informs this study by describing the current state of knowledge about library valuation and evaluation, and also by indicating areas still open for additional study. This provides both an historical and a research context for this study.

Chapter Two – Literature Review

Introduction

This study is an attempt to understand how library administrators and local government officials think about the value that the public library adds to their communities. An underlying assumption of this study is that the library is a public good and that its value can be perceived and described by individuals. Perceptions of library quality and value are a reflection of individual preferences. While these preferences cannot be validated or invalidated by external observations, it may be possible to measure the extent to which certain perceptions of quality and value, e.g. ideas about library goodness, are shared among a group of individuals.

Historically, LIS researchers and practitioners have been the source of the dominant ideas about library quality and value. Knightly (1979) in a study of measurement criteria used in library annual reports identified four classes of evaluative criteria most often used by libraries. Librarians attempt to measure inputs, such as library resources; processes, such as library capability; outputs, such as utilization of services, and/or impacts, which are the benefits that accrue from library activities. One of the aims of these criteria is to measure the often elusive value or goodness of the library. This review examines the use and development of these criteria in LIS professional and research literature. The focus of the review is on the evaluation of the library as an entity, rather than on the evaluation of specific programs and services. This study is about public libraries, so the reviewed literature discusses evaluation as it relates to public libraries.

In 1876, the United States Bureau of Education issued a report on the condition and management of the libraries of the country. The report provided a detailed look at all types of libraries, including school and asylum libraries. This report represents both a “state-of-the-field” report, documenting successes and problems found in all types of libraries, and an attempt to standardize the collection of library statistics for use in improving library management. The authors of the report found that irregular funding patterns and mismanagement of resources, both books and the funds allocated for their purchase, limited the effectiveness of many public libraries. This report also includes suggestions to improve the success, organization, and management of public libraries (cf. chapters by Perkins, p. 419 and Poole, p. 476). The publication of this report, along with the founding of the American Library Association, and the start of the publication *American Library Journal* mark 1876 as the beginning of the modern period of professional librarianship (Garrison, 1979; Williams, 1988). One of the hallmarks of the modern library profession has been the desire to establish quality standards for library services.

Library Standards

The *Encarta World English Dictionary* defines a standard as “a level of quality or excellence that is accepted as the norm or by which actual attainments are judged” (“Standard,” 1999, p. 1824). Significant attention in the library profession has been devoted to the development and dissemination of standards for public libraries, with standards promulgated at both national and state levels. Martin (1972) in a discussion of the history of public library standards traces the formal quest for public library standards back to the American Library Association’s publication of *Standards for Public Libraries*

(1933) in the November issue of the *Bulletin of the American Library Association*. The 1933 standards proposed minimum levels for essential services, and proposed the adoption of library funding at the \$1.00 per capita level, but it was essentially “a brief statement that public libraries ought to have adequate resources and funds” (Martin, 1972, p. 165). The next version of the standards, *Post-War Standards for Public Libraries* (American Library Association, Committee on Post-War Planning, 1943), was significantly longer, and combined qualitative and quantitative measures to promote the vision of the public library as a center for adult continuing education.

Martin continues his review with a discussion of *Public Library Service: A Guide to Evaluation, with Minimum Standards* (American Library Association, Coordinating Committee on Revision of Public Library Standards, 1956). In this edition of the standards, there was less of a focus on quantitative measures, and the beginnings of an emphasis on service development. The structure of the document, which first presents principles of service followed by standards, heralds the profession’s change in focus from measurement to planning. The 1956 document also attempts to address issues relating to varying library sizes and circumstances. Previous standards statements used a sliding scale to measure operations, i.e. smaller populations needed more resources per capita in order to meet the minimum standards. The 1956 standards introduced a financial supplement, which was revised at regular intervals to accommodate changes in prices and costs. This supplement proposed per capita spending levels to help libraries provide the “minimum” levels of service, with the idea that additional funding would be required to provide services at the “reasonably good” and “superior” levels. Martin’s review ends with a discussion of *Minimum Standards for Public Library Systems, 1966* (Public

Library Association, 1967) which were “based on a decided shift from individual libraries to regional systems, despite its incorporation of considerable text from the 1956 booklet” (Wheeler, 1970, p. 455). The standards discussed by Martin focused primarily on the measurement of library inputs and outputs. This focus implied that “library goodness” would be determined by optimal levels of resources (inputs) used to provide optimal levels of service (outputs). The optimal levels are generally decided by the size and the specific needs of the population served by the library. Librarians were expected to use these standards as the base for developing programs and services to meet the needs of their communities, thereby ensuring that all citizens would have access to a professionally determined base-level of library services.

The publication of the 1966 standards marked the beginning a period of intense discussion and activity about both the form and the role of standards in librarianship. Martin criticizes the 1966 standards as a “missed opportunity” for the library profession. He writes:

What the public library needed a decade later [in 1966] was a statement pointing the way into the future, for a country increasingly more preoccupied with self-fulfillment and the quality of life than with economic well-being. The 1966 document is not such a model. While a library in the 1950s might have come reasonably close to meeting the needs of its constituents by providing the elements and achieving the levels prescribed at that time, this cannot be said of the public library today working from the present standards. In substance we are living with public library standards formulated almost two decades ago. (p. 169)

Wheeler (1970) supports the 1966 shift toward consolidation of library services, arguing that it is economically inefficient to provide library services to small population service areas. However, he feels that the focus in the 1966 standards on the development of regional library systems overlooked the need for standards for individual libraries, branches of systems, reference services, and professional staffing. According to Wheeler, libraries needed quantitative data to help them justify their budgets to their funding bodies and to help them measure their progress. This need does not change because the individual library has become a part of a system (p. 455). Additional support for the claim that the 1966 standards were not proving useful as drivers of library funding is provided by Hirsch's (1972) commentary on the need for library standards. He called for "clearly defined, carefully reasoned, unequivocal standards for our libraries" (p. 162), warning that "anybody who has ever negotiated with administrators, trustees, and state budget directors knows that they are not impressed by vague 'guidelines'" (p. 161).

ALA responded to the criticism of the 1966 standards with the formation of three task forces to develop working papers that could be used by the Public Library Association's (PLA) standards committee as they developed the next revision of the standards (Bloss, 1976). In a paper prepared for the PLA standards committee, Blasingame and Lynch (1974) state that "what public librarians need ... are not rules for sameness but tools which will help them analyze a situation, set objectives, make decisions and evaluate achievements" (p.19). As a result of their analysis, Blasingame and Lynch called for the establishment of guidelines that would help the public library community plan, deliver and evaluate library services. The work of the PLA task forces

strengthened the library profession's shift from the measurement of library capacity to discussions of community needs and library services.

Moving Beyond Standards and Input Measures

By the 1970s there was growing recognition that library services were often developed based on the judgment of librarians and community opinion leaders, with little or no research to establish the need for information services, and no real effort to solicit input from the general public (Bloss, 1976). Bloss (1976) cites Blassingame and Lynch to support his argument for a different approach to library standards. Bloss points out that libraries have to compete for funds with other public agencies and must begin to make service decisions that best utilize their limited resources. He suggests that understanding community needs will allow library administrators to prioritize the range of possible library services and focus their efforts on the services desired by their particular communities. The LIS literature of the 1970's was marked by discussions about the future roles of measurement and standards in public libraries.

Questions about the role of standards were not limited to the U.S. library community. Withers (1974) conducted an examination of standards for national, academic, public and school libraries in twenty countries from around the world. The goal of the research, sponsored by UNESCO and the International Federation of Library Associations (IFLA), was to document how standards are used in various countries. The sponsors of the research:

recognized that a country's documentation and library services, indispensable for all forms of economic, social and cultural development, should be considered as

one coordinated information system and accordingly included in any national development plans. (p. 5)

From this perspective, standards are primarily a tool used to plan and evaluate library services, and the principles of good librarianship are believed to be universal, with standards in one country influencing the development (or revision) of standards in other countries. Most of the public library standards reviewed began with a definition of the role of the library in the community, followed by a discussion of the appropriate administrative structure for the optimal delivery of library services. In many countries, there was an emphasis on the need for cooperation among libraries to enable them to deliver higher quality services, and many of the countries favored library services provided through a large central library or services coordinated by a national library agency.

In order to be useful, standards must continually be revised to reflect changes in both librarianship and in the needs of the users. However, Withers acknowledged that the best that the international survey can do is to create a qualitative framework that shows the aspects of library service common to most countries. He also notes that “the framework does not include quantitative standards since these must vary according to local circumstances and must be worked out in individual countries or on a regional basis” (p. 9). So yet again the literature supports the view that library standards can be very useful in the development and evaluation of library services, but standards are most useful when they accommodate the circumstances of the local library and the needs of the local community.

By the 1980s ALA and PLA were no longer promoting national standards for libraries, but this shift in focus did not mean the end of public library standards. In the United States the standards became more reflective of local circumstances as most state library agencies developed their own state-level standards. Information from the Public Library Statistics Cooperative's wiki indicates that every U.S. state, except Arizona, New Hampshire, and Wyoming, has public library standards, and 31 of the 47 states link the receipt of state library aid to these standards (Public Library Statistics Cooperative, 2011). McClure (1980-81) believes that state library agencies should lead public libraries away from the use of standards because in the past, standards were not especially useful to public libraries. He claims that standards are often confused with measurement, goals or planning, and are often presented to libraries without any guidance on how the standards are to be attained or maintained. He also questions the implied assumption that providing more resources to meet the standards resulted in better services for communities.

McClure points out the complexity inherent in standards and suggests that each standard has ten dimensions and expectations, each of which may receive a different interpretation from a different audience. This complexity is illustrated by the following statement: "Standards are developed by A intended for J based upon B for E libraries that hope to H. Although the primary purpose of standards is for I, the intent is to G libraries to have C levels of D measures whose criteria stress F" (p. 52). McClure then provides a table that lists each of the dimensions, provides between three and five options for each and invites readers to complete the statement using various combinations of the options. McClure's table is reproduced as Figure 2.1. This exercise serves to underscore his point

that “standards can be interpreted as all things to all people without careful delineation of expectations” (p. 52).

Figure 2.1 Dimensions and Expectations of Library Standards

A. Origin of Standards Profession at large State library agency Public library Local community	B. Basis Expert opinion State, federal regulations Local information needs Empirical data	C. Level of Standard Minimum Adequate Average Range of levels Maximum	D. Type of Measure Qualitative Quantitative Opinion
E. For Library Type System Branch Urban non-system Rural non-system	F. Criteria of the Standard Provision of services Storage of documents Provision of information Basic resources, staff, collections, facilities, etc.	G. Intent Encourage Compel Self assess Ignore Control	H. Anticipated Result Increase resources (inputs) Increase services (outputs) Maintain status quo Cooperation /sharing /network Establish goals
I. Primary Purpose Planning Measuring Comparing Distribute money	J. Target Audience Librarians Governance bodies and boards Community individuals		

Source: McClure, C.R. (1980-81). From public library standards to statewide levels of adequacy. Library Research, 2, p. 51. Copyright Elsevier, (1980). Used with permission.

McClure suggests that rather than focusing on the development of standards, a more useful role for state library agencies, in conjunction with local public libraries and the local community, is the establishment of statewide levels of adequacy for the availability of resources and the provision of services. These individualized levels would serve as benchmarks against which both the state library agency and the local public library would assess the library’s performance. Much like the ideas later expanded as role setting, the library uses input from its community to decide on adequate levels of resources and service, and the state library agency then holds the local library responsible for meeting its self-determined level of adequacy. The state library agency would compile averages based on reports from all of a state’s public libraries, and create a database that will allow libraries to compare their performance to that of peer libraries.

Individual libraries and communities would then be able to decide if, when, and how they could improve their levels of library resources and services.

Despite McClure's arguments for levels of adequacy, many state library agencies began to link state aid to library performance measures. Curran and Clark (1989) discuss the implications of this practice and list twenty statements that they believe could guide the discussions about performance measures as criteria for state library aid. The twenty statements highlight the complexity of using measures, many of which are beyond the control of the library, to judge the library's performance. There are also pitfalls in the selection of measures and in the selection of points of comparison and assessment. They conclude by stating that while there is nothing inherently wrong with tying state aid to performance measures all parties to the process must remain aware of the limitations and pitfalls of the practice.

Owen (1992) reviewed the state of state standards for public libraries and found a variety of implementations. Her review found forty-six states with "standards" but not all of them were defined as standards. She found that states had "one of three things: standards, guidelines, or state-aid requirements" (p. 213). Owen believes that the varying names also imply varying levels of authority. At the top of her hierarchy are state-aid requirements which imply legislative authority. Next are standards, formulated by an authoritative entity and should "lead at the very least to some type of formalized public glory (i.e. certification) or at least to some type of formalized public funding (i.e. state aid)" (p. 213). Lowest in the hierarchy are guidelines, which are often developed by professional associations.

Citing McClure's (1980) argument about the complexity of standards, Owen (1992) states that "in fact, it is impossible to discuss the merits of any state's public library standards without having a basic understanding of how the state's context has shaped choices about these dimensions" (p. 214). Despite the variety, Owen was able to identify some common elements among state standards. Almost all of the state standards support the role of local planning and evaluation in the improvement of library services. Most library standards focus on core library activities, e.g. administration, personnel, collection, and services, and at least half declare themselves to be minimum standards. At least twenty percent of states link the standards to state aid. Owen concludes by reminding us that standards are political tools as well as professional statements. "We adopt them because we expect something out of them in the political and funding arena as well as in the professional arena" (p. 220).

This argument is supported by Moorman (1997) who examined state library standards from 23 states to determine if there was consensus on four quantitative library measures. The measures considered were hours of service, a volume count of library materials, library staffing levels, and library operating budgeting. Moorman found that there was no consensus among states for any of these measures. However, Moorman felt that the measures were useful because they reflected the actual political realities and resource situations in their respective states. Moorman suggested that

in spite of the national emphasis on planning, role setting, and the use of output measures to measure individual library effectiveness, practicing librarians still need quantitative, numerically expressed, resource-based measurements of library effectiveness to use when building the case for increased funding in budget

discussions with governing bodies [and that statistics gathered to meet state standards help fulfill this need]. (p. 37)

Role Setting and Planning

The national and international discussions of library standards and output measurements made it clear that the profession wanted to move toward an evaluation framework that focused on services to meet community needs. There was also concern that standards, as previously utilized, served as both minimum standards *and* as indicators of excellence. As the research into library performance developed, it also became clear that there was no empirical base for the standards, and that the use of standards did not accommodate the unique situations of each library (Griffiths, 2003). In 1980 the publication of *A Planning Process for Public Libraries* (Palmour, Bellassai, & De Wath, 1980) codified the profession's change of focus to planning public library services. The planning process did not require a library to compare itself to a standard based on physical facilities, collections, or staffing (Rohlf, 1982). Instead, library administrators were encouraged to use the following five questions to guide their service planning efforts:

1. Does our library service, as it has developed at this time represent the best possible pattern for the future?
2. Does it meet the most pressing needs of our community, and reflect changes occurring in the area?
3. Does it consider other sources of information available to our people?
4. Do the library's priorities for service and for those to be served match the characteristics of the community population and their library needs?

5. Given the constraints on time and money that we face, are we providing the most effective library services possible? (Palmour, et al., 1980, p.1-2)

The prescribed planning process takes the measurement and evaluation processes developed in previous standards and guidelines, and supplements them with the development of objectives that reflect the role of a specific library in a specific community at a specific point in time.

The planning process received additional refinement with the 1987 publication of *Planning and Role Setting for Public Libraries* (McClure, Owen, Zweizig, Lynch, & Van House, 1987). This document was created as one part of a three part program designed to “assist public libraries in the areas of planning, measurement, and evaluation” (McClure, et al., 1987, p. xi). The other parts of the program were a new edition of *Output Measures for Public Libraries* (Van House, Lynch, McClure, Zweizig, & Rodger, 1987), and “the design and specifications for a public library data service” (McClure, Owen, Zweizig, Lynch & Van House, 1987, p. xi). *Planning and Role Setting for Public Libraries* was created as a response to feedback about the 1982 planning process document. The step-by-step planning process was retained but it was supplemented by the concept of role setting. Public libraries offer many services to their communities and the concept of roles provides a way to describe what the library wants to accomplish, what groups they want to serve and what resources are needed to support their efforts.

Role setting enables the library to decide what it can do in the community, and then work to ensure that library operations are designed to support the selected roles. Role setting however cannot occur in a professional vacuum. The authors believe that “excellence in library service ... lies in the ‘fit’ between the library’s roles and the needs

and expectations of the community it serves” (McClure, et al., 1987, p. 27). The authors also caution against trying to fill too many roles suggesting that libraries focus their efforts and resources on a limited number of roles. Eight standard library roles are presented to help library administrators begin their own analysis of possible roles to be fulfilled in their own communities:

- *Community Activities Center*: The library is a central focus point for community activities, meetings, and services.
- *Community Information Center*: The library is a clearinghouse for current information on community organizations, issues, and services.
- *Formal Education Support Center*: The library assists students of all ages in meeting educational objectives established during their formal courses of study.
- *Independent Learning Center*: The library supports individuals of all ages pursuing a sustained program of learning independent of any educational provider.
- *Popular Materials Library*: The library features current, high-demand, high-interest materials in a variety of formats for persons of all ages.
- *Preschoolers' Door to Learning*: The library encourages young children to develop an interest in reading and learning through services for children, and for parents and children together.
- *Reference Library*: The library actively provides timely, accurate, and useful information for community residents.

- *Research Center*: The library assists scholars and researchers to conduct in-depth studies, investigate specific areas of knowledge, and create new knowledge. (McClure, et al., 1987, p. 28)

Research conducted by D’Elia (1993) augmented this list to include:

- *Business Information Center*
- *Comfortable quiet place for residents to read, think, write, or work*

Planning and role setting were envisioned as tools to help library managers ensure that they could understand and communicate to library staff and to the community information about the activities at which the library intended to excel. The roles and the related planning process were flexible and were designed to be modified to reflect the unique circumstances of a library and its community. D’Elia (1993) validated the importance of these roles by surveying a stratified national sample that included a general population sample of 1001 adults, an additional 322 African-American respondents, 358 Hispanic-American respondents, and 300 community leaders for a total of 1981 respondents. The researcher found that:

the results of these surveys indicate that the public library’s roles to support the educational aspirations of the community – for preschoolers, students, and adult independent learners – were evaluated most highly by both the general public and the community opinion leaders. (p. vi)

Library Evaluation Models

The LIS literature contains many examples of library evaluation models (cf. Baker & Lancaster, 1991; Matthews, 2007). In addition to the various models, Powell’s (2006) overview of library evaluation research identifies twenty distinct reasons for

conducting library evaluation and fourteen different methods commonly used in library evaluation studies. This section of the literature review will describe a few representative examples.

In 1971 the Bureau of Library and Information Science Research at Rutgers University, headed by Ernest DeProspero, conducted a study that developed new criteria to measure the effectiveness of public libraries. This study and its results moved evaluation from the standards and their sole use of input data measurement, that is, data gathered primarily on the resources put into the library, for example, budget size, staff size, including the number of professional staff, volumes owned and volumes added annually. For the DeProspero study the evaluation variables were termed output data, which measured how inputs are translated into service, for example, circulation of materials both those removed from the library and those used in the library; the availability of materials to the public; the usage of facilities, furnishings and equipment; the number and type of reference questions asked; the number of library programs and the attendance; the number and type of community outreach programs offered and finally user satisfaction with the services supplied.

Early into the 1970's the study undertaken by the Bureau of Library and Information Science Research at Rutgers University, introduced earlier, sought to develop criteria that would measure the effectiveness of public libraries in new ways. The planned study consisted of five phases, the first three of which were funded by the U.S. Department of Education. Phase I reviewed the existing literature on library service effectiveness, which analyzed the applicability of existing library statistics as indicators of library effectiveness. Phase II developed descriptive criteria and data collection

methodology to measure public library effectiveness. This phase also included a pilot study to test the methods and establish baseline performance ranges for the descriptive criterion. Phase III consisted of a test of the criterion and methodology on a national sample of public libraries and the development of a “profile” for each of the libraries in the sample. In Phase IV of the study, the researchers planned to gather in-depth qualitative data about the use of the descriptive criteria. Since this phase did not receive outside funding it was not completed. Phase V was not funded either, but the Bureau did complete a detailed analysis of the entire project, which was considered important enough to the profession to be published as “Performance Measures for Public Libraries” by the Public Library Association, a division of the American Library association. (De Prosopo, Altman, & Beasley, 1973). The data collection for the output data was not based on complex statistical methods but used a simpler arithmetic methodology. It gathered significant professional attention and was adopted for use in a number of American public libraries.

One of the goals of the project was the identification of macro-level indicators of the quality of library service that could be quantified using readily available library data. The researchers met this goal by limiting the measurement criteria to three traditional areas of library service: provision of materials; use of facilities; and availability of staff. The researchers also wanted to develop criteria that were easily understood and methods that could be used by working librarians, thereby increasing the chances that the data would be collected and used in library decision-making processes. Although the entire study was not completed, this work helped move the profession away from its early focus

on standards toward the use of measuring specific outputs to evaluate and plan library services.

Contemporary with the research of De Prospo, Altman, & Beasley was a statistical model developed by Hamburg, Clelland, Bommer, Ramist, & Whitfield (1974). These researchers were also looking to develop a single method to measure the performance of public libraries, but their focus was on the development of a comprehensive statistical system to support library planning and decision-making. The authors felt that this system was essential because

in the intensifying competition for financial support, libraries as well as other social institutions are being increasingly called upon to provide relevant information for the evaluation of their effectiveness, the extent of their use, and the costs of providing their services. (Hamburg, et al., 1974, p. 1)

The quality of a library service was measured in how well the library maximized the “exposure of individuals to documents of recorded human experience” (Hamberg, et al., 1974, p. 4). While comprehensive, the system developed by Hamburg, et al. was very complex to implement. The statistical sophistication required to gather the data and run the analyses meant that few public libraries were able to make use of it (Van House & Childers, 1993).

The research of Hamburg, et al. and De Prospo, et al. reflect the growing influence of computers and data analysis techniques in library evaluation. In this sense, they were building on the work of Morse (1968) who used probabilistic models to measure library effectiveness. O’Connor’s (1982) work on calculating z-scores, which

were based on statistical calculations designed to enable an “equitable comparison of all libraries for evaluation and comparison purposes” (p. 51) is also a part of this tradition.

Although it is incomplete, De Prosopo, et al.’s emphasis on less complex statistical methods seemed designed to promote a wider adoption of their system. LIS researchers recognized the possible utility of sophisticated data gathering and analyses, but working librarians were often unwilling or unable to effectively use a system that imposed the increased workload required to understand and utilize these systems. It may well be that the discomfort with conducting statistical analysis is, in part, responsible for the prevalence of the national rating systems created by Hennen (1999b) and Lance and Lyon (2008). These systems use statistical analysis to rank libraries and provide a mechanism that allows libraries not included in the analysis to easily identify and compare themselves to “peer” libraries.

One of the best known library evaluation models was developed by Orr (1973). This model considers input, process, output, and outcomes measures to measure the effectiveness of library operations. The input measures are the resources available to the library, the process measures are what the library actually does with the resources, also referred to as its capability. The output measures show the effectiveness of the input and process measures, and the outcomes measures show the impact of the inputs, processes, and outputs, on the individual, community or organization. The Orr model provides a simplified way of thinking about the relationships between various aspects of library service and several later evaluation models (cf. Cronin, 1982 and Kim and Yu, 2011) use similar concepts and relationships.

Zweizig, Johnson, Robbins, and Besant (1996) developed a model for evaluating library performance which places emphasis on planning the evaluation and then sharing the results of that evaluation. Their framework, called TELL IT!, is a six-step process that has librarians talk about the library's vision for itself, explore the alternative ways to achieve the vision, learn from their experiences by evaluating them, let people know what they have accomplished, integrate the results of the evaluation into ongoing service efforts, and think about how it all worked and how the library can continue to improve (Zweizig, et al., 1996). The first letters of each step in the framework form the acronym TELL IT. The requirement to tell "people" about the library's accomplishments suggests the growing recognition of the importance of stakeholders in an evaluation process. The model is also significant for the emphasis on integration of evaluation into the library's planning process.

Reed (2001) and Rubin (2006) developed evaluation frameworks that build on aspects of the Zweizig, Johnson, Robbins, and Besant framework. Reed (2001) focused specifically on communicating the outcomes of the evaluation efforts to gain political power. Information gathered during the evaluation process is used to help the community understand the value and importance of the library. Rubin (2006) focused on measuring outcomes in many aspects of library service with very specific instructions for integration of the results in the library's planning process.

King, Boyce, Montgomery & Tenopir (2003) developed a model showing conceptual relationships between various economic metrics used to measure library performance. In the model there are five possible perspectives from which the quality of library services can be measured: library, user, parent organization, community served

and society. The perspective determines the specific and derived methods that will be used for the evaluation. Inputs and outputs tell the evaluation story from the library's perspective, while usage measurements consider evaluation from the perspective of the users. Outcomes measurements and environmental assessments most often consider evaluation from the perspectives of the parent organization, e.g. the municipal government that supports the public library, the community served by the library, or society in general. In addition to basic metrics like circulation counts, the model also uses derived metrics, such as cost-effectiveness, cost-benefit, and impact which span group perspectives.

This model is also supported in work by Dugan, Hernon, and Nitecki (2009) who recognize the complexity inherent in the selection of metrics for evaluation. These researchers suggest that librarians need to understand that meaningful evaluation efforts must expand beyond the library and its users to include the varying groups of people who are interested in, and/or can influence the library's survival. Their discussions also suggest that well-designed measurements can cover multiple perspectives and they also suggest the use of a combination of methods. The number and variety of evaluation models makes it clear that there is no single "best" method of library evaluation, and that the purpose of the evaluation, and the intended audience of the evaluation report are significant factors affecting its effectiveness.

Library Valuation Studies

Extensive research in public library evaluation has been in the form of library valuation studies. In 2007, the Americans for Libraries Council published an extensive review of library valuation studies, *Worth Their Weight: An Assessment of the Evolving*

Field of Library Valuation (Imholz & Arns, 2007), which described seventeen library valuation studies, and made recommendations to improve research in the field of library valuation. The researchers acknowledged the limited ability of economic assessments to capture the complexity of libraries' contributions to their communities. However, they also acknowledge that library leaders are looking for ways to link library activities to the social and economic development of their communities, and "public and private funding communities are demanding more quantifiable results for their investment" (Imholz & Arns, 2007, p. 12). These conditions suggest to the researchers that methodologically sound library valuation research can be beneficial to both communities and to the profession. The studies reviewed in the report "tend to rely on two types of methodologies: those that produce estimates of direct benefits and those that produce estimates of indirect benefits" (Imholz & Arns, 2007, p. 15). The reviewed research used a variety of approaches but all of the studies shared the goal of assigning a dollar value to the services that the public libraries provide to their communities.

Measuring direct economic benefits.

Cost/benefit analysis (CBA), also referred to in library valuation studies as return-on-investment (ROI), is the method most often used in research studies that attempt to provide estimates of the direct benefits that accrue from the use of public library services. CBA is primarily used to support public policy decisions about non-market goods for which there is no clear market value (Kim, 2011). In the library literature CBA and ROI are used often interchangeably, even though technically, they measure slightly different things.

Often, the results of a benefit-cost analysis is framed as a ‘return-on-investment,’ and for capital projects that yield financial benefits over a long period of time, the use of the term return-on investment is not spurious. However, for programs with annual operating expenditures, and institutions that do not have a well-defined stream of financial returns many years into the future, it is not strictly accurate to use the term return-on-investment. (Indiana Business Research Center, 2007, p.87)

CBA attempts to demonstrate the feasibility of a plan or project by quantifying its costs and benefits, while ROI is a measure of profitability. Kim (2011) provides the following example to illustrate the difference: “if a cost (investment) is \$1 million and a benefit (return) is \$1.2 million, CBA is 1.2, but ROI is 0.2” (p. 113). Thus while public library valuation studies use the term ROI, a more accurate description of their activities is cost/benefit analysis.

Aabø (2009) conducted a meta-analysis of library valuation studies that reported a cost/benefit ratio or ROI result. This study is of interest because 32 of the 38 studies in the analysis were of public libraries. She found that “cost/benefit analysis [was] the most used means of characterizing the dollar benefits that accrue to communities when they provide tax support for public libraries” (p. 316). To conduct a cost/benefit analysis, a researcher assigns “a cost or purchase price to a library service or collection item and [compares] this amount to the value of that service or item to library patrons and their communities” (Imholz & Arns, 2007, p. 15). The resulting ratio is usually expressed as the amount of benefit that accrues for every dollar of support received by the library.

Costs must be assigned in CBA of libraries because most public library services are non-market goods, that is, there is no commercial market where users can purchase library services.

In a few of the library valuation studies (Barron, Williams, Bajjaly, Arns, & Wilson, 2005; Kamer, 2005; Griffiths, King, & Aerni, 2006; Indiana Business Research Center, 2007; State of Vermont, Department of Libraries, 2007) researchers used a variation of the consumer surplus approach. Consumer surplus represents the difference between the market price of a good and the amount a consumer is actually willing to pay for the good. In the library studies, researchers seem to assume that if library services were unavailable, consumers would have to pay the market price, because most often the services were valued at the average market prices. Kamer, 2005, reports “each of the services has been assigned a market value: that is, the dollar amount that users of the particular service would have paid had the resources of the public libraries been unavailable” (p. 3). Market values were derived from a variety of sources, for example, in the Suffolk County, NY study (Kamer, 2005) library collections were assigned market prices based on information from the *Bowker Library Almanac*, *Library Journal*, *School Library Journal*, and *NetLibrary* (Kamer, 2005, p. 4). “The main drawback of the consumer surplus method (arguments about the proxy for market value notwithstanding) is what it may leave out of the total valuation equation,” specifically maintenance costs and values relating to non-use. (Indiana Business Research Center, 2007, p. 14).

The method most often used to assign costs in library valuation studies is known as the contingent valuation method (CVM). “Contingent valuation is a survey methodology developed to assign value to non-market goods” (Imholz & Arns, 2007, p.

16). CVM is a revealed preference method in which people are surveyed to determine their willingness to pay (WTP) for specific services and/or their willingness to accept (WTA) reduced levels of service. In general, people are expected to be willing to pay more for services that they value, and are unwilling to accept lower levels of services that they value. The aggregated responses to the survey “reveal” the value that the service has to the community.

Although it is widely used, the contingent valuation method can be controversial. Chung (2008) reports on a number of studies that found the values predicted by contingent valuation exceeded those revealed in experimental and real-life markets. She suggests that there are several potential biases inherent in the design of contingent valuation surveys: *yea-saying*, which is the tendency to give a positive or inflated response to questions there by expressing motivation rather than actual preferences; *protest answers*, which is a refusal to answer questions because of opposition to the payment vehicle, e.g. increased taxes, rather than opposition to the service or program under consideration; and *information bias*, which occurs when invalid answers are given because respondents do not have enough information to develop a true preference for the service or program being considered. Aabø and Audunson (2002) also question the validity of CVM through a discussion of the theory of rational choice which is believed to describe the way people assign value to goods and services, e.g. people have rational reasons for their economic decisions and that these choices are related to their individual conceptions of the value of an activity or object. From the perspective of rational choice, "actions are explained by opportunities and desires or preferences – by what people want to do and what they can do" (p. 7). This perspective may not fully account for value

assigned for altruistic reasons, i.e. people value libraries in general as a positive cultural good, even though they themselves do not use libraries, and have no immediate plans to do so. Aabø and Audunson (2002) claim that the failure to consider altruistic motivations may be especially problematic in contingent valuation surveys, where there may be an implied assumption that value is related to use and “values for non-market goods are inferred from individuals’ stated responses to hypothetical [use] situations” (p. 13).

Researchers assigning value to library services based solely on information from members of the community (both users and nonusers) need to be mindful that value is not analogous to use, and that respondents may not be able to accurately assign a value to services that they do not use. Hilder (2008) conducted a study to test the feasibility of CVM to provide dollar valuations of library services and concludes there are many library services to which CVM can be applied, but the “surveys require very careful question construction and thorough piloting; they also require large, broad-based samples and some relatively sophisticated statistical analysis” (p. 456).

Measuring indirect economic benefits of libraries.

In addition to measures of direct benefits, many CBA studies also include measures of indirect benefits or economic impact. “An economic impact study estimates the change in regional economic indicators, such as income and employment, resulting from the introduction or loss of an activity” (Elliott, Holt, Hayden, & Edmonds Holt, 2007, p. 13). Most often, these benefits are calculated using some form of regional input-output (I-O) multiplier. The multipliers are statistically derived from input-output models which detail the sales of goods and services between major sectors of an economy at a specific point in time. According to Wiedmann (2010) the tables are most often

compiled by national governments and are governed by a United Nations standard. A “crucial advantage of input-output based analysis is that it is possible to provide a quantitative consumption perspective of virtually any economic activity” (Wiedmann, 2010, p. 6). In traditional I-O models the transactions, measured in the local currency, are divided into two categories: basic and non-basic. Transactions between local households, industries, and institutions are considered non-basic transactions, while imports to and exports from the economy being modeled are considered basic transactions (Deller, Hoyt, Hueth, & Sundaram-Stukel, 2009).

The multipliers attempt to calculate the total economic impact of a project by using a statistically derived multiplier to derive the secondary and tertiary effects of an initial expenditure. The three most widely used models in the U.S. are the USDA/Forest Service’s *IMPLAN* model, Regional Economic Models, Inc’s *REMI* model, and the U.S. Department of Commerce/Bureau of Economic Analysis’ *RIMS II* model (Rickman & Schwer, 1995). In a study comparing these three models Rickman and Schwer found that once you control for differences in how the models were constructed “the three models were statistically indistinguishable from each other” (p. 372).

RIMS II is based on an I-O table which shows inputs purchased and outputs sold for a variety of industries. The data for *RIMS II* is derived from the U.S. Bureau of Economic Analysis’ (BEA) national I-O tables and their regional economic accounts. The *RIMS II* I-O tables provide input and output data for approximately 490 industries, and the regional data allows adjustments to the national data to show regional trading and industrial structures. “For any region comprised of one or more counties, *RIMS II* can

provide two series of tables of I-O multipliers: Series 1 is for 490 detailed industries and series 2 is for 38 industry aggregations” (Lynch, 2000, p. 4).

The *IMPLAN* model generates two types of multipliers, Type I and Type III. The essential difference between the two multipliers is that the measurement of consumption in the Type III multiplier is nonlinear. This means that the consumption measurement is responsive to both changes in income and to changes in population and employment. *IMPLAN* builds its data from top to bottom, with national data serving as control totals for state data, which in turn serves as control totals for county data. “The primary sources of employment and earnings data are *County Business Patterns* data [from the Census Bureau] and BEA data” (Lynch, 2000, p.7).

REMI is both an input-output model and an econometric model that attempts to predict the behavior of industries based on their economic activity. It is best described as a model that links an input-output model to an econometric model, because when “the econometric responses are suppressed, the model collapses to an input-output model” (Lynch, 2000, p. 8). Data for the *REMI* model is derived from BEA’s employment, wage, and personal income data, *County Business Patterns* data, and the U.S. Bureau of Labor’s *Quarterly Census of Employment and Wages*. The basic structure of the model consists of five parts: output; labor and capital demands; population and labor supply; wages, prices, and profits; and market shares. The input-output component is provided by the output portion of the model, while the other parts of the model contribute data for the econometric measures (Lynch, 2000). All of the statewide valuations studies in this review, and several of the regional and local studies used I-O multipliers to calculate indirect benefits of library expenditures.

Using public library economic valuation studies to demonstrate value.

Recent years have seen the release of a variety of public library economic valuation studies. Aabø's (2009) meta-analysis identified 38 studies that report cost/benefit ratios or some kind of economic benefit provided by libraries. It is notable that many of these studies appear to have been initiated by the libraries and are grounded in the assumption that the libraries provide benefits, so it is not surprising that all of the studies found that libraries add value to their communities. It is also very likely that few libraries would support publication of studies which found that they provided no benefits. Although library valuation studies are a form of evaluation, the findings from the public library valuation studies are different from the findings often reported in many other kinds of program evaluation studies.

In general, program evaluation focuses on the outcomes of the program in question, and is often designed to secure continued or additional funding or to improve program operations (Morley & Lampkin, 2004). Saul (2011) suggests that outcomes have degrees of impact and that funders respond most positively to three "high-value" outcomes: change in status or condition; return on investment; systemic change. Projects that can demonstrate one or more of these outcomes will be viewed positively by funders and other constituency groups. One of the goals of library valuation studies may be to secure additional funding, and they report cost/benefit ratios to demonstrate how the library uses allocated funds, however the focus is not on outcomes of specific library programs but on the overall economic and social impact that the library has on the local community.

Kim (2011) identifies two frameworks often used in library valuation studies: the marketing framework and the evaluation framework.

The marketing framework sees valuation activity as a communication process between a library and its constituency groups that affects the future of the library, whereas the evaluation framework treats valuation activity as an evaluation process with results used for a specific purpose, prediction. (p. 112)

The frameworks are not mutually exclusive, and both the marketing and evaluation frameworks can be used in the same study. The SWOT (Strengths, Weaknesses, Opportunities, & Threats) analysis included in the Wisconsin valuation study was designed to guide future economic development and is an example of the marketing framework. Another example is the projection in the Florida study of the economic consequences of the redistribution of public library funding to alternative government spending activities. All of the reviewed studies used the marketing framework, often with the goal of estimating “the direct and rigorously measured benefit of spending taxpayer dollars on libraries” and to evaluate the contribution of libraries to the development of the state’s economy (Indiana Business Research Center, 2007). In almost every case, the researchers wanted to make a convincing argument to funders (the state legislature and local government officials), and the community about the economic importance of libraries.

Many of the studies (British Library, Florida, South Carolina, Indiana, Suffolk County, and Philadelphia) used empirically gathered data, often library output and use counts, contextualized by feedback from library staff, library users, and other members of the community. This practice is in line with McClure’s 1990 model in which factors

related to the library, the user, and the external environment interact with one another and all exert influence on the user's interaction with library services/products. This interaction influences the library's output measures which, in turn, influence the library, the user, and the external environment. In many cases, the external environment is measured as indirect economic benefits that are generated by the public libraries. User benefits are measured by contingent valuation surveys, library usage statistics, and interviews and surveys of various stakeholder groups. An examination of these studies provides examples of data analysis techniques, as well as providing examples of various ways that researchers have tried to establish the economic value public libraries adds to communities.

In her meta-analysis, Aabø (2009) identified five national library valuation studies. Two were conducted in the UK, and one each in Australia, New Zealand, and Norway. While the size and complexity of public library systems in the United States makes a national library validation study unfeasible, many of the U.S. studies cite the public library study conducted by the British Library in 2000 (Morris, Hawkins, & Sumsion, 2000). This study “was based on contingent valuation and assessed the value enjoyed directly and indirectly by UK citizens” (Missingham, 2005, p. 6). Two thousand people were surveyed as they returned books to three medium-sized libraries and one small inner-city library. The researchers received 557 valid surveys to use in their analysis. The surveys attempted to ascertain the adults’ willingness to pay for library services, their willingness to accept compensation in lieu of library services, their estimates of the time and money invested to access library services; their estimates of the costs that they would incur if forced to use alternative services, and the responsiveness of

their demand for library services in response to changes in the price of these services. This study is described as a national study, however, the convenience sample of 557 respondents from four small to medium sized libraries represents a very small portion of the universe of actual UK library users, and an even smaller portion of the universe of UK citizens. It is possible that a random sample of U.K. citizens or even a larger and more diverse sample of library users would reveal different valuations. It is also possible that the valuations of non-users could also change the total valuation estimate assigned to public library services.

State-level library valuation studies.

State-level studies have been conducted in Florida, South Carolina, Pennsylvania, Indiana, Vermont and Wisconsin. The reviewed studies were conducted between 2002 and 2008, and all attempt to assess both direct and indirect economic benefits that public libraries provide to the citizens of the state. They differ in the variety of methods used to collect data, and in the choice of methods to calculate indirect economic benefits. Elliott, Holt, Hayden, and Edmonds Holt (2007) suggest that calculation of indirect benefits is most useful when library activities have the potential for regional impact. They suggest that economic impact analysis is not as relevant at the local level, because the economic impact of most individual public library activities is local. Some of the state-level studies (State of Vermont, Department of Libraries, 2007; Barron, Williams, Bajjaly, Arns, & Wilson, 2005; Griffiths, King, Tomer, Lynch, Harrington, 2004; Griffiths, King, & Aerni, 2006) appear to recognize this caveat, and only apply the regional multipliers to a percentage of the total library expenditures.

In 2004, the State Library and Archives of Florida commissioned researchers to conduct a comprehensive study of the return-on-investment to taxpayers from Florida public libraries. The researchers used telephone and in-person surveys to gather data from both individuals and organizations about the value of Florida's public libraries. They also used the REMI (Regional Economic Modeling, Inc.) input-output regional multiplier, and data gathered from the annual reports submitted to the State Library and Archives by the public libraries. This study also considered the implications of not funding public libraries. The researchers used the *REMI* model to project forward from 2004 to 2035 the economic consequences of redistributing public library funding to alternative government spending activities. "The REMI model indicated that if funding for public libraries was reallocated across Florida's government sectors, the state economy would result in a net decline of 5.6 billion in wages and 68,700 in jobs" (Griffiths, King, Tomer, Lynch, & Harrington, 2004, p. ii).

Researchers in South Carolina conducted a two-phase evaluation of the state's public libraries in 2005. The first phase gathered data directly from users, who were asked to provide their perceived value of a range of library services. The users were a self-selected sample of library users who agreed to complete a survey in March 2004. The second phase of the study used data from South Carolina's annual public library statistics to calculate the direct and indirect economic impact of South Carolina's public libraries. The direct economic impact was calculated using the following six measures:

Measure 1: Total impact of all public libraries on the state's economy

Measure 2: Total non-tax funds received by all South Carolina libraries

Measure 3: Value of loans of books, videos, and other materials to library users

Measure 4: Value of reference questions answered

Measure 5: Value of in-library use of materials

Measure 6: Economic value of the use of facilities and equipment in all public libraries in South Carolina. (Barron, Williams, Bajjaly, Arns, Wilson, 2005, p. 57-60)

These measures provided direction on how to quantify the use of commonly provided library services. The indirect economic impact was calculated using the number measuring the total impact of all public libraries on the state's economy (the figure from measure 1) multiplied by .637. The researchers developed this multiplier as a conservative estimate of the effect of extended (quaternary and beyond) levels of economic impact. This multiplier was developed in a 2002 study of the economic impact of the cultural industry in South Carolina. That study used the *IMPLAN* multiplier to calculate indirect economic impacts of arts and cultural activities on the economy of South Carolina (Division of Research, Moore School of Business, 2002, p. 9).

In 2006, two of the researchers from the Florida study led a research team that conducted a statewide study to ascertain the economic benefit of Pennsylvania's public libraries, and to also determine what citizens believe public libraries contribute to their overall well-being (Griffiths, J.-M., King, D. W., & Aerni, S. E., 2006). The Pennsylvania team used surveys, the *REMI* regional multiplier, and Pennsylvania public library annual statistics as data sources for the studies, and all of their estimations were confined to a single year. The researchers used the contingent valuation method to help determine the costs to use alternative sources for the services provided by the public library. In addition to reporting a cost/benefit ratio, the researchers also make the claim

that if there were no public libraries in the state the local economy and library used would lose an estimated \$1,377 million.

The 2006-2007 Vermont public library valuation study appears to have been conducted by the staff of the Vermont State Library. This study used the methodology from phase two of the South Carolina study to report on direct and indirect economic impact. The Vermont study used five of the measures developed by the South Carolina researchers to calculate the direct economic impact of public libraries on the state's economy. The value of in-library use was excluded because that data was not available in Vermont public library statistics. This suggests that economic valuations which rely on public library statistics will have to adjust the analysis to fit the available data. The Vermont study also used the 0.637 multiplier developed by the South Carolina researchers to calculate indirect impact. This choice raises some questions, because there is no indication that the regional economies of Vermont and South Carolina are similar enough that the same multiplier would be appropriate to both.

The Indiana library valuation survey measured the economic value of both public and academic libraries in the state. The results were reported separately and only the public library data were examined for this review. In this study, direct economic value for specific library services was calculated by determining a "market" value for each of the services provided by the libraries. The economic value of each type of library service was then calculated based on what it would have cost users to purchase the same level of service from commercial providers. The study also reports indirect economic effects and "induced economic effects", which "represent the spending on goods and services by households of both the library staff and of the additional employees of companies that

provide goods and services to the library that result from the library's business with those firms" (Indiana Business Research Center, 2007, p. 12). The study describes the importance of both calculations in determining the contributions of libraries to the state's economy, but the method used to calculate the indirect and induced economic effects values was not reported. The study measured economic benefits, and also included stakeholder surveys and case studies of selected libraries to help assess the impact libraries can have on economic development. In addition to a cost/benefit ratio, the Indiana study reports a "total market value of library services" of \$629,911,638 (Indiana Business Research Center, 2007, p. 25).

The Wisconsin public library valuation study also used a "market value approach to determine the economic value of public library services" (Ward & Hart, 2008, p.8). The market value data was used to calculate the direct economic value of library services. The indirect economic value was calculated using a statewide economic multiplier supplied by Minnesota IMPLAN Group (MIG), an econometric modeling firm located in Stillwater, MN. (Ward & Hart, 2008, p.65). The researchers found that public libraries contributed \$753,699,545 to the Wisconsin economy in 2006. This study also included a SWOT (Strengths, Weaknesses, Opportunities, & Threats) analysis which gathered data intended to guide future economic development, and a survey of users to ascertain usage patterns and attitudes toward public libraries.

Valuation studies of regional and local public libraries.

In addition to the statewide valuation studies, there have been more than a dozen valuation studies of individual library systems (Aabø 2009). In an attempt to capture the range of these studies three were included in this review. The St. Louis Public Library

study represents one of the earliest library valuation efforts. The valuation study of the public libraries of Suffolk County, New York represents library valuation at mid-decade, and the valuation study of the Free Public Library of Philadelphia represents a very recent effort.

The St. Louis Public Library valuation study was conducted in 1999. The researchers describe their study as a cost-benefit analysis (CBA) study, because they felt that CBA more accurately represented the ways that libraries deliver services and the ways that benefits flow from these services. Consumer surplus, contingent valuation, and cost of time were used to construct a range of values for the evaluated library services. The researchers' "rationale was simple: It did not cost much more to undertake multiple measures rather than one, and, if all the methods were used, much more could be learned about how to construct a nationally transportable CBA methodology for public libraries" (Holt, Elliott, & Moore, 1999). The end result of the analysis suggested that the St. Louis Public Library provided \$4.00 in benefits to users for every \$1.00 of annual tax support. The researchers caution that use of this figure must include the caveat that the benefits were not only the result of current tax support, but also reflected past investments in the library and its collections. The St. Louis study was the starting point for an additional fourteen CBA studies in public libraries and the subsequent development of a model for conducting CBA studies in small to medium-sized public libraries (Elliott, Holt, Hayden, & Edmonds Holt, 2007).

In 2005, an economic valuation study was conducted for the public libraries of Suffolk County, New York. In this study, the researcher selected frequently used library services, assigned a market value to those services, and then used the number of annual

transactions to calculate an economic value for the services. These calculations resulted in the direct value assigned to the library system. The indirect economic value was calculated using the *RIMS II* multipliers for state and local government enterprises, which provided values for economic output, earnings, and employment. Significant library construction expenditures also supported the use of the *RIMS II* construction industry multipliers, which yielded values for economic output, earnings, and employment that could be attributed to library construction. The results of the analysis found that \$3.93 in services were created for every \$1.00 of tax support given to the public libraries. In addition, the operating and capital expenditures by the Suffolk County public libraries resulted indirectly in a “net output increase of more than \$117 million. Long Island earnings increased by more than \$50 million and more than 1,200 additional jobs were created throughout the Long Island economy” (Kamer, 2005, p. 11).

The 2010 economic valuation study of the Free Public Library of Philadelphia (Diamond, Gillen, Litman, & Thornburgh, 2010) used a framework suggested by the Urban Libraries Council’s 2007 report *Making Cities Stronger: Public Library Contributions to Local Economic Development* (Manjarrez, Cigna, & Bajaj, 2007). This framework suggested to the researchers that libraries can be agents of economic development, and that their impact may be visible in four areas: literacy, workforce development, business development, and value to homes and neighborhoods (Diamond, Gillen, Litman, & Thornburgh, 2010, p. 5-6). The value created in the areas of literacy, workforce development, and business development were calculated using market valuations for key services in each area, and multiplying that market value by usage statistics. Regression analysis was used to calculate the impact of libraries on the

surrounding neighborhoods. Data was also gathered through public forums and through interviews and surveys of librarians and library users. The researchers found that the economic value of the library's literacy related services was \$21.8 million in FY2010. For the same period, the economic value of the library's workforce development services was \$6 million and the value of the business development services was \$3.8 million. When considering the libraries contributions to the economic value of homes and neighborhoods, the researchers found that:

homes within $\frac{1}{4}$ mile of a Library are worth, on average, **\$9,630 more** than homes more than $\frac{1}{4}$ mile from a library, ... [and] the additional home values generated by proximity to a Library produce an additional **\$18.5 million in property taxes** to the City and School District each year [emphasis in the original]. (Diamond, Gillen, Litman, & Thornburgh, 2010, p. 6)

The review of this literature suggests several implications for future library valuation research. The first is that economic valuation of library services is useful because it provides information to stakeholder groups which could result in continued or improved library funding. Another implication is that while economic valuation alone is unable to capture the complexity of a public library's relationship to its community, economic valuation studies are useful because they provide public library leadership with information that allows them to assess the benefits generated by specific library activities, and provides a way to discuss those benefits with key community constituency groups. A third implication is that library valuation studies are limited by the use of previously collected library statistics. It is assumed that the statistics capture data on the most significant library activities, but it is possible, as in the case of Vermont, that the

collected statistics do not provide information to support the full range of relevant measures. A fourth implication is that while contingent valuation is a useful way to measure the perceived value of libraries, the cost and complexity of these studies suggests that most libraries will be unlikely to conduct them on a regular basis. Finally, the use of regional multipliers can provide adequate measures of the indirect benefits generated by libraries, but only if the valuation is conducted at the state or regional level.

Measuring Library Goodness

Implicit in much of the research on public library evaluation is the idea that the services provided by the library are “good.” Historically, there have been two dominant ideas about measuring the benefits of public library service (Orr, 1973). Some believe that the quality of library services is a subjective matter with each person rating the quality of the service based on its ability to meet their particular need. A contrasting opinion is that while views of the quality of library service may be subjective, these subjective perceptions should be validated whenever possible by the use of objective measures. Orr (1973) used the concept of library goodness to describe this combination of objective and subjective measures. For Orr, there are two basic questions to be answered about any library service; the question “How good is the service?” will provide information about the quality of the service, and the question “How much good does it do?” will provide information about the value of the service. Any answers to these questions must keep in mind that

the ultimate criterion for assessing the quality of a service is its capability for meeting the user needs it is intended to serve and that the value of a service must

ultimately be judged in terms of beneficial effects accruing from its use as viewed by those who sustain the costs. (Orr, 1973, p. 318)

Orr outlines four basic propositions that form the foundation for his discussion of library quality and value:

- Service capability tends to increase as available resources increase;
- Utilization of services tends to increase as capability increases;
- Beneficial effects of a service tend to increase as utilization increases;
- Resources devoted to a service tend to increase as beneficial effects increase.

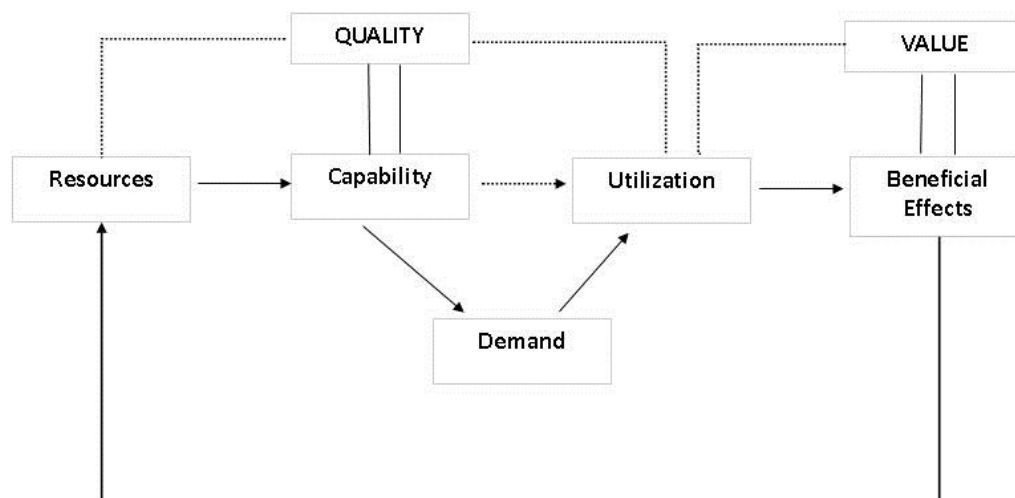
All four propositions have two caveats:

1. *The propositions are based on an assumption of all things being equal*, which means they may not prove true in real-world situations;
2. *The proposed increases are not necessarily proportional*, meaning that, as an example, increases in resources will lead to increases in capability, but increasing resources by ten percent does not always lead to a ten percent increase in capability. (p. 318)

The propositions also identify the four variables – capability, utilization, beneficial effects, and resources – that are the center of Orr’s model of library goodness. The relationships among the variables are depicted in Orr’s framework which is reproduced in Figure 2.2. In this model resources, and to a lesser extent utilization, lend themselves to direct measurement, i.e. we can count resource inputs and usage outputs, e.g. number of new books purchased or circulations per capita. Capability, which is a measure of what the library should be able to do, and the beneficial effects that accrue from library services are less easy to measure directly. As a result measurements of

resources and their utilization have been used as a surrogate for quality, while levels of utilization often serve as a surrogate for value. In Orr's model library quality can be equated with capability and value can be equated with beneficial effects. This means that we measure levels of available resources and/or the extent to which these resources are used and make quality assessments based on this data. We measure how often services are used and conclude that use implies beneficial effects and can thus serve as a surrogate for value. In the model, the dotted lines connecting quality and value to the other variables in the model indicate the indirect nature of these measurements.

Figure 2.2: Orr's framework of the relationships among the variables that contribute to library goodness



Source: Orr, R.H. (1973). Progress in documentation: Measuring the goodness of library services: A general framework for considering quantitative measures. *Journal of Documentation*, 29, p. 318. (c) Emerald Group Publishing. Used with permission.

Orr's framework is a simplified model of the relationships between the variables that contribute to the quality of library. Despite its limitations this model is useful in the

discussion of the relationships between library funding and library value. Buckland (1982) uses Orr's model to support a discussion of ways to make the concept of library goodness less ambiguous. He notes that "single measures of library goodness can be concocted but their credibility is undermined by the number of arbitrary assumptions that have to be made to piece the parts together" (p. 63). For Buckland, a key source of ambiguity results because "goodness" can measure the quality of a service or it can measure the value provided by that service. Buckland suggests that the profession can resolve the ambiguity by recognizing that both questions need to be addressed. There will be people for whom the library goodness question is "how good is the public library?" This group could include library users, library administrators, and perhaps the library profession. The "how good..." question addresses the quality aspects of library services. However, for funders and also the larger community the library goodness question is "What good does the library do?" i.e. what is its value in our lives or community. It is imperative that when library administrators are asked how good their library is, they know which question is being asked so that they can respond appropriately.

Rodger (1990) appears to ask the "How good is it?" question about library goodness and suggests the use of performance measurement to answer the question. Rodger conflates outcomes and outputs and suggests that the focus on measuring outputs or outcomes resulted from the recognition that people do not care how many books, DVDs, or databases are available in a library if they cannot locate the item that will meet their information need (p. 17). Measuring outputs and outcomes is based on "the assumption that it is good to have the materials that people want to use" (p. 17). Rodger

suggests that some output measures can serve as indicators of library effectiveness, and recommends that public library performance measurement focus on these indicators. Her list of the most important indicators of library effectiveness are based on the research conducted by Van House and Childers, the final version of which was published in 1993.

Van House and Childers surveyed a purposive sample of 2,689 people representing seven library constituency groups. The response rate from the survey was 89.8 percent with responses distributed across the stratifying variable of population served and geographic region. The indicators of quality most preferred by all of the groups surveyed by Van House and Childers include:

1. Convenience of hours
2. Range of materials
3. Staff helpfulness
4. Services suited to the community
5. Materials quality. (Van House & Childers, 1993, p. 52)

Indicator one focuses on access to library services; indicators two and four relate to the quantity of materials and services; indicators three, and five relate to the quality of library services and materials. Multiple foci suggest that while there are a variety of ways for constituency groups to value libraries, the traditional emphasis on access to services, quality of materials and services, and quantity of available materials are also validated. Rodger believes that measuring and building performance around these indicators will allow libraries to demonstrate their effectiveness (goodness) to their constituency groups. However, Rodgers cautions that performance measurement alone will not guarantee funding. Echoing Buckland she notes

politically made funding decisions are often made based on either the value of the service as perceived directly by funders or as demonstrated by users of the service. *We often miss the funding boat because as administrators we talk about program needs while funders respond to public demand* [emphasis added]. (p. 18)

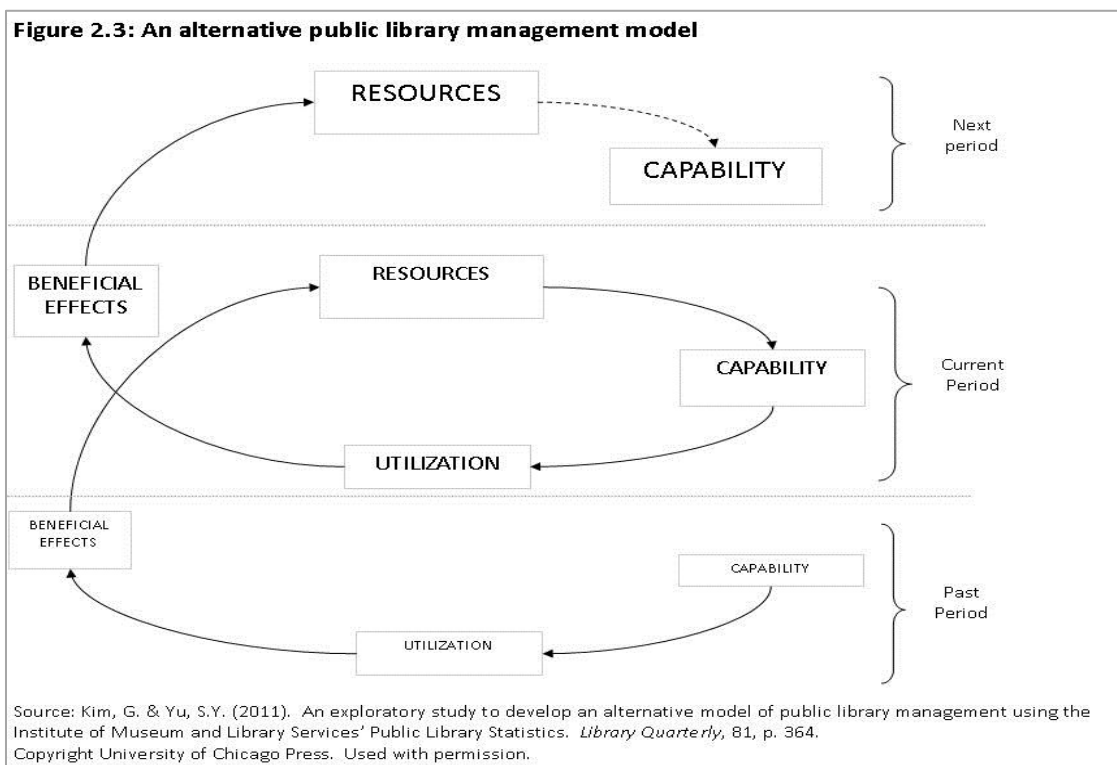
Allen (2003) tested the hypothesis that public library funding is affected by public opinion about the quality of library services and public demand for those services. The researcher surveyed a random sample of 1,025 adults in the United States. His investigation found that demand for library services had the largest association with revenue for the current year ($r^2=.01999$) and even this association was modest. The association becomes even more tenuous as we move to subsequent years ($r^2=.0137$). Allen concludes that “there was no association of funding level changes with demand for library services” (p. 421). He also found that public opinion about library services, even when respondents expressed support for additional taxes to support libraries, had no influences on public funding.

These finding contradict an implicit assumption underlying many library evaluation efforts of a positive relationship between public beliefs about the quality of library services and levels of library funding. While public opinion about the value of the library are important to both library administrators and local government officials, they appear to have only minimal direct impact on library funding. Librarians have a professional obligation to provide high quality services that are valued by their communities, but this alone does not ensure adequate levels of funding. Allen’s research suggests providing information about the quality of library services may have little effect on library funding levels.

Kim and Yu (2011) use Orr's model to develop a framework for library evaluation and management. The goal of their study was to develop and test "an alternative framework with income as a goal for sustainability" (p. 359). Kim and Yu focused on the recursive nature of Orr's model and use library statistics collected by the Institute for Museum and Library Services (IMLS) to measure changes in resource levels over successive cycles. Their model is depicted in Figure 2.3. In the model, the four variables from Orr's 1976 model – capability, utilization, beneficial effects, and resources – are used, but the emphasis is now on the recursive nature of the relationship between the variables. The model also suggests that (all things being equal) the size of each of the variables increases with each successive period.

Kim and Yu tested their model using data from IMLS's Public Library Statistics collected for the years 2002-2007. The initial data screening resulted in a pool of 8,999 libraries; a random sample of 1,055 libraries was selected from this pool. The researchers used change in revenue as the dependent variable (DV) and selected eleven independent variables (IV) whose changes could be expected to produce measurable effects on resources in the next funding cycle. The non-normal nature of the data required additional screening and transformations resulting in a final sample of 840 cases. Kim and Yu then used correlation analysis to explore the relationships between the dependent variable and the independent variables. They found, at a 99 percent confidence level, that 14 percent of the variability in total revenue could be explained by the linear combination of past resources and activities represented by the independent variables. The authors acknowledge that the effect size is small, but suggest that perhaps the data collected under the Public Library Statistics program may not include the measures needed to

predict revenue. Despite the limitations, the authors consider the test of their model a success, indicating that future researchers should work to determine which internal activities and operational resources are effective predictors of changes in revenue.



Implications for the Current Study

This review of the literature helped identify some of the key themes in LIS evaluation literature. LIS researchers and practitioners have spent a great deal of time and effort working to develop practices to help libraries evaluate library services. This was accomplished by the use of written standards from 1933-1965, and by guidelines that placed the evaluation within the context of library planning from the 1970s to the present. Although ALA no longer issues library standards, they are still important to public libraries because many states have created their own standards and use them as local indicators of library quality. This suggests that the library profession has an historical interest in measuring library quality and value by using standards and that working to

meet state level standards may be an important factor in local public library value constructs.

The wide variety of methods used to evaluate libraries suggests that librarians are interested in empirically sound evaluation metrics. However, this same literature also indicates that rank and file librarians tend not to use systems requiring complex statistical calculations. The literature also indicates there is no consensus on the “best” method to evaluate libraries, thus, there is no most used database or system that could serve as a source of data for this study. This supports gathering data about local conceptualizations of value as an efficient and effective way to begin to understand what value constructs are meaningful to local public libraries.

The literature indicates that effective evaluation methods must be a part of an overall planning and management effort. Considerations of multiple stakeholder perspectives as well as an awareness of opportunities for advocacy are also becoming important parts of library evaluation activities. The link between library management and evaluation supports the selection of library directors as study participants. Local government officials are among the biggest stakeholders in discussions of library funding and are also often the targets of library advocacy efforts, so they are also logical participants for this study. Library-level economic valuation methods are useful to both librarians and various stakeholder groups, but the methods work best at the state and regional levels where both direct and indirect economic benefits can be assessed. The focus of this study is on local budget support so the use of library valuation methods is not supported. Allen’s findings about the limited role of public opinion in securing

library funding supports the focus of this project on the library value constructs of library administrators and local government officials.

Orr's model of library evaluation suggests key variables that can support an inquiry into library value. Subsequent research developed the idea that "library goodness" can be viewed from multiple perspectives, suggesting that different groups could use similar language to describe dissimilar concepts. Finally, Kim and Yu build on Orr's research to suggest possibility of measuring the link between library activities and funding levels. The next chapter discusses the methods that were used to collect the data for this study.

Chapter Three – Methodology

Study Design

Data for this study was collected using surveys designed by the investigator. In addition, data files from the 2011 edition of the *New Jersey Library Statistics* and the United States Census Bureau's *American FactFinder* website were used to provide additional information about the respondent libraries. The research questions sought to understand the library value constructs of two groups of people: public library directors and local government officials. Surveys were selected as the primary data collection method because they allow the collection of information from samples of groups and the extrapolation of their responses to the entire population (Rossi, Wright, & Anderson, 1983; Robson, 1993; Krathwohl, 1998). Although the research questions could have also been answered using interviews, the available time and financial resources made using surveys the better choice. The surveys were cross-sectional, with a single data collection period for each group of respondents (Creswell, 2003). The surveys were created using the *SelectSurvey* application available through the Rutgers University School of Communication and Information and administered by email. If an email address was not available, a print version of the survey was sent to those participants by mail.

This study attempted to gather information about constructs of public library value. Perceptions of library quality and value are a reflection of individual preferences. While these preferences cannot be validated or invalidated by external observations, it may be possible to measure the extent to which certain perceptions of quality and value are shared among a group of individuals. The philosophical concept that applies is contributory value, i.e. the value added by the library to the community of which it is a

part (Saracevic & Kantor, 1997). Viewed from this perspective, perceptions of library value can be measured by the benefits people believe the library provides to the community. The literature review suggested several concepts that can serve as surrogates for library value (McClure, Owen, Zweizig, Lynch & Van House, 1987; D'Elia, 1993). These concepts were further validated by an examination of the offerings at professional library conferences in 2010 and 2011. The concepts reflect the programs and services most often offered by public libraries, and include services for children and adults, provision of e-books and other materials, and providing support for local businesses. Participants in this study were asked to rate statements derived from these concepts to indicate which of the concepts indicate value added to their community by the local public library.

This study also sought to understand the relationships between information provided during a library's budget justification process and library funding. Participants were asked to rate the importance of various kinds of information that could be used to support a library's budget request and the rated responses were then analyzed to see if any of the highly rated responses could predict whether a library received a higher level of financial support. The literature on library valuation studies (Barron, Williams, Bajjaly, Arns, & Wilson, 2005; Kamer, 2005; Griffiths, King, & Aerni, 2006; Imholz & Arns, 2007; and Aabø, 2009) suggests several concepts that were important in these studies. The concepts include the library's efficient use of funds, the library's partnerships with community organizations, and the effects of library programs and services on the community. Participants in this study were asked to rate the importance of a series of statements based upon these concepts.

Finally, this study examined the relationships between constructs of library value and levels of municipal library funding. In New Jersey a minimum level of library funding is mandated by state law, but municipalities can fund libraries above this minimum level. This study will identify whether the participants' libraries are funded above the minimum level, and if there are any relationships between the higher levels of funding and the value constructs revealed by the rated statements.

Study Population

This study was designed to identify and describe the relationships between library administrators' and local government officials' constructs of library value and levels of local government funding. The primary participants in this study were library administrators from every municipal public library in the state of New Jersey. Municipal libraries were selected because research suggests that approximately eighty percent of their funding is provided by local government (DeRosa & Johnson, 2008). The municipal libraries were identified by first consulting a list of all New Jersey libraries that was available on the website *publiclibraries.com*. This alphabetical listing also included the mailing addresses and telephone numbers of the libraries. This information was imported into a table in a *Microsoft Access* database. Each entry was then verified using the 2012 edition of the *Official Directory of New Jersey Library and Media Centers*. The original list was also edited to add the name and public email address of the library director and to remove all listings for county library branches. In addition to municipal public libraries, New Jersey also has fourteen county libraries. Both the branches and the main county libraries were excluded from this study because their funding and service models, which include local and county government decision makers, are much more

complex and are presumed to be more difficult to study and analyze. Some of the entries in the directory did not list email addresses for the library directors. These email addresses were gathered from the 2011 *New Jersey Public Library Statistics* dataset available on the New Jersey State Library's website. The result of these actions was a population of 252 public libraries with complete contact information. Requests for participation were sent to all of these libraries.

One of the goals of this study was to compare the library value constructs of library administrators to those of local government officials. Thus the secondary group of participants for this study was local government officials from the identified municipalities that support public libraries. New Jersey has eleven distinct forms of municipal government (New Jersey State Commission on County and Municipal Government, 1992) which suggests that a variety of people would participate in municipal financial decisions. All of the forms of government include a mayor, although the role of the mayor may vary among municipalities, so the initial requests for participation was sent to the mayors of the identified municipalities. An initial list of New Jersey mayors was downloaded from the *2012 Mayors Directory* search page on the website of the New Jersey Department of Community Affairs and imported into a table in a *Microsoft Access* database. This initial list was edited to remove all of the municipalities that did not provide direct funding for a municipal library. There were 255 municipalities on the final list; this is three more than on the list of public libraries because three of the libraries are joint libraries, each of which is supported by two towns. The study population included all 255 mayors on the list. The resulting list did not include email addresses for the mayors, so the website of each municipality in the list was

searched for a public email address for the mayor. There was no publicly available email address for eighty-five of the mayors in the list. These eighty-five mayors received a print version of the online survey.

The initial contact with the study participants who were given the online survey was a letter sent via U.S. mail to briefly describe the project and solicit their participation (see Appendix A for copies of the recruitment letters). The letters also provided participants with the investigators' contact information, and gave the participants an opportunity to correct the email address that were used to deliver the survey. This was followed by an email to the participants' official business email address with a link to a survey. In the cases where there was no publicly available email address, the potential participants were sent a recruitment letter along with a print copy of the survey and a postage-paid return envelope. Participant contact information was requested only if the participants wanted to receive a summary of the survey results or if they were willing to answer additional questions on this topic.

The eighty-five respondents who were asked to complete the print survey received a single mailing with the recruitment letter, the survey, and an addressed and stamped envelope which allowed them to return the completed survey to the investigator. The rationale for this decision was that if the recruitment letter was persuasive, then respondents would be likely to complete the survey immediately. The investigator could also find no benefits for sending the recruitment letter and the survey at different times. Sending a single mailing to these respondents also helped contain the costs associated with this project.

Limitations of the Research Design

The primary limitation of this research design stems from the reliability of self-reported data. The participants will provide their subjective opinions about the value of the public library in the community. The research design tries to encourage accurate answers by minimizing risks of participation for all respondents. Perceptions of risk are minimized by ensuring confidentiality to individual respondents. No names or other identifiers were collected during the survey, and participants were assured that no individual responses to the surveys would be reported in subsequent research. Perceptions of risk were also minimized by limiting requested information to general inquiries about library value. These conditions were included in the informed consent documents that accompanied each survey (see Appendix B for copies of the informed consent letters). It is hoped that the low level of risk encouraged open and accurate responses. The surveys have also been designed to minimize the cognitive effort required by the respondents. The anticipated time to complete each survey was between fifteen and twenty minutes, and whenever possible clear and simple language was used to make the survey items easy to understand. However, the researcher is aware that the accuracy of the responses cannot be verified in an objective manner and the possible unreliability of the responses must be considered when analyzing the data.

Additional unreliability may result from the survey items themselves. The language used to construct the items was scrutinized to ensure that each statement referred to a single concept. In addition, the statements in the online version of the survey were presented to the respondents in random order so that any bias caused by the order in which the items were presented was minimized. It may also be possible that the

items did not adequately measure library value. The items were developed based on the researcher's practical knowledge of librarianship and an understanding of the relevant concepts in the literature. Each survey was also evaluated by representatives from each respondent group, and the researcher is confident that the surveys measured the concepts under investigation. A low survey response rate would also be another limitation of this study methodology. The usefulness of survey data in understanding the phenomena under investigation may be constrained if too few people complete the survey. The researcher tried to increase the response rates by having multiple points of contact with respondents, e.g. recruitment letters and emails, explaining the purpose and value of the survey. The researcher also worked to make the surveys easy to access and easy to complete.

Instrumentation and Data Collection

This study used two data gathering instruments; a survey of public library directors (SLPD) and a survey of local government officials (SLGO). The surveys collected basic demographic information, i.e. county and municipality, and information about the level of municipal funding provided to the library. All participants were asked to rate their agreement with fifteen statements about the ways that a library can add value to the community. All participants were also asked to rate the importance of nine types of information that can be used to support library budget requests. Finally, all participants were asked to provide short answers describing the most and least effective factor in their most recent library budget request. The survey of local government officials could be completed in approximately fifteen minutes. The survey of public library directors, which was slightly longer, included two additional items which asked

the librarians to rate the likelihood of using specific types of information when communicating about their library's value to other librarians and to local government officials. The survey of public library directors could be completed in twenty minutes. See Appendix C for a copy of the survey of public library directors and Appendix D for the survey of local government officials.

Most of the questions used a 7-point Likert scale with anchor terms. A seven point scale was selected because research suggests that it provides more accurate measurement in electronic and other unsupervised questionnaires (Finstad, 2010). The specific anchor terms were listed at the beginning and end of the choices for each of the statements, with only numbers provided to represent the levels of agreement. In an effort to further minimize the cognitive load of the survey, respondents were not asked to keep a stem statement in mind when responding to the statements, instead the full text of the statement was given with each item.

The surveys were created using the *SelectSurvey* application available through the Rutgers University School of Communication and Information. Respondents received an email with a link to the first page of the survey which was the informed consent document. See Appendix E for copies of the text of the survey emails. In order to continue with the survey, respondents needed to select the item which indicated that they understood the informed consent document and wished to continue with the survey. Selecting any other option took respondents to the last page of the survey which thanked them for participating and closed the survey. The survey software also presented the items within each question in a random order for each respondent. This helped minimize any bias that could result from the order in which the items are presented to the

respondents. Table 3.1 shows the research propositions, the research questions, the survey questions from the survey of public library directors (SPLD) or the survey of local government officials (SLGO) that were relevant for each research questions, and the types of resultant data.

Table 3.1: Research Propositions, Questions, and Resultant Data

Research Proposition	Research Question	Relevant Survey Question(s)	Resultant Data
P1: There is a significant relationship between the library administrators' descriptions of library value to local government officials and the information that they provide to support their budget requests.	RQ1A: How do library administrators describe the value of their library to local government officials?	SPLD question 10: <i>When describing to local government officials the value that my library adds to the community...</i>	Six items rated using a 7-point Likert scale with responses ranging from 1-Not Likely to 7-Very Likely
	RQ1B: What kinds of information do library administrators use as evidence to support their budget requests?	SPLD question 11: <i>When preparing your most recent budget request which of the following ... did you feel it was important to include in support of the budget request...</i>	Nine items rated using a 7-point Likert scale with responses ranging from 1-Not Important to 7-Very Important
P2: Library administrators' assessments of library value that primarily focus on frequently offered library services, such as lending books or children's programming, are more likely to be associated with higher levels of funding than assessments of	RQ2A: Is there an observable focus of library administrators' assessments of library value?	SPLD Questions 6-8: <i>Here are a group of statements about some of the ways that the library can add value to a community...</i>	15 items rated using a 7-point Likert scale with responses ranging from 1-Strongly Disagree to 7-Strongly Agree
	RQ2B: Is there a relationship between the focus of library administrators' value assessments and their reports of funding above the required minimum level?	SPLD Question 5: <i>Did your municipality support the library in excess of 1/3 mil...</i> SPLD Questions 6-8: <i>Here are a group of statements about some of the ways that the library can add value to a community...</i>	One item with Yes, No, and Don't Know as possible responses 15 items rated using a 7-point Likert scale with responses ranging from 1-Strongly Disagree to 7-Strongly Agree

Table 3.1: Research Propositions, Questions, and Resultant Data

Research Proposition	Research Question	Relevant Survey Question(s)	Resultant Data
library value that focus on less-frequently offered library programs and services, e.g. services for local businesses or providing access to e-government.			
P3: Local government administrators who are responsible for library funding will have library value constructs that are consistent with library value constructs of library administrators, and the level of agreement will be associated with higher levels of library funding, i.e. the value constructs that are rated highly by both groups will also be associated with funding above the minimum level.	RQ3A: How do local government administrators who are responsible for library funding conceptualize library value?	SLGO Questions 7-9: <i>Here are a group of statements about some of the ways the library can add value to the community...</i>	Seventeen items rated using a 7-point Likert scale with responses ranging from 1-Strongly Disagree to 7-Strongly Agree
	RQ3B: Is there a significant relationship between the library value constructs of local government administrators and those of library administrators?	SPLD Questions 6-8: <i>Here are a group of statements about some of the ways that the library can add value to a community...</i> SLGO Questions 7-9: <i>Here are a group of statements about some of the ways the library can add value to the community...</i>	Seventeen items rated using a 7-point Likert scale with responses ranging from 1-Strongly Disagree to 7-Strongly Agree Seventeen items rated using a 7-point Likert scale with responses ranging from 1-Strongly Disagree to 7-Strongly Agree
	RQ3C: Is there a significant relationship between the level of congruence in the library value constructs of local government officials and those of public library administrators and higher levels of public library funding?	SPLD Question 5: <i>Did your municipality support the library in excess of 1/3 mil...</i> SPLD Questions 6-8: <i>Here are a group of statements about some of the ways that the library can add value to a community...</i>	One item with Yes, No, and Don't Know as possible responses Seventeen items rated using a 7-point Likert scale with responses ranging from 1-Strongly Disagree to 7-Strongly Agree

Table 3.1: Research Propositions, Questions, and Resultant Data

Research Proposition	Research Question	Relevant Survey Question(s)	Resultant Data
		SLGO Question 6: <i>Did your municipality support the library in excess of 1/3 mil...</i>	One item with Yes, No, and Don't Know as possible responses
		SLGO Questions 7-9: <i>Here are a group of statements about some of the ways the library can add value to the community...</i>	Seventeen items rated using a 7-point Likert scale with responses ranging from 1-Strongly Disagree to 7-Strongly Agree

Each of the surveys was reviewed by the investigator to ensure that the surveys gathered the data necessary to answer the research questions. The public library director's survey was also reviewed by former public library directors who were not members of the survey population. Additional review of the local government officials' survey was provided by people who have worked as members of municipal government. These reviews helped the investigator refine the items so that they contained a minimum of library jargon and used language that was familiar to the target audiences. The additional reviews also confirmed the usability of the survey interface and the investigator's completion time estimates for each of the surveys.

The first survey administered was the survey of public library directors. The recruitment letters were mailed to each of the selected public library directors. Two weeks after the recruitment letters were mailed, the survey emails were sent to the library directors. The survey was open for responses for four weeks. Recruitment letters for the survey of local government officials were sent to the selected mayors approximately two months after the survey emails were sent to the public library directors. Two weeks later

the local government officials' survey emails and the mailings with the print surveys were sent. The local government officials' survey was open for responses for four weeks after the email link was sent.

The completed survey data was transferred into *Microsoft Excel* and *IBM SPSS* for data analysis. The analysis of the collected data, presented in chapter five, will focus on using the data to provide responses to the research questions and address the research propositions. The present study was the first use of these survey instruments so an examination of the resultant data may be useful. To facilitate this examination the survey findings, in the form of detailed descriptive statistics for the collected data, are presented in chapter four.

Chapter Four – Descriptive Statistics

The purpose of this study was to examine the relationships between constructs of library value and public library funding. This was accomplished by examining ideas about library value and then testing to see if there were any relationships between specific ideas about library value and library funding above the legally required minimum level of 1/3 mil. Data for this study was collected from mayors and public library directors in New Jersey municipalities that provide local tax support for municipal public libraries. This is an exploratory study and the instruments used to collect the data were developed specifically for this study. An examination of the descriptive statistics provides insights into the strengths and weaknesses of data collected to support the exploration of this topic using these previously untested instruments. This chapter presents the descriptive statistics for the collected data. Discussion of the research questions and additional data analysis is presented in chapter five.

Survey of Local Government Officials

The survey of local government officials (mayors) was administered in both an online and a paper format. The study population was 255 mayors, and the original plan was to administer the survey via email, however email addresses were available for only 170 mayors. These 170 mayors were sent recruitment letters informing them about the survey and asking the mayors to take the survey when they received an email with the link. 170 emails were sent and four were returned as undeliverable leaving a total online survey population of 166 mayors. The online survey was completed by 27 mayors. Eighty-five of the mayors did not have a publicly available email address and were sent a print version of the survey. The print survey was completed by 25 mayors. Copies of the

recruitment letters, survey emails, and survey instruments are available in the Appendices. A total of 52 usable print and online surveys were returned for a response rate of 20.7 percent. Table 4.1 shows the number of municipalities in the survey population by county along with the number of usable surveys returned to the researcher.

**Table 4.1: Survey of Local Government Officials:
Number of Municipalities in Survey Population and
Number of Usable Surveys Returned**

County	Municipalities in Survey Population	Usable Responses Returned
Atlantic	4	0
Bergen	61	13
Burlington	3	1
Camden	13	4
Cape May	2	0
Cumberland	3	1
Essex	20	5
Gloucester	8	4
Hudson	10	3
Hunterdon	3	0
Mercer	5	0
Middlesex	24	5
Monmouth	14	0
Morris	31	8
Ocean	1	0
Passaic	15	4
Salem	5	0
Somerset	6	1
Sussex	1	0
Union	20	2
Warren	6	0
No demographic data ¹		1
Totals	255²	52

Notes: ¹ This row represents the respondent who submitted a usable survey but opted not to respond to the survey items requesting demographic data.

² This figure represents the total population that met the study criteria. The response rate calculation uses 251 which is the number of surveys that were successfully delivered to potential respondents.

The survey had four sections and took participants approximately 15 minutes to complete. The first section of the survey consisted of six questions, which provided the informed consent document and gathered demographic data from the respondents. The

county and municipality data was used to ensure that there were no duplicate responses. The second section asked respondents to rate the importance of 15 statements about library value. The third section asked respondents to rate the importance of nine types of information to their most recent library budget decision. The final section consisted of two open-ended questions that asked respondents to tell what had the greatest and least influence on their most recent library budget decision. Codes were created for each of the items on the survey to facilitate the analysis of the data. The code book for the study is available in Appendix F.

Mayors' ratings of value statements.

The mayors were asked to use a 7-point scale to rate their level of agreement with statements describing ways that their public library adds value to their community. The scale used two anchor terms: the number one represented "Strongly Disagree" and the number seven represented "Strongly Agree." The rest of the scale was represented by the numbers two through six with higher numbers indicating stronger levels of agreement. Cronbach's alpha was computed to assess whether the 15 variables that were used to measure library value formed a reliable scale. The alpha for the 15 items was 0.906, which indicates that the items have a good level of internal consistency and reliability. Table 4.2 presents the descriptive statistics for the mayors' ratings of the value statements.

The mayors indicate that providing access to traditional library materials and provision of free Internet access are the most important ways that the library adds value to the community. This is closely followed by programming for children and teens, and the provision of librarians who are knowledgeable about available community resources.

The mayors believe that the library adds the least value to the community by helping people access e-government services and by providing help to local businesses.

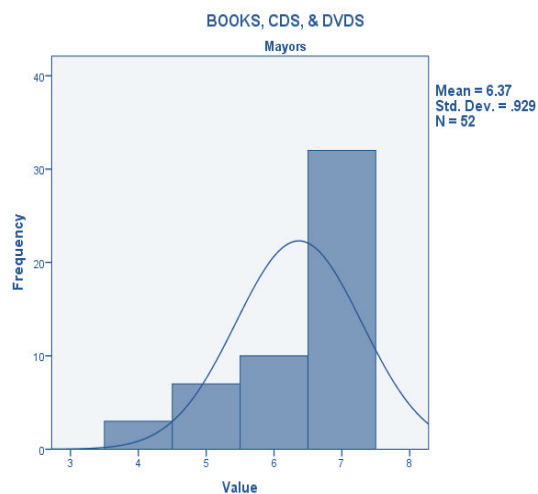
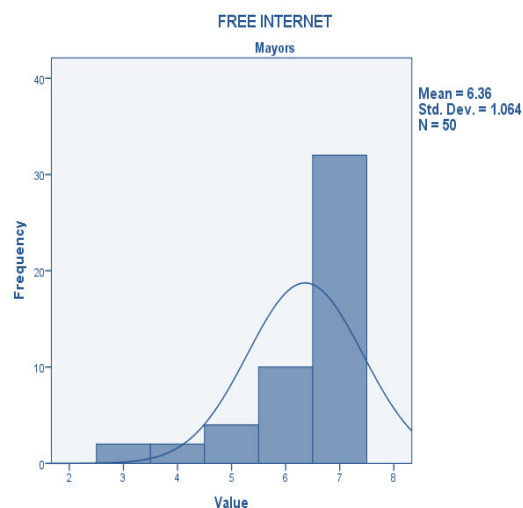
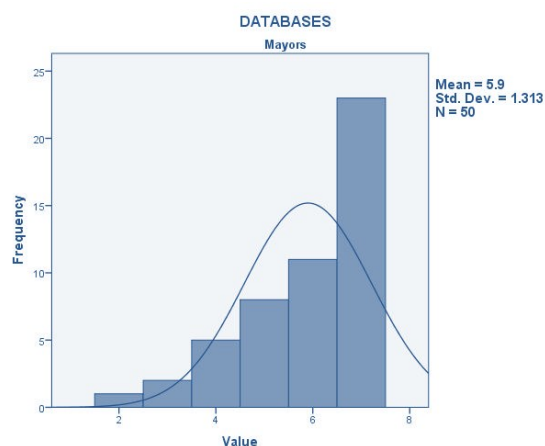
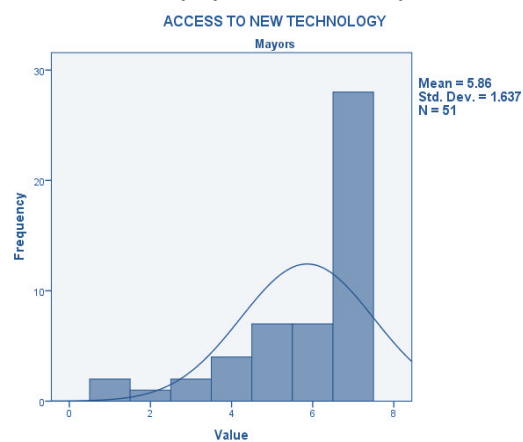
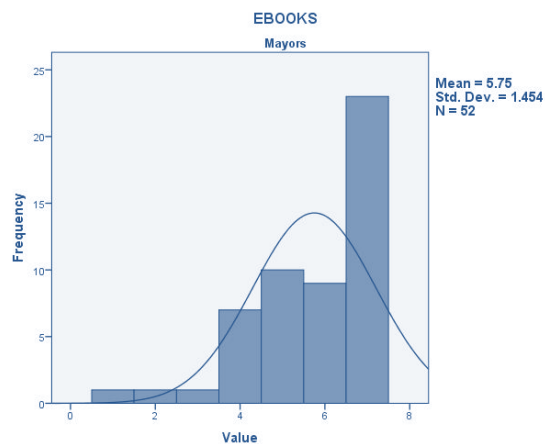
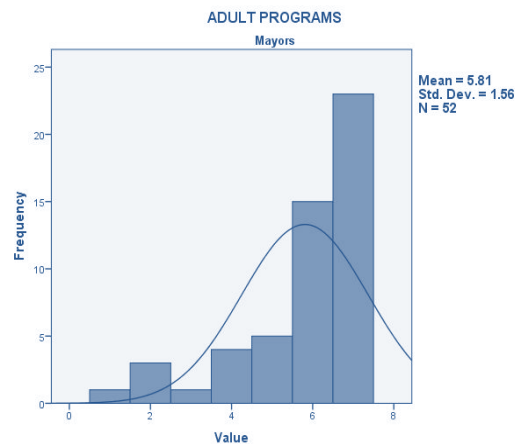
Table 4.2: Descriptive Statistics of the Mayors' Ratings of Library Value Statements

Variable ²	N	Mean	SD	% Strongly Agree that this adds value(7)	% Disagree that this adds value (1-3) ¹
BKCDDVD	52	6.37	0.929	61.5	0.0
FREEINT	50	6.36	1.064	64.0	4.0
DATABSE	50	5.90	1.313	46.0	6.0
NEWTECH	51	5.86	1.637	54.9	9.8
EBOOKS	52	5.75	1.454	44.2	5.8
ADLTPRO	52	5.81	1.560	44.2	9.6
KIDPRO	52	6.25	1.219	57.7	3.8
CINFOR	52	5.46	1.421	30.8	7.7
JBSRCH	51	5.75	1.339	41.2	7.8
EGOV	52	4.60	2.089	28.8	42.3
LRNTECH	52	5.63	1.621	44.2	9.6
MEETSPA	52	5.31	1.995	38.5	19.2
BUSHLP	50	4.80	1.690	24.0	22.0
RESLIBR	52	6.10	1.332	53.8	5.8
EDLLIBR	52	5.94	1.434	46.2	7.7

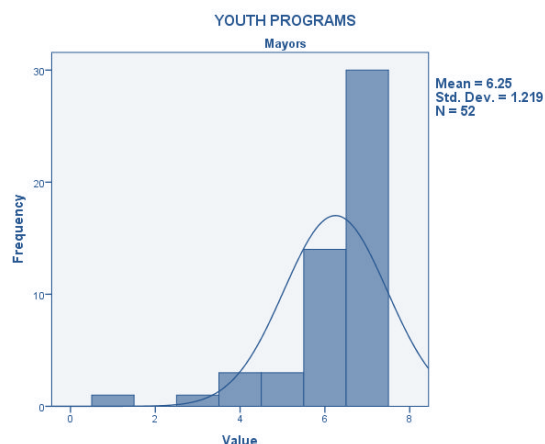
Notes: ¹ The "Disagree" value includes all responses entered as 1, 2, or 3. This range was selected because it included the lowest level responses across all variables.

² See the Code Book for Quantitative Analysis (Appendix F) for descriptions of the variable names.

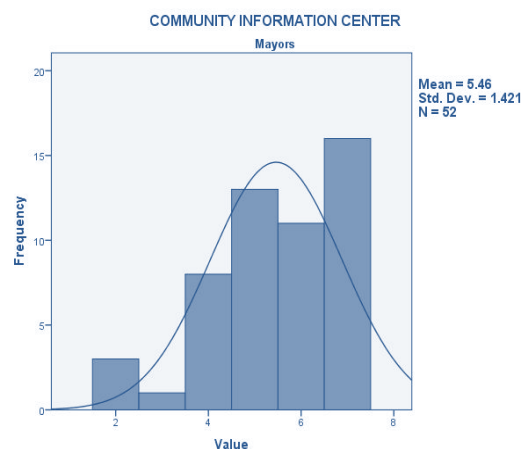
Figure 4.1 presents the histograms of variables derived from the mayors' responses to the value statements (shown as sub-figures 4.1.1 to 4.1.15). These diagrams show the symmetry of the responses for each variable. What is clear from the figures is that the distributions for the responses are asymmetric and the responses of most items are negatively skewed. The exceptions are Figure 4.1.8 which has an almost symmetrical distribution; and Figures 4.1.10 and 4.1.13 which while still negatively skewed, are more symmetrical than most of the other variables in this group.

Figure 4.1: Frequency Distributions of Mayors' Ratings of Library Value Statements**4.1.1: Library adds value by providing access to Books, CDs, and DVDs****4.1.2: Library adds value by providing free access to high speed Internet****4.1.3: Library adds value by providing access to databases****4.1.4: Library adds value by providing access to new technologies such as e-book readers, music/audiobook players, or tablet computers****4.1.5: Library adds value by providing access to e-books****4.1.6: Library adds value by providing programs and activities for adults**

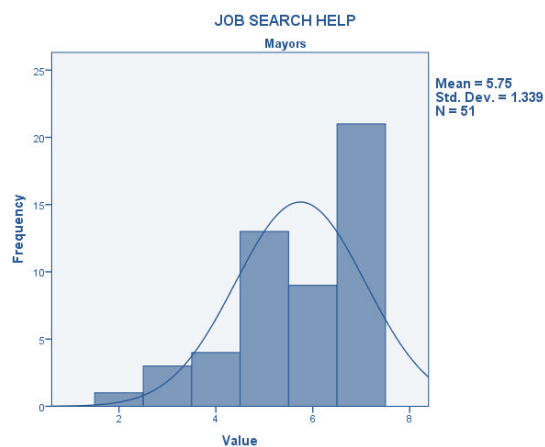
4.1.7: Library adds value by providing programs and activities for teens and young children



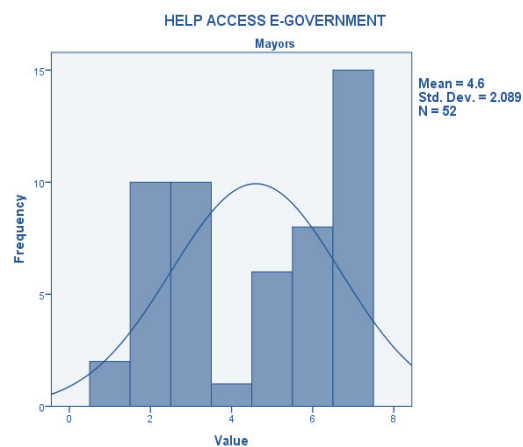
4.1.8: Library adds value by keeping people informed about community activities



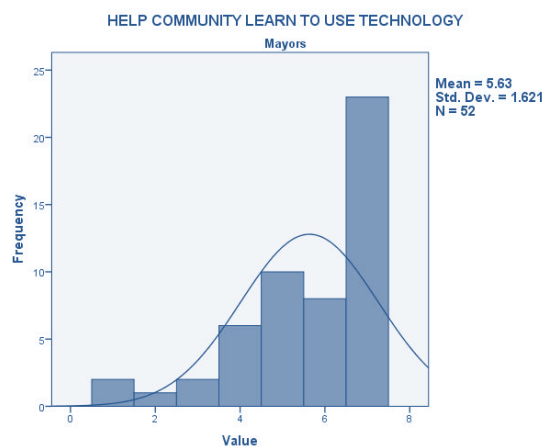
4.1.9: Library adds value by helping people with job-search related activities



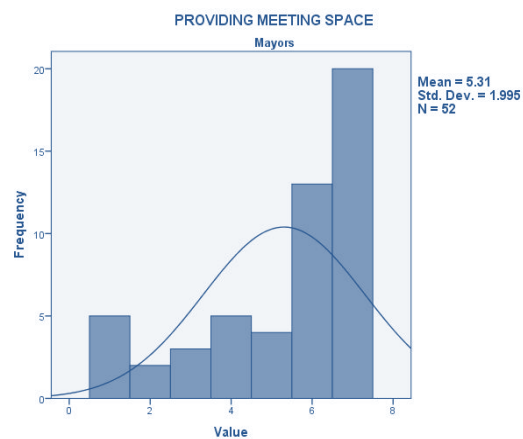
4.1.10: Library adds value by helping people access e-government services (requesting permits, license renewals, etc.)



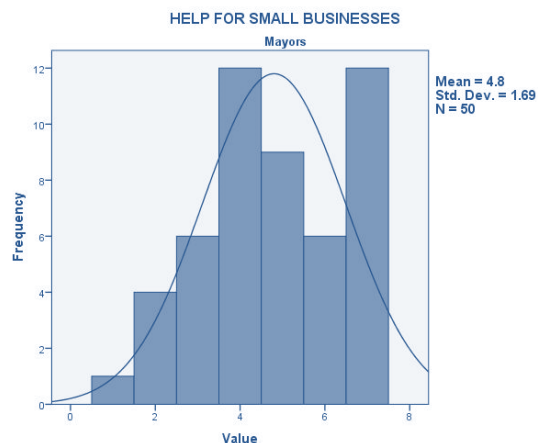
4.1.11: Library adds value by helping people learn to use technological devices, such as e-book readers, music/audiobook players, and tablet computers



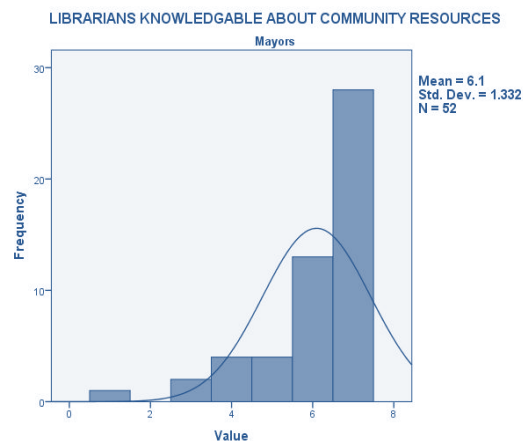
4.1.12: Library adds value to the community by providing community meeting spaces



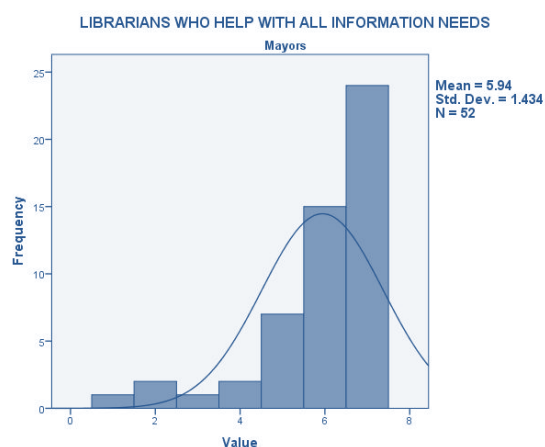
4.1.13: Library adds value by providing services and support for local businesses



4.1.14: Library adds value by providing librarians who know the resources available in the community



4.1.15: Library adds value by providing librarians who can help people find the information they want and need for everyday living and in extraordinary situations that arise in their lives



Mayors' ratings of budget statements.

The mayors were also asked to use a 7-point scale to rate the importance of specific types of information to their most recent library budget decisions. The scale used two anchor terms: the number one represented "Not Important" and the number seven represented "Very Important." The rest of the scale was represented by the numbers two through six with higher numbers indicating stronger levels of agreement. Cronbach's alpha was computed to assess whether the nine variables that were used to

measure the construct of important budget information formed a reliable scale. The alpha for the nine items was 0.884, indicating that the items have an acceptable level of internal consistency and are a reliable measurement of the construct of information of importance to your library budget decision.

Table 4.3 presents the descriptive statistics for the mayors' ratings of the budget information statements. The mayors felt that what the library was able to accomplish with existing budgets and staff, how many people used various library programs, and how well the library managed its money were the most important factors in their recent library budget decisions. The mayors were least influenced by media coverage of library events.

Table 4.3: Descriptive Statistics of the Mayors' Ratings of the Importance of Library Information to their Most Recent Budget Decision

Variable ²	N	Mean	SD	% Very important for budget (7)	% Not important for budget (1-3) ¹
PROGUSE	48	5.92	1.108	33.3	4.2
IMPACT	48	5.27	1.455	16.7	14.6
UTEST	48	4.73	1.634	14.6	22.9
BUDSTAF	49	5.96	1.172	44.9	4.1
MONEY	48	5.92	1.471	54.2	6.3
GOVPART	48	4.56	1.844	16.7	27.1
COMPART	48	4.63	1.632	12.5	20.8
MEDIA	48	4.25	1.919	16.7	35.4
STANDS	48	4.52	1.856	16.7	27.1

Notes: ¹ The "Disagree" value includes all responses entered as 1, 2, or 3. This range was selected because it included the lowest level responses across all variables.

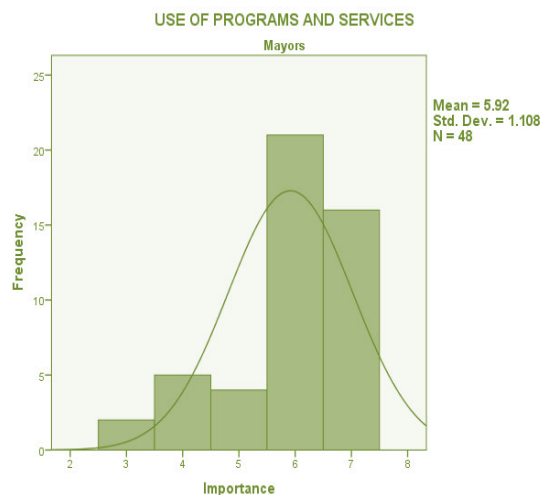
² See the Code Book for Quantitative Analysis (Appendix F) for descriptions of the variable names.

Figure 4.2 presents the histograms showing the frequency distributions of the mayors' responses to the importance of certain types of information to their most recent budget decisions (shown as sub-figures 4.2.1 to 4.2.9). The distributions of the responses that make up these variables are more symmetrical than those shown in Figure 4.1;

however the distributions shown in figures 4.2.1-4.2.4 show a high level of negative skewness which indicates a higher level of agreement on the importance of these variables.

Figure 4.2: Frequency Distributions of Mayors' Ratings of the Importance of Information to Budget Decisions

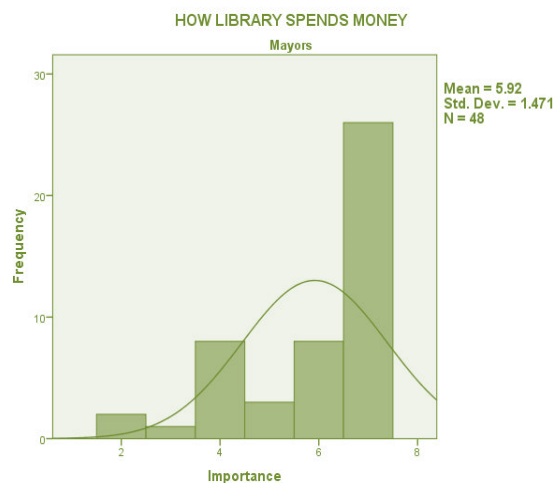
4.2.1: How many people use various library programs



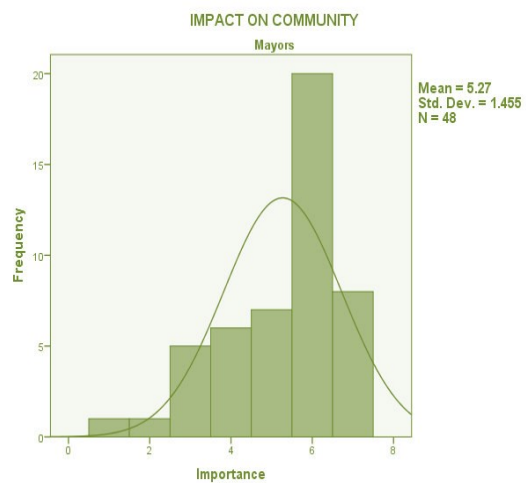
4.2.2: What the library as able to achieve given existing budget and staff levels



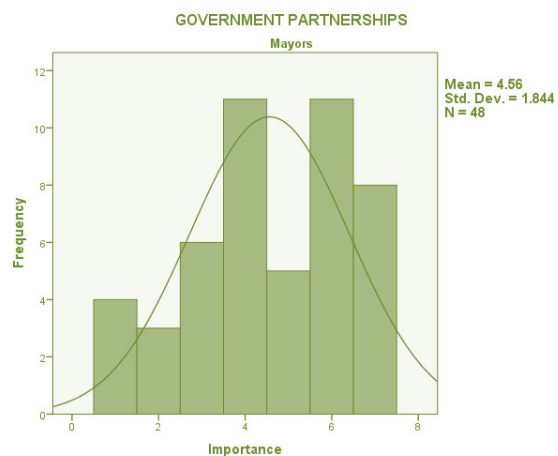
4.2.3: How well the library manages its money



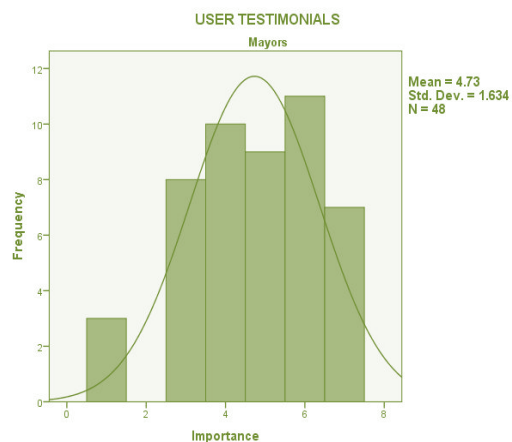
4.2.4: The impact of library programs and services on specific segments of the community



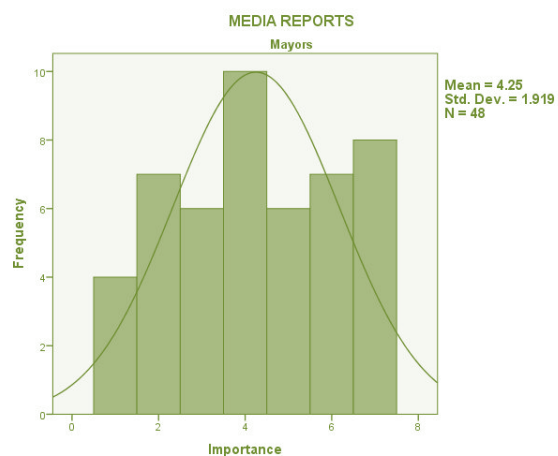
4.2.5: The library's partnerships with other government agencies



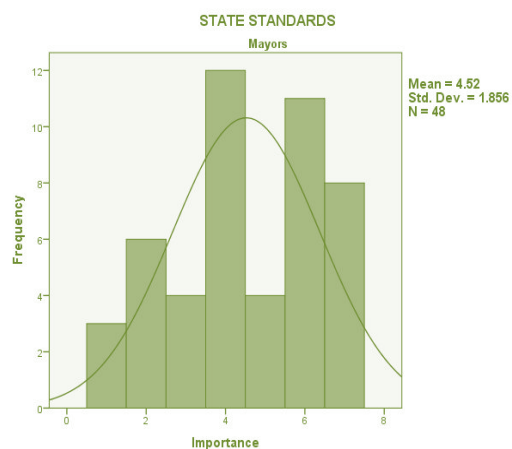
4.2.6: User testimonials about various library programs



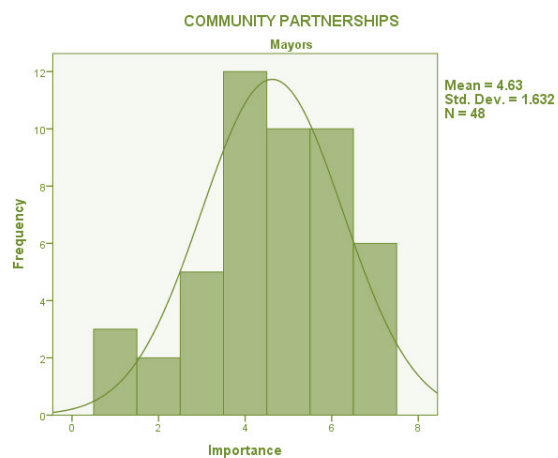
4.2.7: Reports of media coverage of library activities and events



4.2.8: NJ public library standards for staffing levels and hours of service



4.2.9: The library's partnerships with community organizations



In addition to the survey questions, respondents were asked to complete two open-ended questions asking them to describe what had the greatest influence and what had the least influence on their most recent library budget decision. There were 45 usable responses to these questions.

Survey of Public Library Directors

The survey of public library directors (library directors) was administered online. The population for the survey was the directors of the 252 municipal public libraries in New Jersey. Each library director was sent an initial recruitment letter via the U.S. Postal service. The letter described the survey and asked the library directors to take the survey when they received the email with the link. One library director responded to the recruitment letter by refusing to participate in the survey. Emails were sent to the remaining 251 library directors in the sample. Nine of the emails were returned as undeliverable, reducing the actual population for this survey to 242 possible respondents. A total of 88 usable surveys were returned for a response rate of 36.4 percent. Copies of the recruitment letters, survey emails, and survey instruments are available in the Appendices. The survey had six sections and took participants approximately 20 minutes to complete. Table 4.4 shows the number of libraries in the survey population by county along with the number of usable surveys returned to the researcher.

The first six questions of the survey provided the informed consent document and gathered demographic data from the respondents. The county and municipality data was used to ensure that there were no duplicate responses. The second section asked respondents to rate the importance of 15 statements about library value. The third section asked respondents to rate the importance of nine types of information to their most recent

library budget request. The fourth and fifth sections asked respondents about the likelihood of using certain kinds of information when communicating about their library's value to library colleagues and to governmental officials.

Table 4.4: Survey of Public Library Directors: Number of Libraries in Survey Population and Number of Usable Surveys Returned

County	Libraries in Survey Population	Usable Responses Returned
Atlantic	4	1
Bergen	61	15
Burlington	3	2
Camden	13	5
Cape May	2	1
Cumberland	3	2
Essex	20	5
Gloucester	8	3
Hudson	10	5
Hunterdon	3	1
Mercer	5	1
Middlesex	24	11
Monmouth	13	4
Morris	31	12
Ocean	1	0
Passaic	15	6
Salem	4	0
Somerset	6	4
Sussex	1	1
Union	20	6
Warren	5	1
No demographic data ¹		2
Totals	252²	88

Notes: ¹ This row represents the respondent who submitted a usable survey but opted not to respond to the survey items requesting demographic data.

² This figure represents the total population that met the study criteria. The response rate calculation uses 242 which is the number of surveys that were successfully delivered to potential respondents.

The final section consisted of two open-ended questions that asked respondents to tell what had the greatest and least influence on the success of their most recent budget request. Codes were created for each of the items on the survey to facilitate the analysis of the data. The code book for the study is available in Appendix F.

Public library directors' ratings of value statements.

The library directors were asked to use a 7-point scale to rate their level of agreement with statements describing ways that their public library adds value to their community. The scale used two anchor terms: the number one represented “Strongly Disagree” and the number seven represented “Strongly Agree.” The rest of the scale was represented by the numbers two through six with higher numbers indicating stronger levels of agreement. These were the same items used in the survey of local government officials so the internal reliability and consistency of the scale is the same as reported for that survey ($\alpha = 0.906$).

Table 4.5 presents the descriptive statistics for the library directors' ratings of the value statements. The library directors indicate that the provision of free Internet access and providing access to traditional library materials are the most important ways that the library adds value to the community. This is closely followed by programming for children and teens, the provision of librarians who are knowledgeable about available community resources, access to databases, provision of librarians to help with everyday life information needs, programming for adults, and providing access to e-books. The library directors believe that the library adds the least value to the community by providing help to local businesses.

Figure 4.3 presents the histograms of variables derived from the library directors' responses to the value statements (shown as sub-figures 4.3.1 to 4.3.15). These diagrams show the symmetry of the responses for each variable. What is clear from the figures is that the distributions for the responses are asymmetric and the responses of most items

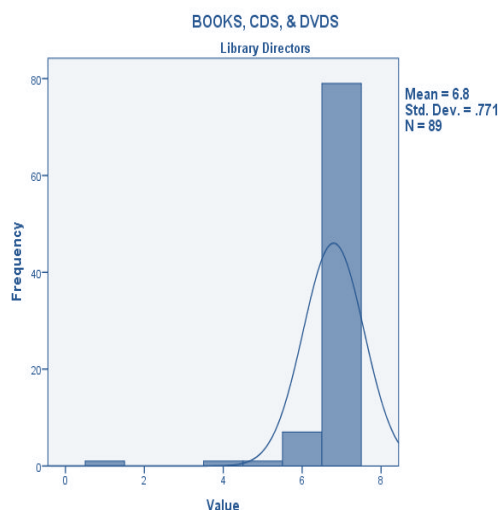
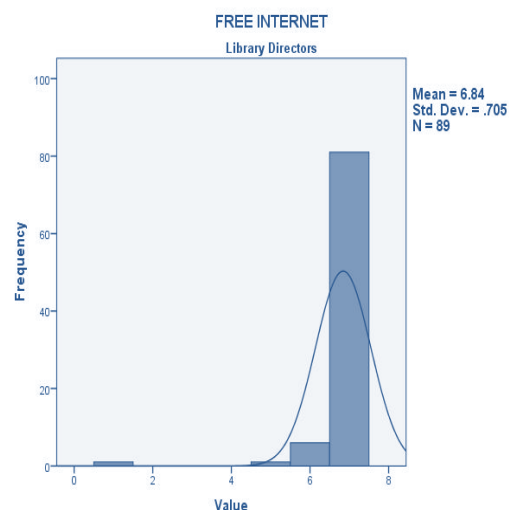
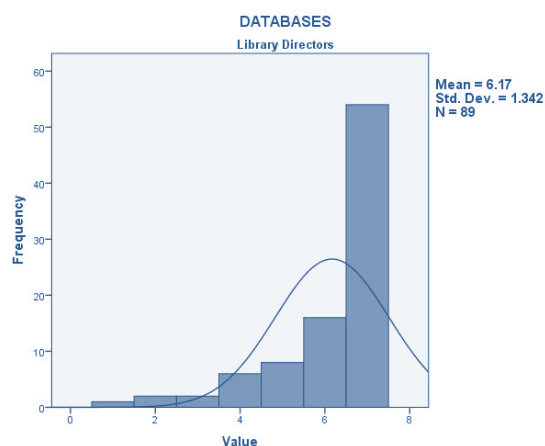
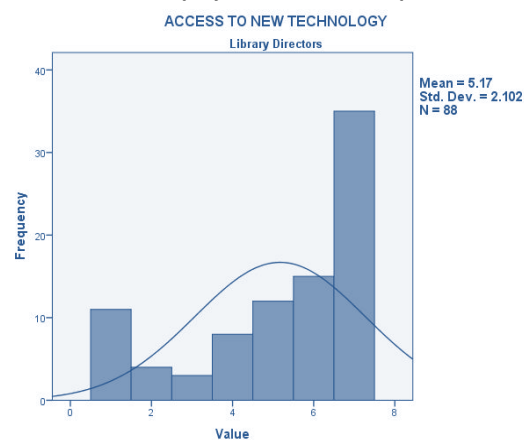
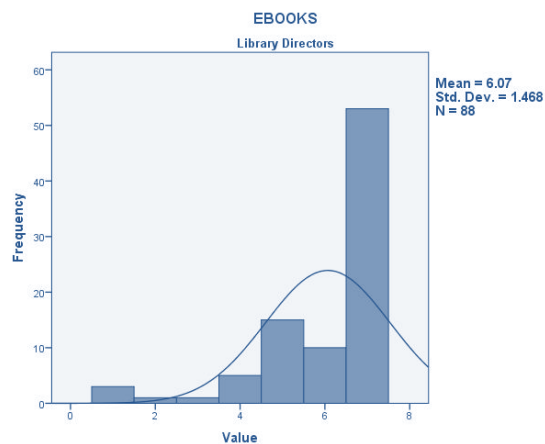
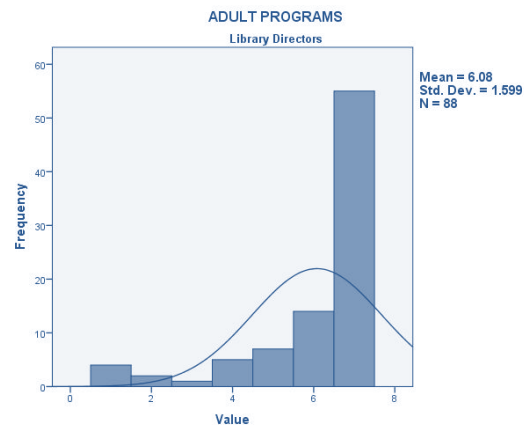
are negatively skewed. The exception is sub-figure 4.3.13 which has an almost symmetrical distribution.

Table 4.5: Descriptive Statistics of the Library Directors' Ratings of the Importance of Library Value Statements

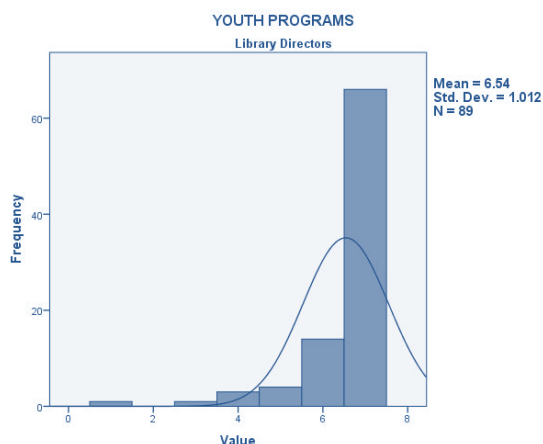
Variable²	N	Mean	SD	% Strongly Agree that this adds value(7)	% Disagree that this adds value (1-3)¹
BKCDDVD	89	6.80	0.771	88.0	1.1
FREEINT	89	6.84	0.705	91.0	1.1
DATABSE	89	6.17	1.342	60.7	5.6
NEWTECH	88	5.17	2.102	39.8	20.5
EBOOKS	88	6.07	1.468	60.2	5.7
ADLTPRO	88	6.08	1.599	62.5	8.0
KIDPRO	89	6.54	1.012	74.2	2.2
CINFOR	89	5.82	1.328	40.4	5.6
JBSRCH	89	5.90	1.500	51.7	10.1
EGOV	89	5.04	2.061	38.2	24.7
LRNTECH	88	5.60	1.772	43.2	12.5
MEETSPA	89	5.79	1.806	57.3	13.5
BUSHLP	89	4.98	1.732	23.6	20.2
RESLIBR	89	6.22	1.250	59.6	4.5
EDLLIBR	89	6.13	1.546	64.0	6.7

Notes: ¹ The "Disagree" value includes all responses entered as 1, 2, or 3. This range was selected because it included the lowest level responses across all variables.

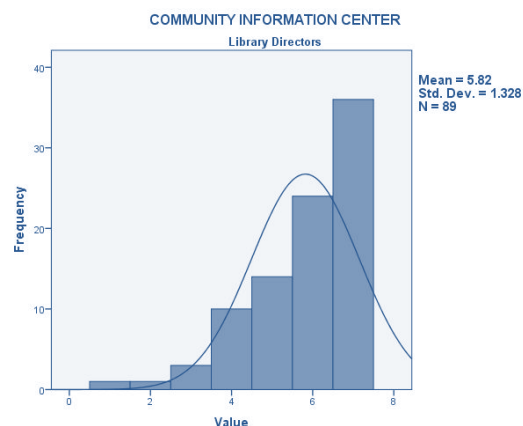
² See the Code Book for Quantitative Analysis (Appendix F) for descriptions of the variable names.

Figure 4.3: Frequency Distributions of Library Directors' Ratings of Library Value Statements**4.3.1: Library adds value by providing access to Books, CDs, and DVDs****4.3.2: Library adds value by providing free access to high speed Internet****4.3.3: Library adds value by providing access to databases****4.3.4: Library adds value by providing access to new technologies such as e-book readers, music/audiobook players, or tablet computers****4.3.5: Library adds value by providing access to e-books****4.3.6: Library adds value by providing programs and activities for adults**

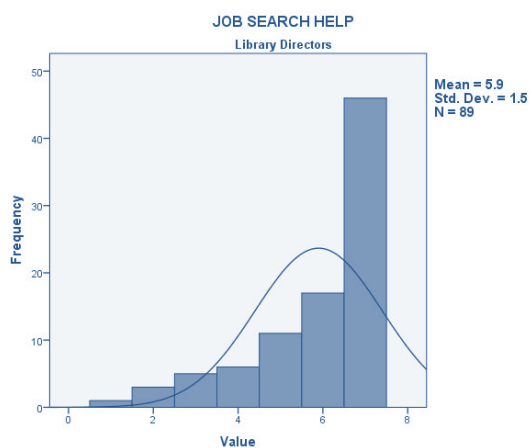
4.3.7: Library adds value by providing programs and activities for teens and young children



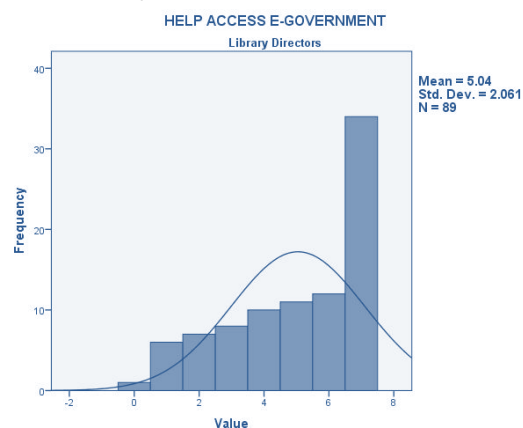
4.3.8: Library adds value by keeping people informed about community activities



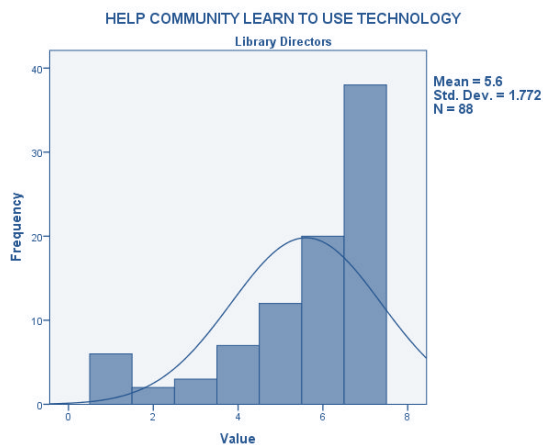
4.3.9: Library adds value by helping people with job-search related activities



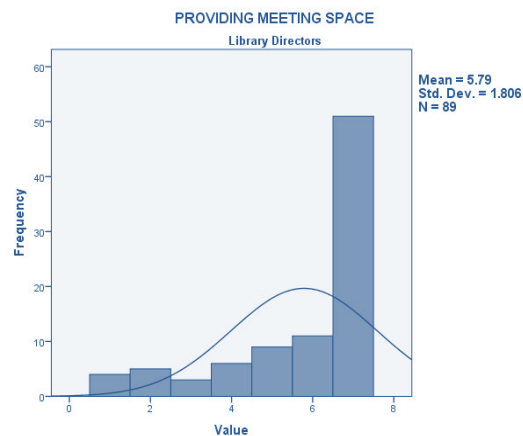
4.3.10: Library adds value by helping people access e-government services (requesting permits, license renewals, etc.)



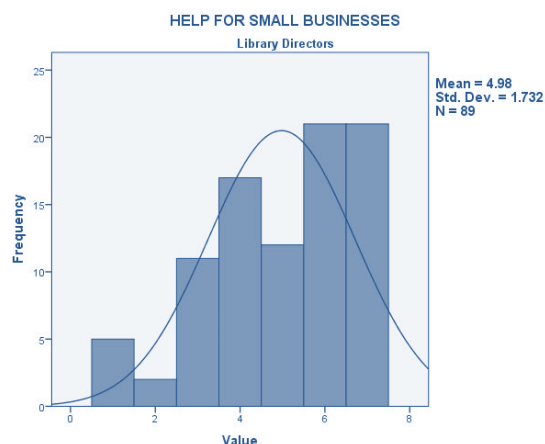
4.3.11: Library adds value by helping people learn to use technological devices, such as e-book readers, music/audiobook players, and tablet computers



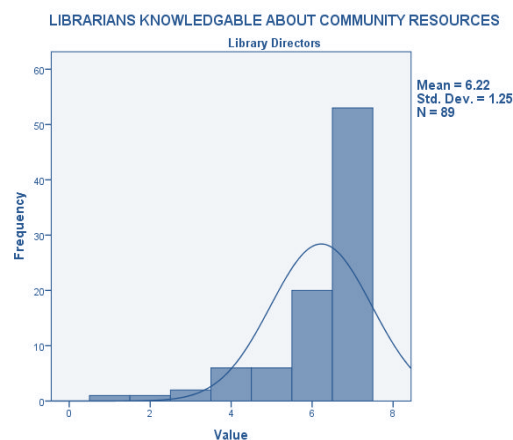
4.3.12: Library adds value to the community by providing community meeting spaces



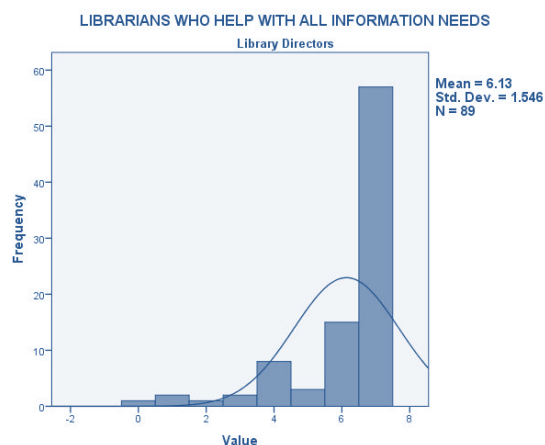
4.3.13: Library adds value by providing services and support for local businesses



4.3.14: Library adds value by providing librarians who know the resources available in the community



4.3.15: Library adds value by providing librarians who can help people find the information they want and need for everyday living and in extraordinary situations that arise in their lives



Public library directors' ratings of budget statements.

The library directors were asked to use a 7-point scale to rate the importance of specific types of information to their most recent library budget requests. The scale used two anchor terms: the number one represented “Not Important” and the number seven represented “Very Important.” The rest of the scale was represented by the numbers two through six with higher numbers indicating greater importance. These were the same

items used in the survey of local government officials so the internal reliability and consistency of the scale is the same as in that survey ($\alpha = 0.884$).

Table 4.6 presents the descriptive statistics for the library directors' ratings of the budget information statements. The library directors' responses suggest how many people used various library programs, what the library was able to accomplish with existing budgets and staff, and how well the library managed its money were the most important kinds of information to include in their most recent budget requests. Their responses indicate that information about the library's compliance with state standards was the least important information that could be included in their budget requests.

Table 4.6: Descriptive Statistics of the Library Directors' Ratings of the Importance of Library Information to Their Most Recent Budget Request

Variable ²	N	Mean	SD	% Very important for budget (7)	% Not important for budget (1-3) ¹
PROGUSE	88	6.15	1.419	58.0	6.8
IMPACT	88	5.27	1.837	34.1	15.8
UTEST	88	4.94	2.053	36.4	22.7
BUDSTAF	88	5.91	1.630	53.4	10.2
MONEY	88	5.76	1.729	50.0	11.4
GOVPART	87	4.71	1.855	21.8	19.5
COMPART	88	5.02	1.851	28.4	18.2
MEDIA	88	4.40	1.879	13.6	28.4
STANDS	88	4.25	2.024	14.8	33.0

Notes: ¹ The "Disagree" value includes all responses entered as 1, 2, or 3. This range was selected because it included the lowest level responses across all variables.

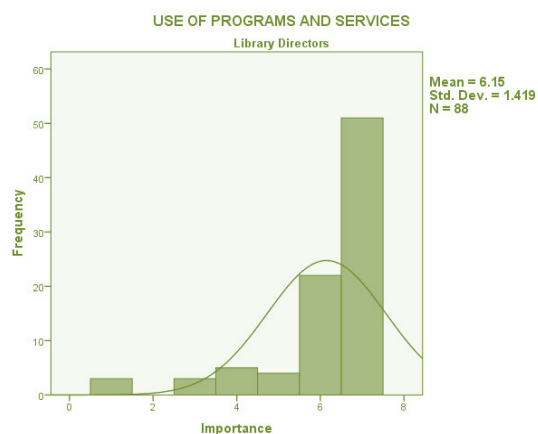
² See the Code Book for Quantitative Analysis (Appendix F) for descriptions of the variable names.

Figure 4.4 presents the histograms showing the frequency distributions of the library directors' ratings of the importance of certain types of information to their most recent budget decisions (shown as sub-figures 4.4.1 to 4.4.9). The distributions of the responses that make up these variables are more symmetrical than those shown in Figure 4.3; however the distributions shown in sub-figures 4.4.1-4.4.3 show a high level of

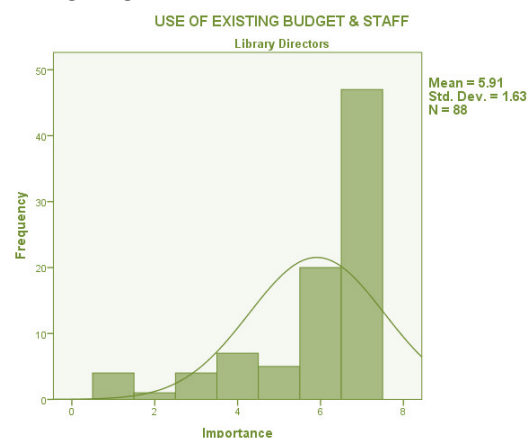
negative skewness which indicates a higher level of agreement on the importance of these variables.

Figure 4.4: Frequency Distributions of Library Directors' Ratings of the Importance of Certain Types of Information to Budget Request

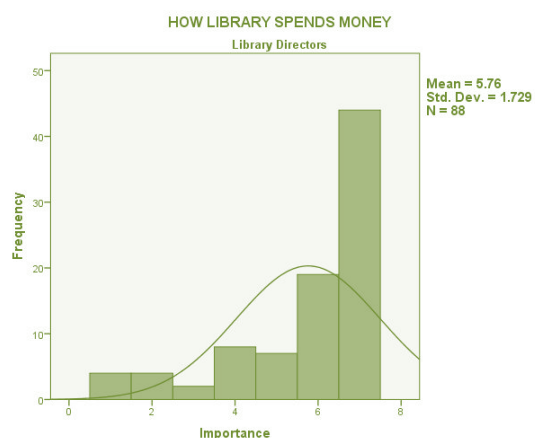
4.4.1: How many people use various library programs



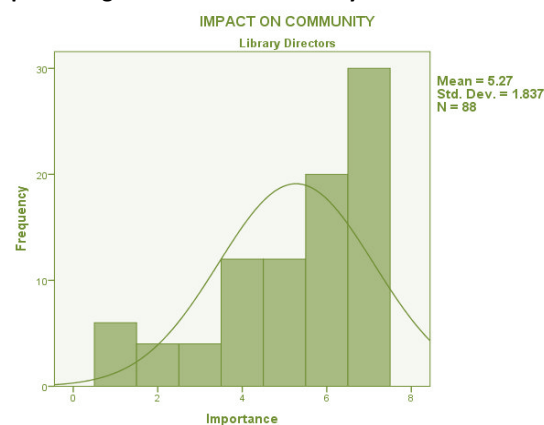
4.4.2: What the library is able to achieve given existing budget and staff levels



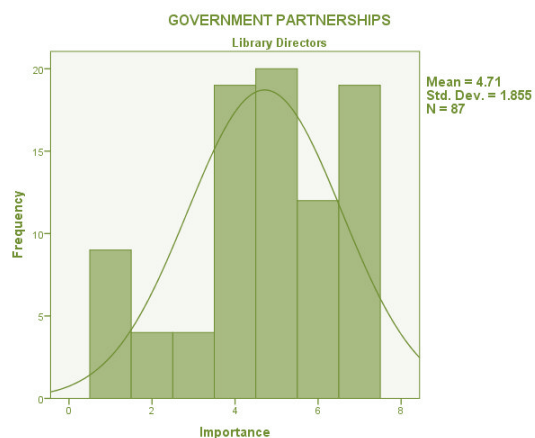
4.4.3: How well the library manages its money



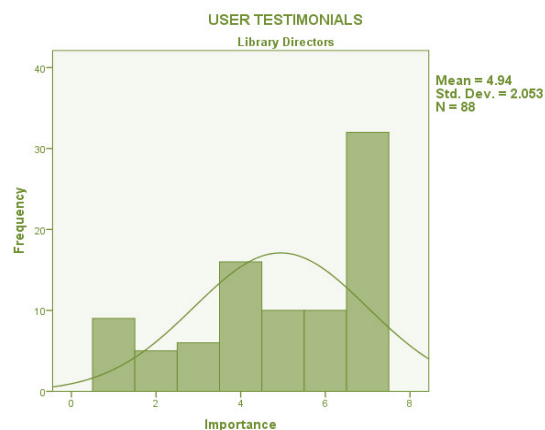
4.4.4: The impact of library programs and services on specific segments of the community



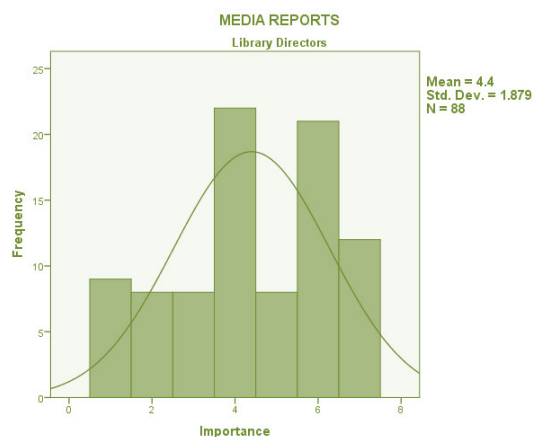
4.4.5: The library's partnerships with government agencies



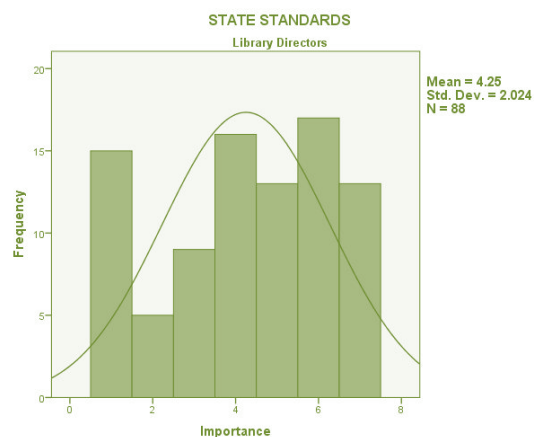
4.4.6: User testimonials about various library programs



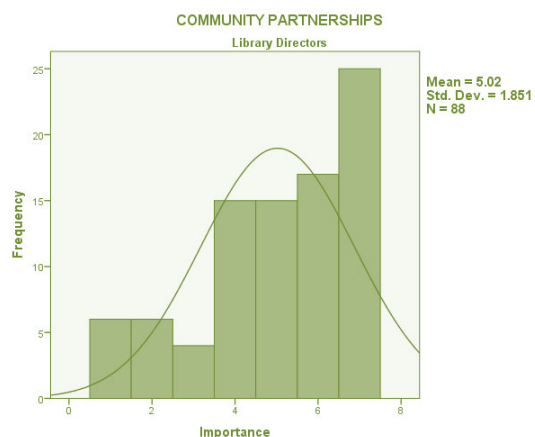
4.4.7: Reports of media coverage of library activities and events



4.4.8: NJ public library standards for staffing levels and hours of service



4.4.9: The library's partnerships with community organizations



Communicating library value to library colleagues.

The library directors were asked to use a 7-point scale to rate their likelihood of using certain kinds of information when communicating about their library's value to other library colleagues. The scale used two anchor terms: the number one represented "Not Likely" and the number seven represented "Very Likely." The rest of the scale was represented by the numbers two through six with higher numbers indicating increased likelihood of using a particular type of information. Cronbach's alpha was computed to assess whether the six variables that were used to measure communication of value to colleagues formed a reliable scale. The alpha for the six items was 0.769, which indicates that the items have a reasonable level of internal consistency and reliability.

Table 4.7: Descriptive Statistics of the Library Directors' Ratings of the Likelihood of Using Certain Types of Information to Communicate Library Value to Library Colleagues

Variable ²	N	Mean	SD	% Very likely to Communicate (7)	% Not likely to Communicate (1-3) ¹
LPROGUSE	88	5.82	1.459	43.2	8.0
LBUDSTAF	89	5.75	1.384	38.2	9.0
LMONEY	89	5.45	1.581	33.7	12.4
LIMPACT	88	5.64	1.620	44.3	11.4
LCOMPART	89	5.43	1.658	33.7	15.7
LGOVPART	89	5.15	1.825	31.5	19.1

Notes: ¹ The "Disagree" value includes all responses entered as 1, 2, or 3. This range was selected because it included the lowest level responses across all variables.

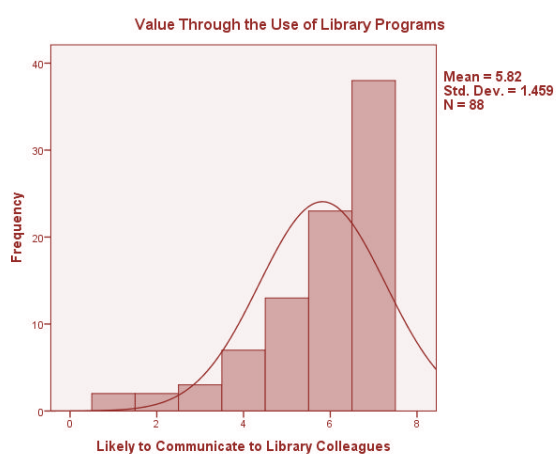
² See the Code Book for Quantitative Analysis (Appendix F) for descriptions of the variable names.

Table 4.7 presents the descriptive statistics for the library directors' ratings of their likelihood of using certain types of information to communicate library value to library colleagues. The close dispersion of the means, with only .67 between the highest and lowest values, suggests that library directors are very likely to discuss all of the constructs represented by these variables when they are communicating about their

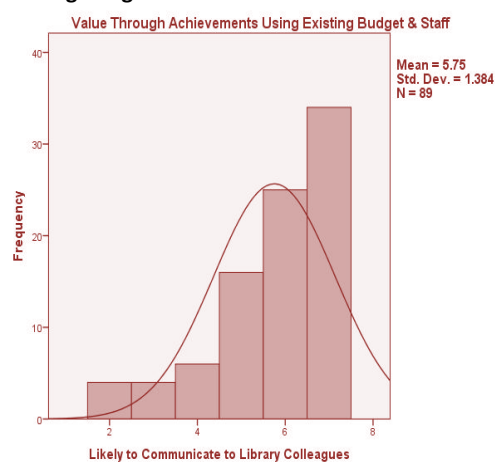
library's value to library colleagues. Figure 4.5 presents the histograms showing the frequency distributions of the library directors' ratings of their likelihood of using certain types of information to communicate their library's value to library colleagues (shown as sub-figures 4.5.1 to 4.5.6). The distributions of the responses that make up these variables are less skewed than some of the previous distributions from this dataset, but visually there are still a higher number of very likely responses to all of the variables in this group.

Figure 4.5: Frequency Distributions of Library Directors' Ratings of the Likelihood of Using Certain Types of Information to Communicate Library Value to Library Colleagues

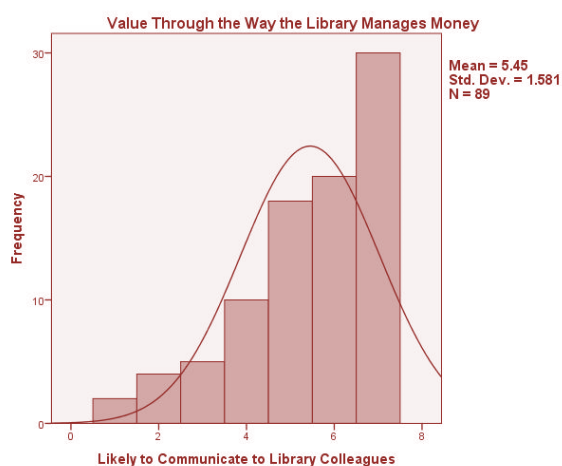
4.5.1: How many people use various library programs



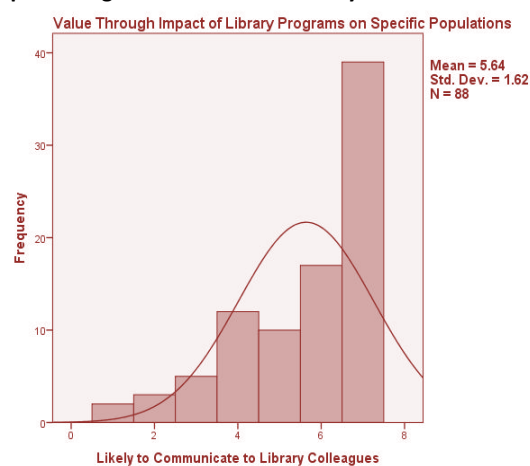
4.5.2: What the library was able to achieve given existing budget and staff levels



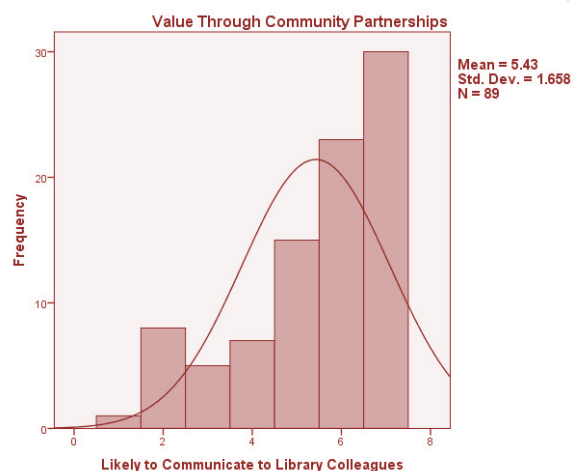
4.5.3: How well the library manages its money



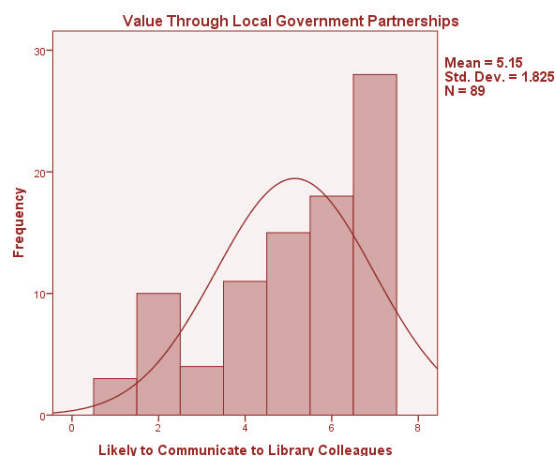
4.5.4: The impact of library programs and services on specific segments of the community



4.5.5: My library's partnerships with community organizations



4.5.6: My library's partnerships with other local government agencies



Communicating library value to government officials.

The library directors were asked to use a 7-point scale to rate their likelihood of using certain kinds of information when communicating about their library's value to governmental officials. The scale used two anchor terms: the number one represented "Not Likely" and the number seven represented "Very Likely." The rest of the scale was represented by the numbers two through six with higher numbers indicating increased likelihood of using a particular type of information. Cronbach's alpha was computed to assess whether the six variables that were used to measure communication of value to government officials formed a reliable scale. The alpha for the six items was 0.743, which indicates that the items have an acceptable level of internal consistency and reliability.

Table 4.8 presents the descriptive statistics for the library directors' ratings of their likelihood of using certain types of information to communicate library value to governmental officials. There is a close dispersion of the means in this group, with only 0.819 between the highest and lowest values. This suggests that although there may be

more variability when communicating about the library's value to government officials, library directors are still very likely to discuss all of the concepts represented by these variables when they are communicating about their library's value to library colleagues.

Table 4.8: Descriptive Statistics of Library Directors' Ratings of the Likelihood of Using Certain Types of Information to Communicate Library Value to Government Officials

Variable ²	N	Mean	SD	% Very likely to Communicate (7)	% Not likely to Communicate (1-3) ¹
GPROGUSE	88	6.60	0.838	75.0	1.1
GBUDSTAF	89	6.48	0.893	67.4	1.1
GMONEY	89	6.51	0.978	73.0	2.2
GIMPACT	89	6.28	1.118	60.7	3.4
GCOMPART	89	6.00	1.314	50.6	4.5
GGOVPART	89	5.78	1.670	49.4	11.2

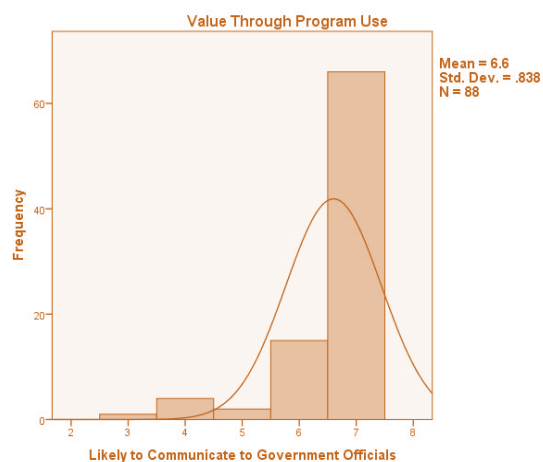
Notes: ¹ The "Disagree" value includes all responses entered as 1, 2, or 3. This range was selected because it included the lowest level responses across all variables.

² See the Code Book for Quantitative Analysis (Appendix F) for descriptions of the variable names.

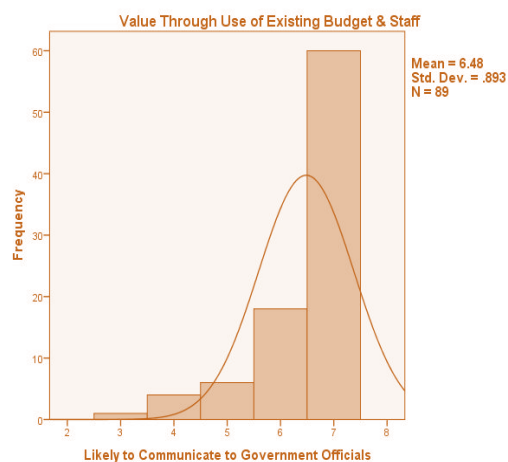
Figure 4.6 presents the histograms showing the frequency distributions of the library directors' ratings of their likelihood of using certain types of information to communicate their library's value to government officials (shown as sub-figures 4.6.1 to 4.6.6). The distributions of the responses that make up these variables exhibit the same tendency toward negative skewness that was also evident in some of the previous distributions from this dataset. Visually there are high numbers of very likely responses to all of the variables in this group suggesting that library directors are very likely to use the concepts represented by these variables when communicating about their library's value to government officials.

Figure 4.6: Frequency Distributions of Public Library Directors' Ratings of the Likelihood of Using Certain Types of Information to Communicate Library Value to Government Officials

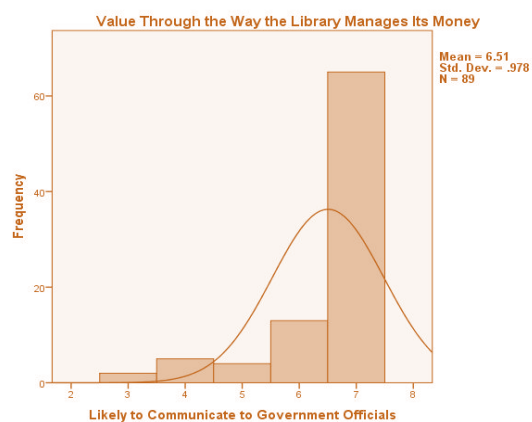
4.6.1: How many people use various library programs



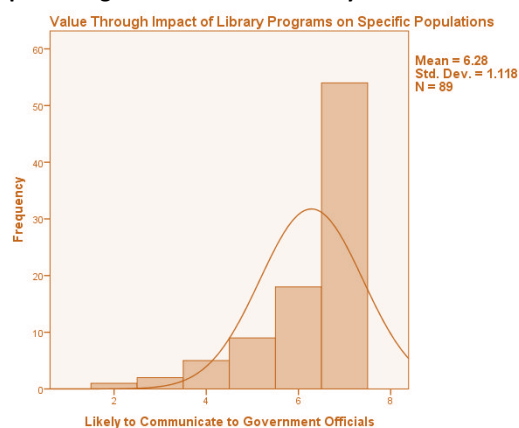
4.6.2: What the library was able to achieve given existing budget and staff levels



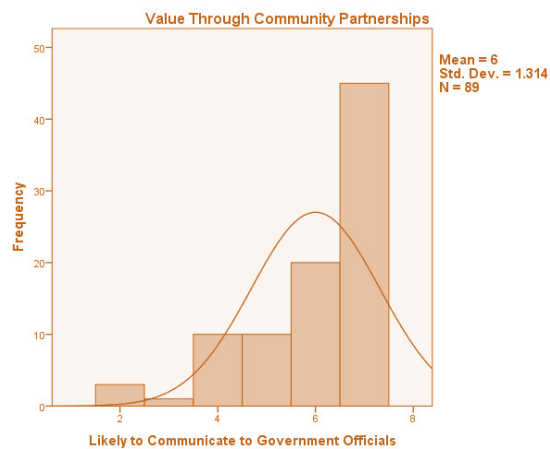
4.6.3: How well the library manages its money



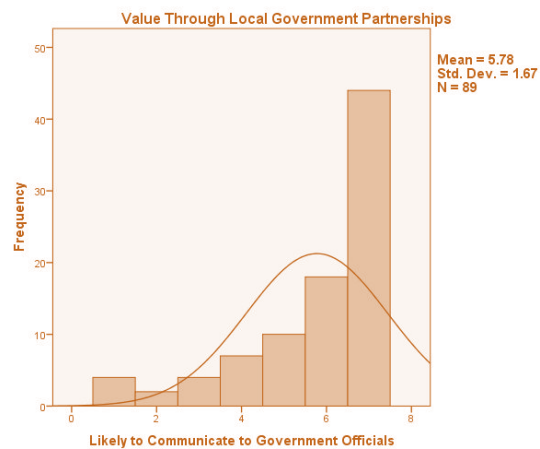
4.6.4: The impact of library programs and services on specific segments of the community



4.6.5: My library's partnerships with community organizations



4.6.6: My library's partnerships with other local government agencies



In addition to the survey questions, respondents were asked to complete two open-ended questions asking them to describe what had the greatest impact and what had the least impact on the success of their most recent library budget request. There were 84 usable responses to these questions. These responses are discussed in chapter five.

Supplemental Data

This study also makes use of demographic and other data about the respondents taken from supplemental sources. The municipality of each respondent was matched with an appropriate four-digit code from *2012 NJ-1040 County/Municipality Codes* (New Jersey Division of Taxation, 2012). This created standardized identifiers for all of the respondents, and allowed the responses to be easily sorted by county and by municipality.

Equalized valuation.

This study used the 2010 equalized valuations for the municipalities represented by the respondents (New Jersey Division of Taxation, 2011). In New Jersey “equalization ensures that all properties within a district and all districts within their counties and the State bear the same relationship to market value” (New Jersey Division of Taxation, 2013, p. 519). The New Jersey Division of Taxation examines the relationship of current market real estate values to assessed property values and each year publishes a *Table of Equalized Valuations*. The legislatively mandated uses of the equalized valuation calculation are the distribution of state school aid and the apportionment of county taxes. In addition to these mandated uses, the equalized value of municipal property is also used to calculate the amount of financial support a town is required to provide to the municipal library.

The use of municipal property value as a basis for public library support in New Jersey can be traced back to 1884. In this year the Reverend William Prall, in conjunction with other leading citizens of the day, proposed a bill enabling the municipal support of free public libraries. According to McDonough (1997) the one of the intended effects of the law was to remove library funding and management from the political process (p. 9). The public library was linked to municipal government and the local school system, but operated as an independent entity. The library would be governed by a seven-member library board of trustees; five of the members to be appointed by the mayor, with the mayor and superintendent of schools serving ex-officio in the remaining two positions.

The 1884 bill also established the fiscal basis for municipal library support; “libraries were to be supported by municipal funds by a minimum one-third of a mil property tax on every dollar of assessed valuation” (McDonough, 1997, p. 9). This provision of the bill was designed to ensure that public libraries would receive at least a minimum level of tax support. In theory, if municipalities assessed property at its true value, each library would receive funding that reflected the economic base of its community. Unfortunately, communities often assessed at different levels, e.g. “one community [would]...set its rate of assessed valuation at 49 percent of true value while another [would]...decide to assess at 75 percent of true value” (McDonough, 1997, p.20). These decisions resulted in some libraries receiving only marginal levels of municipal support. The funding formula was modified in 1985 to provide public libraries with support based on the equalized or true taxable value of municipal property, which would

mitigate the differences in funding caused by these local variations in the ratio of assessed to true property value.

Since 1985, all New Jersey municipalities that have public libraries are required to provide them with a level of tax support based on the millage (mil) of the municipal equalized valuation. One mil is equal to \$0.001 of every \$1000.00 of equalized property value. New Jersey municipal libraries must receive a minimum of 1/3 of a mil, or \$0.000333333 for every \$1000.00 of equalized value. The equalized valuation data used in this study was taken from the *2010 Table of Equalized Valuations* (New Jersey Division of Taxation, 2011). This data along with the names of the municipalities and the county/municipality codes was entered into a *Microsoft Excel* spreadsheet.

U.S. Census data.

Population, household income, and educational attainment data were taken from data files published by the U. S. Census Bureau (2013a, 2013b). The name of the municipality for each respondent was searched on the *American FactFinder* website (U.S. Census Bureau, n.d.). The current population, the median family income, the number of households, and the educational attainment of the population aged 25 and older was added to the *Excel* spreadsheet containing the equalized valuation data. Although only the population data was used in the subsequent analyses, the household income and educational attainment data provided a more complete picture of the respondents, and it may also be of use in studies that extend the findings of the current studies.

Data from NJ library statistics.

Statistical data is collected each year from New Jersey public libraries by the New Jersey State Library. Data is collected on a range of library metrics, including library expenditures and municipal tax support and the data file is available from the State Library's website (New Jersey State Library, 2012). Information about municipal tax support for most of the respondents was available in the data file; however responses were also received from a few municipalities that were not represented in the State Library statistics data file. The 2011 municipal budgets for these municipalities were located and the library tax support data was obtained. The municipal tax support data was also entered into the *Excel* spreadsheet containing the equalized valuation data. Once the library tax support data information was entered, the millage rate for each library was calculated by dividing the amount of municipal tax support provided to the library in 2011 by the 2010 municipal equalized valuation. The level of per capita library support was also calculated by dividing the amount of municipal library support by the municipal population.

Data from these supplemental sources provided an additional 15 variables. Removal of duplicate municipalities caused by receiving responses from both the mayor and the library reduced the data set to 118 cases. Table 4.9 provides the descriptive statistics for the four of the variables created by using the supplemental data sources described in this section. These are the variables that were used in the analyses described in chapter five.

The descriptive statistics presented in Table 4.9 suggest that the respondents represent both very small and very large communities, with a median population of

around 14 thousand people. The median equalized valuation of the communities represented by the respondents is 2.2 billion dollars, suggesting that more than half of the communities have property values above this level. The tax support provided to libraries also covers a wide range with 7.4 million dollars separating the highest and lowest values. The median millage rates show that at least half of the libraries are funded above the 1/3 mil minimum value of .0333333. These statistics suggest that although the respondents do not comprise a large enough sample to be statistically representative of the entire population of New Jersey public libraries and municipalities, the respondent communities are diverse enough to support additional analysis.

Table 4.9: Descriptive Statistics for Four Variables Derived from Supplemental Data Sources

Variable²	Mean¹	SD¹	Minimum¹	Median¹	Maximum¹
POPSRVD	25148	31063.846	919	13954	247597
EQVAL	3452624025	3440445975	146084561	2241015001	22184882220
TAXSUP	1247768.46	1236638.653	49838	835268	75000000
MILLAGE	.0003635887	.00008854322	.000067931	.0003335245	.000719694

Notes: ¹ N = 118.

² See the Code Book for Quantitative Analysis (Appendix F) for descriptions of the variable names.

This chapter described both the data collected by the survey instruments and the data gathered from supplemental sources. The data collection methods resulted in usable survey responses from 88 library directors and 52 mayors. These respondents represent 118 municipalities, which is 46 percent of the municipalities in the study population. The reliability coefficients for the various groups of data suggest that the survey instruments can be reasonably expected to measure the intended concepts. The survey response rates are low, so the data may not be representative of the population studied however the researcher believes there is sufficient data to support a discussion of the research questions. In chapter five, the data described in this chapter is used to address the study research questions and the research propositions. The discussion of the research

questions and propositions is followed by chapter six in which the implications of the study are considered along with a discussion of any conclusions that can be drawn from this study.

Chapter Five — Analysis and Discussion

The purpose of this study was to examine the relationships between constructs of library value and public library funding. This was accomplished by orienting the research around the following propositions:

1. There is a significant relationship between the library administrators' descriptions of library value to local government officials and the information that they provide to support their budget requests.
2. Library administrators' assessments of library value that primarily focus on frequently offered library services, such as lending books or children's programming, are more likely to be associated with increased funding than assessments of library value that focus on less-frequently offered library programs and services, e.g. services for local businesses or providing access to e-government.
3. Local government administrators who are responsible for library funding will have library value constructs that are consistent with library value constructs of library administrators, and the level of agreement will be associated with increased levels of library funding, i.e. the value constructs that are rated highly by both groups will also be associated with funding above the minimum level.

Each of the propositions had associated research questions which guided the data collection. The research questions were:

RQ1A -- How do library directors describe the value of their libraries to local government officials?

RQ1B -- What kinds of information do library directors use as evidence to support their budget requests?

RQ2A Is there an observable focus of public library directors' assessments of library value?

RQ2B -- Is there a relationship between the focus of public library directors' value assessments and library funding above the required minimum level?

RQ3A -- How do local government officials who are responsible for library funding conceptualize library value?

RQ3B -- Is there a relationship between the library value constructs of local government officials and those of public library directors?

RQ3C -- Can similarities in the value constructs of local government officials and public library directors be associated with higher levels of public library funding?

This chapter uses the data described in chapter four to address the research questions and to discuss each of the related research propositions. The discussion of the research propositions will be followed by a discussion of the respondents' reports of the greatest and least impacts on recent funding requests or decisions.

Research Proposition One — The Relationships Between Library Directors' Descriptions of Library Value and Information Included in Budget Requests

Research question 1A — how library directors communicate library value to local government officials.

There were two research questions to address the relationships between public library directors' value constructs and the types of information that they use to communicate budget information to local government officials. Research question 1A asked how library directors describe the value of their library to local government officials. This was measured by asking the library directors to rate the likelihood of using specific types of information when describing their library's value to local government officials. The assumption underlying the question is that library directors are very likely

to discuss what they believe has value to local government officials. Seventy-five percent of the respondents were very likely to talk to local government officials about how many people use library programs and services. Seventy-three percent were also very likely to talk about how well the library manages its finances, and 67.4 percent were very likely to discuss what the library was able to accomplish with existing budgets and staff. Only 60.7 percent were very likely to discuss the impact of library programs on specific segments of the community, e.g., the impact of teen programming efforts. The library directors were also less likely to discuss library partnerships, with 50.6 percent very likely to discuss partnerships with community organizations and 49.4 percent very likely to discuss partnerships with other local government agencies. Table 5.1 shows the value concepts library directors are very likely to discuss with local government officials.

Table 5.1: Concepts Library Directors are Very Likely to Discuss When Describing Their Library's Value to Local Government Officials

Concept	% Very Likely to Discuss Concept
Program Use	75.0
Money Management	73.0
Accomplishments With Current Budget & Staff	67.4
Impact of Library Programs on Community	60.7
Community Partnerships	50.6
Local Government Partnerships	49.4

Research question 1B – the information library directors use to support their budget requests.

Research question 1B asked what kinds of information do library directors use to support their budget requests. This was measured by asking library directors to rate the importance of including certain types of information in their most recent budget request. The most important information to provide in support of budget requests, as indicated by 58 percent of the respondents, was information about how many people used library

programs and services. The next most important information to include in budget justifications, as indicated by 53 percent of respondents, was information on what the library was able to achieve with the existing budgets and staff. Fifty percent of the respondents indicated that it was also very important to include information about how well the library manages its money. Information about library impacts on users, user testimonials, library-local government partnerships, and library-community partnerships were less important to the budget requests, with 22 to 37 percent of respondents rating these items as very important. The least important information to include in budget justifications was information about meeting state standards for service (14.8 percent) and reports of media coverage of library events (13.6 percent). Table 5.2 shows the concepts that library directors indicated are very important to include in their budget justifications.

The highest rated concepts, i.e. program use, library accomplishments, and money management, suggest that library directors' communications about their budget focus primarily on outputs and library management. User-focused concepts, i.e. user testimonials and user impacts, ranked low, and partnerships ranked even lower. The ratings of the concepts used to communicate library value to local government officials are very similar to the ratings of the budget justification concepts. A possible explanation for the similarity is that most of the library directors' communication with local government officials may be about the library budget. If library directors believe that local government officials' primary interest in the library is its budget, then communicating about the library in the context of its budget seems a reasonable choice.

Table 5.2: Concepts Library Directors Rate as Very Important to Include in Their Budget Justifications

Concept	% Rating Concept as Very Important
Program Use	58.0
Accomplishments With Current Budget & Staff	53.0
Money Management	50.0
User Testimonials About Library	36.4
Impact of Library Programs on Community	34.1
Community Partnerships	28.4
Local Government Partnerships	21.8
Meeting State Standards	14.8
Media Coverage of Library Events	13.6

Discussion of research proposition one – the relationship between communication of library value and information included in budget requests.

Research proposition one claims there is a significant relationship between the information library directors use to communicate their libraries' value to local government officials and the information that they provide to support their budget requests. This claim was tested using a correlation analysis of the library directors' ratings of the information they use to communicate their library's value to local government officials (see Table 5.1) and the library directors' ratings of the information they believed it would be important to include in their budget requests (see table 5.2). There were 15 variables of interest, and taken in pairs, there were 105 possible correlation coefficients; 48 of these, or 46 percent, were statistically significant at the 0.01 level. Table 5.3 presents the significant correlations from this analysis. The analysis indicates that all of the budget information concepts were significantly correlated with at least one of the library value communication concepts.

The correlated concepts can be grouped into three categories. The first category consists of the correlations between related pairs of concepts. There are four value

communication variables that were significantly correlated with a similar budget information variable.

Table 5.3: Significant Correlations Between Library Directors' Ratings of Value Communication Concepts and Library Directors' Ratings of Budget Information Concepts

Budget Information Concepts										
		PROGUSE	IMPACT	UTEST	BUDSTAFF	MONEY	GOVPART	COMPART	MEDIA	STANDS
Concepts Used to Communicate Library Value to Local Government Officials	GPROGUSE	Pearson								-
		Correlation	.284	.105	.093	.133	.146	.145	.090	.073
		Sig. (2-tailed)	.007	.325	.389	.213	.172	.175	.401	.494
		r ²	.081	.011	.009	.018	.021	.021	.008	.005
	N	89	89	89	89	89	89	89	89	
	GBUDSTAF	Pearson								-
		Correlation	.251	.065	.408	.335	.090	.209	.013	.082
		Sig. (2-tailed)	.018	.543	.000	.001	.401	.050	.903	.445
		r ²	.063	.004	.166	.112	.008	.044	.000	.007
	N	89	89	89	89	89	89	89	89	
	GMONEY	Pearson								-
		Correlation	.101	.021	.254	.399	.040	.082	.038	.056
		Sig. (2-tailed)	.384	.848	.016	.000	.712	.445	.723	.604
		r ²	.010	.000	.064	.159	.002	.007	.001	.003
	N	89	89	89	89	89	89	89	89	
	GIMPACT	Pearson								-
		Correlation	.301	.472	.279	.204	.408	.275	.345	.271
		Sig. (2-tailed)	.004	.000	.008	.055	.000	.009	.001	.010
		r ²	.091	.223	.078	.042	.166	.075	.119	.073
	N	89	89	89	89	89	89	89	89	
	GCOMPART	Pearson								-
		Correlation	.206	.154	.168	.269	.489	.641	.189	.172
		Sig. (2-tailed)	.053	.150	.115	.011	.000	.000	.077	.107
		r ²	.042	.024	.028	.072	.239	.412	.036	.030
	N	89	89	89	89	89	89	89	89	
	GGOVPART	Pearson								-
		Correlation	.103	.168	.190	.109	.171	.488	.198	.122
		Sig. (2-tailed)	.336	.115	.075	.309	.108	.000	.063	.254
r ²		.011	.028	.036	.012	.029	.238	.039	.015	
N	89	89	89	89	89	89	89	89		

Notes: Correlation is significant at the 0.01 level (2-tailed)

See Appendix F for a full description of the variable names,

The related variables are:

- What the library was able to accomplish with current budgets and staff (GBUDSTAF and BUDSTAF) $r(89) = 0.408, p = .01$.
- How well the library manages its money (GMONEY and MONEY) $r(89) = 0.399, p = .01$.
- The impact of library programs and services in the community (GIMPACT and IMPACT) $r(89) = 0.472, p = .01$.

The library's involvement in community partnerships (GCOMPART and COMPART) $r(89) = 0.641, p = .01$.

These correlations suggest that public library directors who are likely to discuss the concepts represented by these variables when communicating with local government officials about the value of the library are also likely to include information about the same concepts in their budget requests. While some of these correlation coefficients are modest, the effect sizes are all greater than 15 percent. These four relationships are indicated in Table 5.3 with gray shading.

The second category consists of variables that are less directly related, but still have correlation coefficients above .300 and effect sizes above nine percent. Three of the five correlations in this category are with the variable representing the likelihood of communicating library value to local government officials by discussing the impact of library programs and services in the community (GIMPACT). This concept is significantly correlated with the variables representing the following budget information concepts:

- Local Government Partnerships (GOVPART) $r(89) = 0.408, p = .01$.
- Media Coverage of Library Events (MEDIA) $r(89) = 0.345, p = .01$.

- Program Use (PROGUSE) $r(89) = 0.301, p = .01$.

This suggests that library directors who are likely to discuss the impact of library programs when communicating about library value to local government officials are also likely to include information about local government partnerships, media coverage of library events and library program use in their budget requests.

The variable representing the likelihood of communicating library value to local government officials by discussing the library's partnerships with other local government agencies (GGOVPART) was strongly correlated with the variable representing the budget information concept:

- Community Partnerships (COMPART) $r(89) = 0.641, p = .01$.

This correlation suggests that library directors who are likely to discuss the library's local government partnerships with their municipal officials are also likely to include information about community partnerships in their budget requests.

The variable representing the likelihood of communicating library value to local government officials by discussing what the library was able to accomplish using existing staff and budgets (GBUDSTAF) was strongly correlated with the variable representing the budget information concept:

- Money Management (MONEY) $r(89) = 0.335, p = .01$.

This correlation suggests that those library directors likely to discuss what the library was able to accomplish with existing budgets and staff are also likely to include information about how the library manages its money in the budget request. The correlations from this second category are indicated in bold type in Table 5.3.

The final and largest category contains the remainder of the statistically significant correlations from this analysis. While these correlations include all of the available variables, the correlation coefficients are all less than .300. These relationships may be statistically significant, but the small effect sizes, which range from less than one percent to a high of nine percent, suggest that over ninety percent of the relationship between these variable is due to other, as yet unidentified, factors.

There is a significant relationship between the way that library directors describe the value of their library to local government officials and the information that library directors believe it is important to include in their budget justifications. The relationship is strongest between related concepts, but there are also moderate relationships between talking about the impact of the library to government officials and three of the budget information concepts. Most surprising is the strength of the correlations around local government and community partnerships. These concepts had the lowest percentages of “Very Likely” ratings as a topic used to discuss library value with local government officials with about fifty percent of respondents indicating that they would be very likely to discuss these concepts. An even smaller percentage of respondents indicated that they would be very likely to include information about these partnerships in their budget justifications. However, the correlation analysis suggests that those who choose to discuss these partnerships are also very likely to include information about them in their budget justifications.

The clustering of the statistically significant correlations around related concepts and around the library impact variable suggest some support for the claim made by research proposition one of a relationship between information used to support library

budget justifications and the way that library directors are likely to communicate library value to local government officials. Since the majority of the statistically significant correlation coefficients for the variables in this analysis are smaller than .300 with correspondingly small effect sizes, it should also be noted that the relationship does not appear to be an especially strong one. The moderate correlation coefficients and small effect sizes also suggest the possibility of still unidentified factors that influence both how library directors communicate value to local government officials and what information they choose to include in their budget justifications.

Research Proposition Two — The Relationships between the Value Constructs of Library Directors and Levels of Library Funding

Research question 2A — public library directors' ratings of value constructs.

Research question 2A examined the focus of the library directors' value statements, i.e. what could be learned by examining the value constructs that were rated "Very Important" by the library directors. *Providing Free Access to High Speed Internet* was rated by 91 percent of the library directors as a very important way that the library adds value to the community. The next highest rated response was *Making Books, CDs and DVDs Available to the Community* (88 percent). This was followed by *Providing Programs and Activities for Teens and Young Children* (74.2 percent). *Providing Librarians Who Can Help With Every day-life Information Needs* was rated as very important by 64 percent of the library directors. *Providing Programs and Activities for Adults* was rated as very important by 62.5 percent of the respondents, and slightly fewer rated *Providing Access to Databases* (60.7 percent) and *Providing Access to E-books* (60.2 percent) as very important.

Table 5.4 shows the percentage of “Very Important” ratings by the public library directors for each of the value statements. The table indicates that the library directors’ primary focus was on adding value through traditional library services such as lending books and DVDs, the provision of free internet access, and providing programs for teens and children. These are services that are geared toward library users and usually do not require exceptional support from the community beyond utilization. These are also the services people expect from the library (Zickuhr, Rainie, & Purcell, 2013), and these appear to be the services the library expects to provide. Providing these services is generally a role that the library can fill with little or no outreach to the community beyond library users. These services and programs may also be easier to justify as appropriate uses of library staff and resources. Less traditional services such as providing support to small businesses and helping people access e-government services were rated as very important by fewer than forty percent of the respondents.

Table 5.4: Library Directors' Ratings of Concepts Describing the Ways That Their Library Adds Value to Their Communities

Concept	% Rating Concept as Very Important
Making Books, CDs and DVDs Available to the Community	91.0 ²
Providing Free Access to High Speed Internet	88.0 ²
Providing Programs and Activities for Teens and Young Children	74.2 ²
Providing Librarians Who Can Help With Every day-life Information Needs	64.0 ²
Providing Programs and Activities for Adults	62.5 ¹
Providing Access to Databases	60.7 ²
Providing Access to E-books	60.2 ¹
Providing Librarians Who Are Knowledgeable About Community Resources	59.6 ²
Providing Community Meeting Spaces	57.3 ²
Helping People With Job Search-related Activities	51.7 ²
Helping People Learn to Use Technological Devices (such as e-book readers, music/audiobook players, and tablet computers)	43.2 ¹
Keeping People Informed About Community Activities	40.4 ²
Providing Access to New Technology (such as e-book readers, music/audiobook players, or tablet computers)	39.8 ¹
Helping People With E-government Services (requesting permits, license renewals, etc.)	38.2 ²
Providing Services and Support for Local Businesses	23.6 ²

Notes: ¹ N = 88. ² N = 89.

Research question 2B — value constructs and levels of funding.

Research question 2B tried to ascertain if any of the value constructs could be associated with higher levels of library funding, and how the constructs associated with higher funding were reflected in the focus of value statements identified in research question 2A. The ratings of the value statements provided categorical data for 15 independent variables. Levels of library funding were measured by creating a dichotomous variable called *ABV3RDMIL*. This variable was created by taking the 2010 library municipal support data from the New Jersey Library Statistics file (New Jersey State Library, 2012) and using the data from the 2010 Table of Equalized Valuations

(New Jersey Division of Taxation, 2011) to calculate the millage rate represented by the level of support given to the library (library millage). The library millage data was then coded as “Yes” if it was greater than 0.000333333 or 1/3 mil, and “No” if the millage value for the municipal library support was less than or equal to 1/3 mil. This variable (*ABV3RDMIL*) was used as the dependent variable in the analysis. Logistic regression was selected for the analysis because it is the recommended test when examining multiple categorical independent variables and a dichotomous dependent variable (Leech, Barrett, & Morgan, 2011).

Logistic regression was conducted to assess whether any of the library directors’ ratings of the value constructs significantly predicted whether or not a library was funded above the minimum level of 1/3 mil. A test of the full model with the 15 value statements as predictors against a constant-only model was statistically reliable, $\chi^2(15, N = 81) = 25.88, p < .05$. This indicates that the predictors, as a set, reliably distinguish between libraries that were funded above 1/3 mil and those that were not. The model was able to successfully predict 54.5 percent of the libraries that were not funded above 1/3 mil and 79.2 percent of the libraries that were funded above 1/3 mil with the overall prediction success of the model at 69.1 percent. The model is only slightly better than random chance at predicting libraries that were not funded above the minimum level, suggesting that the ratings of the value statements may be most useful at predicting which libraries received above minimal level funding. Table 5.5 presents the observed and predicted frequencies for above minimal levels of funding by logistic regression of the library directors’ ratings of the 15 value statements.

Table 5.5: The Observed and Predicted Frequencies for Above Minimal Level Funding by Logistic Regression of Library Directors' Ratings of All Value Statements

Observed	Predicted		% Correct
	No	Yes	
No	18	15	54.5
Yes	10	38	79.2
Overall % Correct			69.1

Note: $N=81$, $\chi^2 = 25.89$, $df = 15$, $p = .039$.

Table 5.6 presents the regression coefficients, Wald statistics, significance levels ($p < .05$), the odds ratios, and the 95 percent confidence intervals for the fifteen variables and the constant used in the model.

Table 5.6: Logistic Regression Analysis Showing How Well Library Directors' Ratings of All Value Statements Predict Funding Above 1/3 mil

Variable	β	Wald	p	Odds ratio	95% Confidence Interval	
					[Lower	Upper]
Provide Books, CDs, and DVDs	.776	1.699	.192	2.173	[.676	6.977]
Provide Free Internet	-1.321	2.228	.136	.267	[.047	1.512]
Provide Access to Databases	.352	.817	.366	1.422	[.663	3.049]
Provide Access to New Technologies	.025	.020	.886	1.025	[.728	1.444]
Provide Access to E-books	-.796	4.712	.030*	.451	[.220	.926]
Provide Programs for Adults	.166	.266	.606	1.180	[.629	2.214]
Provide Programs for Children and Teens	1.525	5.592	.018*	4.594	[1.298	16.256]
Provide Access to Community Information	-.460	1.929	.165	.632	[.330	1.208]
Provide Job Search Assistance	.236	.523	.470	1.266	[.668	2.402]
Provide Help With E-Government Services	.504	5.896	.015*	1.655	[1.102	2.485]
Help People Learn to Use Technology	-.296	1.035	.309	.744	[.421	1.315]
Provide Public Meeting Spaces	-.043	.045	.831	.958	[.643	1.426]
Provide Services to Local Businesses	-.457	2.408	.121	.633	[.355	1.128]
Librarians Who Are Knowledgeable About Community Resources	.236	.341	.560	1.266	[.573	2.800]
Librarians Who Can Help With Every day-life Information Needs	-.743	4.223	.040*	.476	[.234	.966]
Constant	1.793	.398	.528	6.007		

Note: * $p < .05$

Although the overall model created by the logistic regression analysis was a statistically significant predictor of above minimum level funding, individually, only four of the variables in the model were statistically significant predictors at the .05 level. The ratings

of the variables representing *Provide Access to E-books*, *Providing Programs and Activities for Teens and Young Children*, *Helping People With E-government Services*, and *Providing Librarians Who Can Help With Every day-life Information Needs*, were all individually statistically significant predictors of above minimum level funding. This indicates that 11 of the 15 variables in the logistic regression model were not individually statistically significant predictors of funding above the minimum level.

Would a logistic regression model with only the individually statistically significant variables result in a more parsimonious model? In an attempt to address this question, a second round of logistic regression analysis was conducted using only the four statistically significant variables from the first model. A test of the revised model with the four statistically significant value statements as predictors against a constant-only model was statistically reliable, $\chi^2(4, N = 83) = 16.63, p < .05$. This indicates that these four predictors reliably distinguish between libraries that were funded above 1/3 mil and those that were not. The revised model was able to successfully predict 52.9 percent of the libraries that were not funded above 1/3 mil and 85.7 percent of the libraries that were funded above 1/3 mil with the overall prediction success of the model at 72.3 percent. Like the first model, this model too was better at predicting that a library received funding above 1/3 mil than it was in predicting that a library did not receive such funding. Table 5.7 presents the observed and predicted frequencies derived from the second round of logistic regression. Table 5.8 presents the regression coefficients, Wald statistics, significance levels ($p < .05$), the odds ratios, and the 95 percent confidence intervals for the four variables and the constant used in the revised model.

Table 5.7: The Observed and Predicted Frequencies for Above Minimal Level Funding by Logistic Regression of Library Directors' Ratings of Selected Value Statements

Observed	Predicted		% Correct
	No	Yes	
No	18	16	52.9
Yes	7	42	85.7
Overall % Correct			72.3

Note: $N=83$, $\chi^2 = 16.63$, $df = 4$, $p = .002$.

Table 5.8: Logistic Regression Analysis Showing How Well Library Directors' Ratings of Selected Value Statements Predict Funding Above 1/3 mil

Variable	<i>B</i>	<i>Wald</i>	<i>p</i>	Odds ratio	95 % Confidence Interval	
					[Lower	Upper]
Provide Access to E-books	-.598	5.570	.018*	.550	[.335	.904]
Provide Programs for Children and Teens	.685	3.597	.058	1.985	[.977	4.030]
Provide Help With E-Government Services	.361	6.026	.014*	1.434	[1.075	1.913]
Everyday Life Information Librarian	-.491	4.002	.045*	.612	[.378	.990]
Constant	.731	.202	.653	2.077		

Note: *= $p < .05$

The purpose of this analysis was to provide information to support an examination of the relationships between the focus of the library directors' ratings of the value statements and funding above 1/3 mil. The data analysis in this section provides support for the claim that of the 15 value statement variables in this study, the four variables in Table 5.8 are the most significant predictors of a library receiving funding above 1/3 mil, with the ratings on these variables able to predict 72.3 percent of the time whether or not a library was funded above the 1/3 mil level. High ratings on *Providing Programs and Activities for Teens and Young Children* and *Helping People With E-government Services* have odds ratios greater than one, so they appear to increase the odds of funding above 1/3 mil, while high ratings on *Providing Access to E-books* and *Providing Librarians Who Can Help With Every day-life Information Needs* have odds ratios, that are less than one, so they appear to decrease the odds of funding above 1/3 mil.

According to data from Table 5.4, 74 percent of the library directors in this study rated *Providing Programs and Activities for Teens and Young Children* as very important, but only 38.2 percent of these respondents rated *Helping People With E-government Services* as very important. Sixty-four percent of the respondents rated *Providing Librarians Who Can Help With Every day-life Information Needs* as very important, and 60.2 percent of the respondents rated *Providing Access to E-books* as very important. The highest rated value constructs were *Making Books, CDs and DVDs Available to the Community*, rated as very important by 91 percent of respondents, and *Providing Free Access to High Speed Internet*, rated as very important by 88 percent of respondents. Neither of these was individually a significant predictor of funding above 1/3 mil, and high ratings on *Providing Free Access to High Speed Internet* actually appears to decrease the odds of funding above 1/3 mil. The answer to the research question suggested by the preceding analyses is that while the ratings of the value statements have some effectiveness as predictors of funding above 1/3 mil, the relationship between the value statements rated as very important by a majority of the library directors and library funding above 1/3 mil is relatively weak.

Frequently offered and less-frequently offered library programs and services.

The research questions discussed in the previous sections explored the relationships between library directors' value constructs and levels of library funding. The proposition for these research questions examines whether there is a relationship between the types of programs and services offered by the library and the level of funding that the library receives from the municipality. The assumption of the proposition is that there are some library services and programs that most people expect,

and that libraries will be valued in part because they provide the expected programs and services. What is unknown is whether providing the expected programs and services can be associated with higher levels of funding.

To facilitate exploration of this proposition, the library programs and services represented by the value statements in the survey were assessed to determine which of them were most often offered by the respondent libraries. To determine whether a value construct represented a frequently offered program or service, the websites of the responding libraries were examined to ascertain the presence of a particular program or service. The programs offered by 50 percent or more of the respondent libraries were categorized as frequently offered library programs and services; those offered by fewer than 50 percent of the respondents were categorized as less-frequently offered library programs and services. A caveat for this discussion is the recognition that the presence of a program or service on a library's website does not provide any indication of the quality of the program, nor does it indicate how the program or service is valued by the community. It should also be recognized that the frequently offered/less-frequently offered categorization is cursory and serves primarily to facilitate this discussion of the programs and services offered by the survey respondents.

The presence of a library catalog served as a proxy for lending materials, while links to information about types of programs served as indicators that these were standard services for an individual library. The availability of reference services served as a proxy for librarians who help with everyday life information needs. Links to other community organizations or a community calendar served as a proxy for keeping people informed about community activities. Links to federal, state, or municipal government websites

and services served as a proxy for providing help and access to e-government services. Library online policy pages and newsletters were also examined to ascertain the availability of specific programs and services. Most of the programs represented by the value statements were provided by at least one of the respondent libraries. The lone exception was *Providing Librarians Who Are Knowledgeable About Community Resources*. There was no information indicating that any of the respondents had library staff specifically tasked with providing users with information about the local community. It may be possible that providing community information is subsumed under providing everyday life or reference information.

The examination of the websites of the survey respondents suggests that the most frequently offered services include providing access to books, CDs and DVDs, services and programming for children, teens, and adults, and providing assistance to job seekers. In New Jersey, state and regional cooperative agreements have also made the ability to provide free high speed Internet, databases, and e-books available to most public libraries at little or no cost, and most library websites confirm that these are also frequently offered services. A table listing the details of the survey of the respondents' websites is available as Appendix G.

The constructs that were not represented on at least fifty percent of the websites are categorized as less-frequently offered library programs and services. These services were offered by some libraries, but they were less often featured on the websites. Value constructs representing less-frequently offered library programs and services include the availability of public meeting rooms, the provision of community information, and offering help to learn to use new technological devices. Some of the value constructs in

this group also received lower percentages of very important ratings. It is unclear whether these constructs are less important because they are not widely offered, or if they are still new kinds of programming with low community demand and therefore possibly lower value. Table 5.9 lists the value statements representing frequently offered and less-frequently offered programs and services. The number in parentheses after each statement represents the percentage of websites where the program or service was offered.

Table 5.9: Value Statements Representing Frequently Offered and Less-Frequently Offered Programs and Services

<i>Frequently Offered Library Programs & Services</i>	<i>Less-Frequently Offered Library Programs & Services</i>
Making Books, CDs and DVDs Available to the Community (95.7%)	Providing Community Meeting Spaces (49.6%)
Providing Access to Databases (95.7%)	Providing Librarians Who Can Help People Find the Information They Want and Need for Everyday Living and in Extraordinary Situations That Arise in Their Lives (43.5%)
Providing Programs and Activities for Teens and Young Children (93.9%)	Keeping People Informed About Community Activities (34.8%)
Providing Free Access to High Speed Internet (92.9%)	Helping People Learn to Use Technological Devices (such as e-book readers, music/audiobook players, and tablet computers) (28.7%)
Providing Access to E-Books (88.7%)	Providing Services and Support for Local Businesses (9.6%)
Providing Programs and Activities for Adults (84.3%)	Helping People Access E-government Services (requesting permits, license renewals, etc.) (7.8%)
Helping People With Job Search-related Activities (60.0%)	Providing Access to New Technology (such as e-book readers, music/audiobook players, or tablet computers) (7.8%)
	Providing Librarians Who Know the Resources Available in the Library and in the Community (0%)

Note: The number in parentheses after each statement represents the percentage of websites where the program or service was offered.

Discussion of research proposition two — the relationships between the value constructs of library directors and levels of library funding.

The second proposition explored by this research was that public library directors' constructs of library value that primarily focus on frequently offered programs and services are more likely to be associated with increased funding than constructs of library value that focus on the provision of less-frequently offered programs and services. The data from this study suggests mixed support for this proposition. In the first logistic regression model containing all of the variables representing the ratings of the value statements, *Helping People With E-government Services* was a significant predictor of funding above the minimum level (odds ratio = 1.655, $p = .015$), however this construct was rated as very important by only 32.8 percent of library directors.

Seven of the value constructs were rated as very important by more than 60 percent of the library directors. The two most highly rated constructs, *Making Books, CDs and DVDs Available to the Community*, (odds ratio = 2.173, $p = .192$) and *Providing Free Access to High Speed Internet* (odds ratio = .267, $p = .136$) were not statistically significant predictors of funding above the minimum level. However, an important statistically significant predictor of higher levels of funding was *Providing Programs and Activities for Teens and Young Children* (odds ratio = 4.594, $p = .018$), which was rated as very important by 74.2 percent of the library directors.

While the value statements that reflect frequently offered library programs were rated as very important by a majority of the library directors, almost none of these constructs was a strong predictor of funding above 1/3 mil. The high percentages of very important ratings suggest that the value statements may adequately capture the library directors' ideas about how their libraries add value to the community. This is supported

by the evidence that the constructs receiving the highest ratings are also represented in the frequently offered programs. However, it appears that the constructs most likely to predict higher levels of funding were rated as very important on average, by only 59.1 percent of the library directors in this study. This suggests that there is only a moderate relationship between The value constructs the library directors rated as very important and the odds of the library receiving funding above 1/3 mil.

Research Proposition Three — The Relationships Between the Value Constructs of Library Directors and the Value Constructs of Local Government Officials

Research question 3A — local government officials' ratings of value constructs.

Research question 3A asked how local government officials who are responsible for library funding conceptualize library value. This question examined the focus of the local government officials' survey ratings of 15 value statements, i.e. what could be learned by examining the value constructs that were rated very important by the local government officials who responded to the survey. Three frequently offered library activities received the highest percentages of very important ratings. Sixty-four percent of the local government officials ranked *Providing Free Access to High Speed Internet* as a very important way that the library adds value to the community. The next highest rated response was *Making Books, CDs and DVDs Available to the Community* (61.5 percent), followed by *Providing Programs and Activities for Teens and Young Children* (57.7 percent). The local government officials' next highest rated construct was *Providing Access to New Technology* (54.9 percent), followed by *Providing Librarians Who Are Knowledgeable About Community Resources* (53.8 percent). *Providing Access to Databases* (46.0 percent) and *Providing Librarians Who Can Help With Every day-life Information Needs* (46.2 percent) were respectively rated the sixth and seventh most

important constructs. *Providing Programs and Activities for Adults*, *Helping People Learn to Use Technological Devices*, and *Providing Access to E-books* were all tied for eighth place with 44.2 percent of the local government officials rating each of these constructs as very important. Table 5.10 shows the percentage of very important ratings for each of the value statements by the local government officials.

Table 5.10: Local Government Officials' Ratings of the Ways That Their Library Adds Value to Their Communities

Concept	% Rating Concept as Very Important
Providing Free Access to High Speed Internet	64.0 ¹
Making Books, CDs and DVDs Available to the Community	61.5 ³
Providing Programs and Activities for Teens and Young Children	57.7 ³
Providing Access to New Technology (such as e-book readers, music/audiobook players, or tablet computers)	54.9 ²
Providing Librarians Who Know the Resources Available in the Library and in the Community	53.8 ³
Providing Librarians Who Can Help People Find the Information They Want and Need for Everyday Living and in Extraordinary Situations That Arise in Their Lives	46.2 ³
Providing Access to Databases	46.0 ¹
Providing Access to E-books	44.2 ³
Providing Programs and Activities for Adults	44.2 ³
Helping People Learn to Use Technological Devices (such as e-book readers, music/audiobook players, and tablet computers)	44.2 ²
Helping People With Job Search-related Activities	41.2 ²
Providing Community Meeting Spaces	38.5 ²
Keeping People Informed About Community Activities	30.8 ³
Helping People With E-government Services (requesting permits, license renewals, etc.)	28.8 ³
Providing Services and Support for Local Businesses	24.0 ¹

Notes: ¹ N = 50. ² N = 51. ³ N = 52.

Table 5.10 indicates that the local government officials' primary focus was on value added through frequently offered library services such as lending books and DVDs, the provision of free internet access, and providing programs for teens and children. The

local government officials' highest rated constructs also include value constructs that represent two less-frequently offered library services, i.e. *Providing Access to New Technology*, and *Providing Librarians Who Are Knowledgeable About Community Resources*. The high ratings given to these constructs differs from the ratings given by the library directors, who rated *Providing Access to New Technology* as the eleventh most important construct, and rated *Providing Librarians Who Are Knowledgeable About Community Resources* as the eighth most important construct.

Research question 3B — comparing the value constructs of public library directors and local government officials.

Research question 3B asked if there was a relationship between the library value constructs of local government officials and those of public library directors. Both groups were asked to rate the same value constructs, and there were some similarities in the focus of the ratings. Both groups rated *Making Books, CDs and DVDs Available to the Community*, *Providing Free Access to High Speed Internet*, and *Providing Programs and Activities for Teens and Young Children* as the most important ways that the library adds value to the community.

An independent samples t-test was used to compare the means of the library directors' ratings of the 15 value statements to the local government officials' ratings of those same value statements. The t-test was selected primarily because the comparison involved only two groups, i.e. public library directors and local government officials. The researcher also found that the ordinal values produced by the Likert ratings could not be used in non-parametric tests to compare the means of the two groups.

Four of the fifteen variables did not violate the assumption of equal variances between the groups. The t-tests for three of these four variables indicate that there are

statistically significant differences between the means of the responses of the two groups. This claim is supported by figure 5.1 which shows stacked bar charts that allow a visual comparison of the means for the variables with statistically significant differences.

The t-tests for twelve of the variables indicated no statistically significant differences between the means of the responses of both groups. The assumption of equal variances between the two groups was violated for 11 of these variables, indicating that the p values for these variables may actually be higher than indicated by the t-test. Although the variable representing the ratings of the concept *Providing Access to Databases (DATABASE)* did not violate the assumption of equal variances, there was no statistically significant difference between the means of the ratings of this variable between the two groups. Figures 5.2 through 5.4 show stacked bar charts comparing the means of the 12 variables with no statistically significant differences between the means.

Figure 5.1: Comparison of the Means of Public Library Directors' and Mayors' Ratings of Value Statements: Group 1

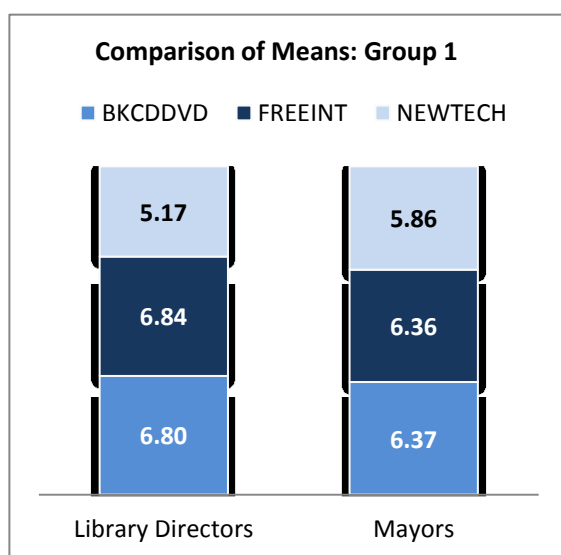


Figure 5.2: Comparison of the Means of Public Library Directors' and Mayors' Ratings of Value Statements: Group 2

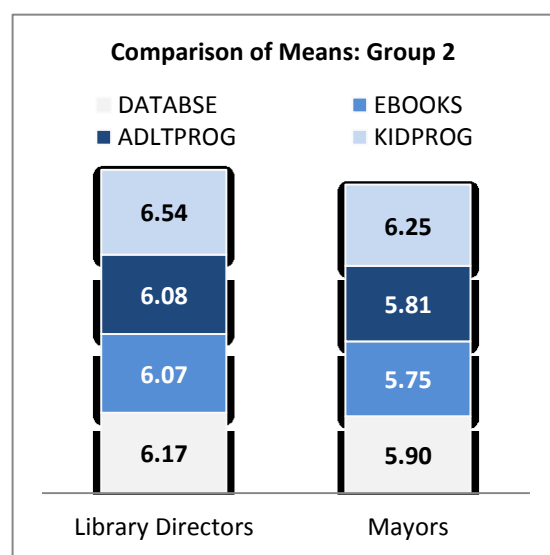


Figure 5.3: Comparison of the Means of Public Library Directors' and Mayors' Ratings of Value Statements: Group 3

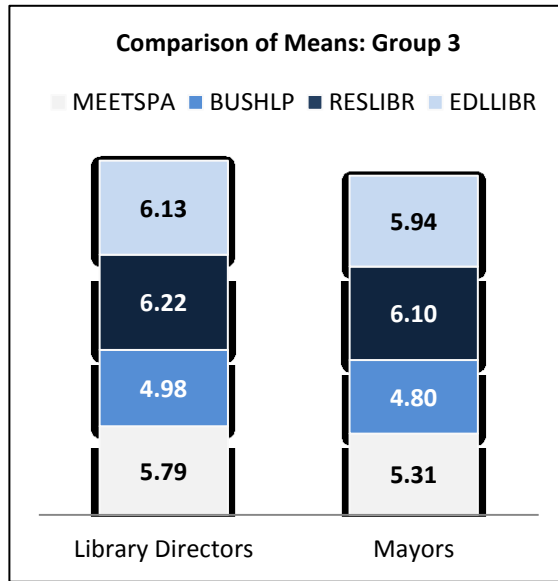


Figure 5.4: Comparison of the Means of Public Library Directors' and Mayors' Ratings of Value Statements: Group 4

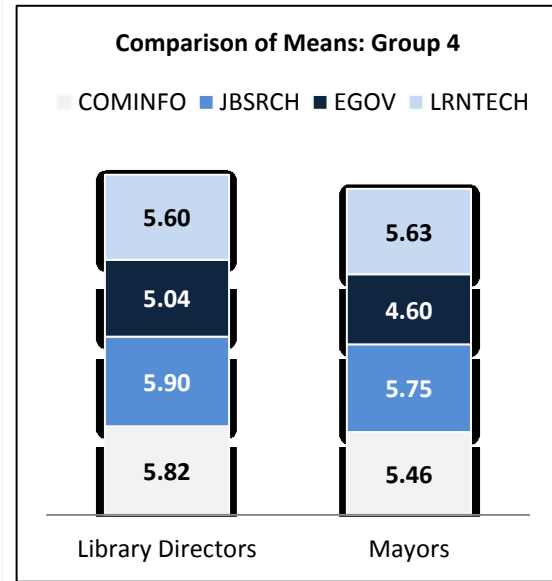


Table 5.11 presents the statistically significant results from the t-test of the means of the ratings of local government officials and library directors of the value statements.

Table 5.11: Statistically Significant Results of t-test Comparing Means of Local Government Officials' and Public Library Directors' Ratings of Library Value Statements

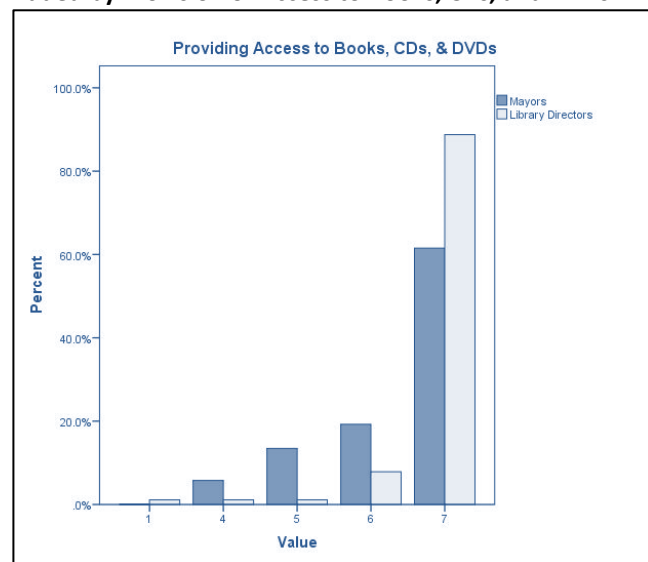
Variable (CODE)	t (df)	p (2- tailed) (p<.05)	Analysis Group ^{1 2} (N)	M (SD)
Making Books, CDs and DVDs Available to the Community (BKCDDVD)	-2.974 (139)	.003*	LGO (52) PLD (89)	6.37 (.929) 6.80 (.771)
Providing Free Access to High Speed Internet (FREEINT)	-3.208 (137)	.002*	LGO (50) PLD (89)	6.36 (1.064) 6.84 (.705)
Providing Access to New Technology (NEWTECH)	2.022 (137)	.045*	LGO (51) PLD (88)	5.86 (1.637) 5.17 (2.102)

Notes: ¹ LGO = Local Government Officials. ² PLD = Public Library Directors.

The value statements representing *Making Books, CDs and DVDs Available to the Community*, *Providing Free Access to High Speed Internet*, and *Providing Access to New Technology* had statistically significant differences in the means of the responses. It

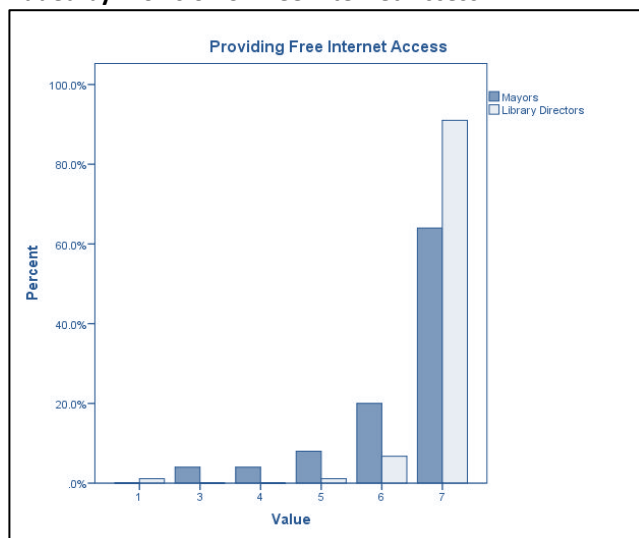
should be noted that the differences in the means in not necessarily indicative of significant differences in the value assigned to the constructs represented by these statements. An examination of bar charts comparing the responses of both groups (see Figures 5.5, 5.6, and 5.7) show the marked similarities in the distribution of responses by both groups for these value statements. All of the figures show the rightward skewness in the data that was noted in chapter four, which suggests that a large number of respondents in both groups rated these constructs as very important. There is a wider dispersion in the local government officials' ratings, but there is a high level of agreement among both groups that *Making Books, CDs and DVDs Available to the Community* and *Providing Free Access to High Speed Internet* represent the most important ways that the public library adds value to the community.

Figure 5.5: Comparison of Local Government Officials' and Library Directors' Ratings of Value Added by Provision of Access to Books, CDs, and DVDs



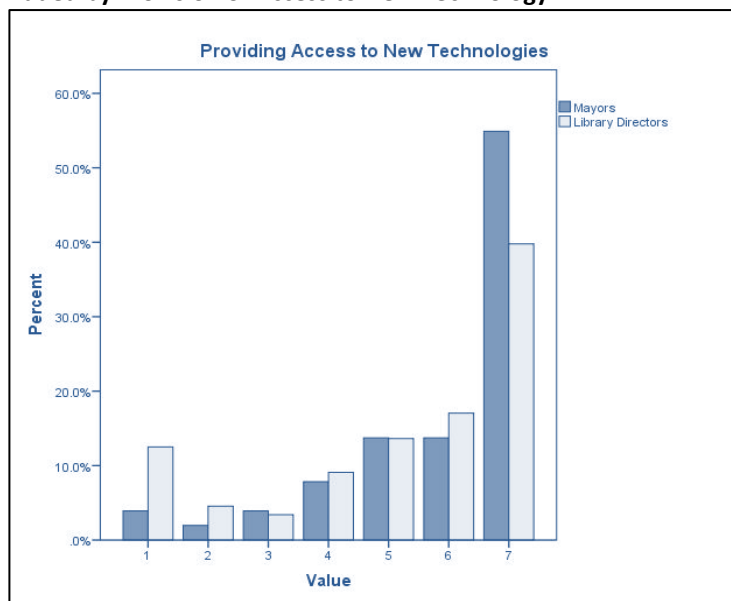
Notes: ¹ Local Government Officials [Mayors] (N = 52; M = 6.37; SD = .929). ² Library Directors (N = 89; M = 6.80; SD = .771)

Figure 5.6: Comparison of Local Government Officials' and Library Directors' Ratings of Value Added by Provision of Free Internet Access



Notes: ¹ Local Government Officials [Mayors] (N = 50; M = 6.36; SD = 1.064). ² Library Directors (N = 89; M = 6.84; SD = .705)

Figure 5.7: Comparison of Local Government Officials' and Library Directors' Ratings of Value Added by Provision of Access to New Technology



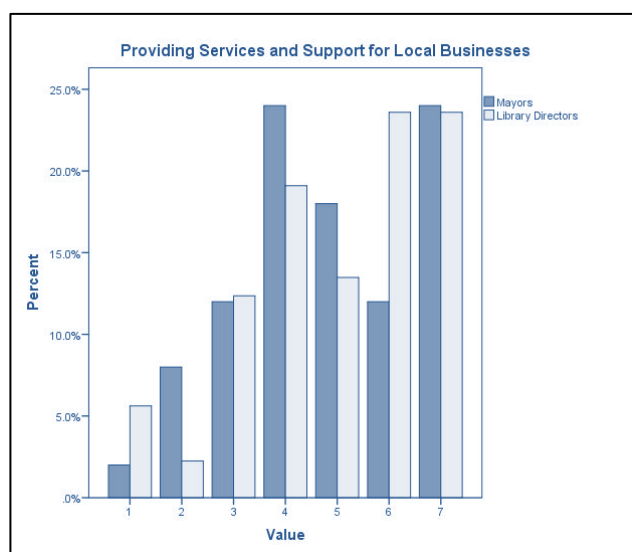
Notes: ¹ Local Government Officials [Mayors] (N = 51; M = 5.86; SD = 1.637). ² Library Directors (N = 88; M = 5.17; SD = 2.102)

Figure 5.7 shows a high level of variability in the responses about the value added by *Providing Access to New Technology*, but again the pattern of responses is similar; both groups have mixed responses on the importance of this value construct. These figures

suggest that while there may be disagreement on the relative importance of a specific value construct, in general, there is little difference between the way that library directors and local government officials conceptualize the value added to the community by the library.

Additional support for this claim is provided by an examination of the value construct that was rated lowest by each group. Both library directors and mayors rated the construct representing *Providing Services and Support for Local Businesses* as least important. Only 24 percent of the mayors rated this construct as very important ($M = 4.98$, $SD = 1.732$) and 23.6 percent of the library directors rated it as very important ($M = 4.80$, $SD = 1.690$). Figure 5.8 shows the ratings of this statement by both groups. The figure shows that there is a great deal of variability in the ratings of this value statement, however the difference between the means for each group is only 0.178, which lends additional support to the claim of very little difference between the value constructs held by the mayors and library directors in this sample.

Figure 5.8: Comparison of Mayors' and Library Directors' Ratings of Value Added by Provision of Services and Support for Local Businesses



Notes: ¹ Local Government Officials [Mayors] ($N = 50$; $M = 4.80$; $SD = 1.69$). ² Library Directors ($N = 89$; $M = 4.98$; $SD = 1.73$)

Research question 3C — comparing the value constructs of public library directors and local government officials.

Research question 3C asked if similarities in the value constructs of local government officials and public library directors could be linked to higher levels of public library funding. The discussion of research question 3B lends support to the claim that there are no significant differences between the ratings of value constructs by mayors and library directors. The discussion of research question 2B asserts that for library directors, when all 15 value statements are considered together they predict 69.1 percent of the time whether or not a library was funded above the minimum level. The discussion of research question 2B also suggested that the library directors' ratings of only four of the value statements: *Providing Access to E-books*, *Providing Programs and Activities for Teens and Young Children*, *Helping People With E-government Services*, and *Providing Librarians Who Can Help With Every day-life Information Needs* could be used to correctly predict 72.3 percent of the time whether or not a library was funded above 1/3 mil. This section discusses a similar analysis that focused on the local government officials' ratings of the library value statements.

The dichotomous variable *ABV3RDMIL* was also used in this analysis. As in the previous analysis, this variable was created by taking the 2010 library municipal support data from the New Jersey Library Statistics file (New Jersey State Library, 2012) and using the data from the 2010 Table of Equalized Valuations (New Jersey Division of Taxation, 2011) to calculate the millage rate represented by the level of support given to the library (library millage). The library millage data was then coded as "Yes" if it was greater than 0.000333333 or 1/3 mil, and "No" if the millage value for the municipal library support was less than or equal to 1/3 mil. In this instance, the logistic regression

analysis was conducted to assess whether the local government officials' ratings of the value statements significantly predicted whether or not a library was funded above the minimum level of 1/3 mil.

A test of the full model with the 15 value statements as predictors against a constant-only model was statistically reliable, $\chi^2 (15, N = 47) = 27.44, p < .05$. This indicates that the predictors, as a set, reliably distinguish between libraries that were funded above 1/3 mil and those that were not. The model was able to successfully predict 80 percent of the libraries that were not funded above 1/3 mil, and 86.4 percent of the libraries that were funded above 1/3 mil with the overall prediction success of the model at 83 percent. Table 5.12 presents the observed and predicted frequencies for above minimal levels of funding by logistic regression of the library directors' ratings of the 15 value statements.

Table 5.12: The Observed and Predicted Frequencies for Above Minimal Level Funding by Logistic Regression of Local Government Officials' Ratings of All Value Statements

Observed	Predicted		% Correct
	No	Yes	
No	20	5	80.0
Yes	3	19	86.4
Overall % Correct			83.0

Note: N=47 (5 cases with missing values were excluded), $\chi^2 = 27.44, df = 15, p = .025$.

Table 5.13 presents the regression coefficients, Wald statistics, significance levels ($p < .05$), the odds ratios, and the 95 percent confidence intervals for the fifteen variables and the constant used in the model. Although the overall model created by the logistic regression analysis was a statistically significant predictor of above minimum level funding, individually, only one of the variables in the model was a statistically significant predictor at the .05 level.

Table 5.13: Logistic Regression Analysis Showing How Well Local Government Officials' Ratings of All Value Statements Predict Funding Above 1/3 mil

Variable	<i>B</i>	<i>Wald</i>	<i>p</i>	Odds ratio	95% Confidence Interval	
					[Lower	Upper]
Provide Books, CDs, and DVDs	2.189	2.454	.117	8.928	[.577	138.112]
Provide Free Internet	-2.096	1.922	.166	.123	[.006	2.380]
Provide Access to Databases	-1.511	2.512	.113	.221	[.034	1.430]
Provide Access to New Technologies	1.938	2.699	.100	6.947	[.688	70.164]
Provide Access to E-books	-1.616	2.613	.106	.199	[.028	1.410]
Provide Programs for Adults	.516	.331	.565	1.675	[.289	9.692]
Provide Programs for Children and Teens	.877	.682	.409	2.403	[.300	19.269]
Provide Access to Community Information	-.875	.819	.365	.417	[.063	2.771]
Provide Job Search Assistance	2.009	4.145	.042*	7.459	[1.078	51.617]
Provide Help With E-Government Services	-.362	.896	.344	.697	[.329	1.473]
Help People Learn to Use Technology	-2.343	2.976	.085	.096	[.007	1.376]
Provide Public Meeting Spaces	.023	.005	.942	1.023	[.548	1.911]
Provide Services to Local Businesses	.071	.014	.904	1.074	[.335	3.445]
Community Resources Librarian	1.242	3.109	.078	3.463	[.871	13.774]
Everyday Life Information Librarian	2.211	2.580	.108	9.122	[.614	135.427]
Constant	-15.488	4.986	.026	.000		

Note: * $p < .05$

The ratings of the variable representing *Helping People With Job Search-related Activities* was an individually statistically significant predictor of above minimum level funding. A subsequent logistic regression model using only *Helping People With Job Search-related Activities* as the independent variable was not a statistically reliable predictor of whether or not a library was funded above 1/3 mil. The lack of statistically significant predictors may be due to the small sample size ($N = 47$).

Nine of the constructs in the logistic regression model based on the local government officials' ratings of the 15 value constructs have odds ratios that are greater than one. This suggests that the ratings on these nine constructs increase the odds of a library being funded above 1/3 mil. However, the constructs with odds ratios greater than one were not consistently rated as very important by a majority of the local government officials. The construct representing *Providing Librarians Who Can Help With Every*

day-life Information Needs (odds ratio = 9.12) was rated as very important by 46.2 percent of the local government officials however, that percentage places it sixth in the ranked list of value constructs. *Making Books, CDs and DVDs Available to the Community* (odds ratio = 8.93) and *Providing Access to New Technology* (odds ratio = 6.95) were rated as very important by more than 50 percent of the local government officials, but only 41.2 percent rated *Helping People With Job Search-related Activities* (odds ratio = 7.46) as very important. Only two of the top five constructs based on the mayors' ratings of the value statements (see Table 5.10) also increased the odds of a library being funded above the 1/3 mil level.

Discussion of research proposition three — the relationships between the value constructs of library directors and the value constructs of local government officials.

Research proposition three states that local government officials who are responsible for library funding will have library value constructs that are consistent with library value constructs of library administrators, and the level of agreement between the groups will be associated with higher levels of library funding. The first part of the proposition that local government officials who are responsible for library funding will have library value constructs that are consistent with the library value constructs of public library directors is supported by the data. While the library directors and the local government officials differed in the ranked order of their ratings of the value constructs, the small differences between the means for the constructs (Table 5.11, and Figures 5.1 through 5.4) indicates a high level of agreement about how the library adds value to the community. The similarities in the overall responses can be illustrated by examining the grand means of the value construct ratings for each group. The grand mean for the local

government officials' responses to the value statements is 5.42 and the grand mean for the library directors' responses to the value statements is 5.41. The absence of significant between group differences in the means of the responses to the value statements and the corresponding similarities in the grand mean lends support to the claim that the mayors and library directors in the study have consistent library value constructs.

The second part of the proposition suggests that the level of agreement will be associated with higher levels of library funding. This part of the proposition is not supported by the data. While the regression analysis supports the claim that as a whole the responses to the value statements are significant predictors of funding above the 1/3 mil level, there are noticeable differences between the findings for the two groups of respondents. One difference is that the regression model of the local government officials' responses (see Table 5.12) has stronger predictive power at eighty three percent than either of the regression models of the library directors' responses which have predictive powers of 69.1 percent (see Table 5.5) or 72.3 percent (see Table 5.7).

A second difference involves the predictive power of the responses to individual variables. The logistical regression of the library directors' ratings of the 15 value statements indicates that the value constructs that represent *Helping People With E-government Services* ($p = .010$), *Providing Programs and Activities for Teens and Young Children* ($p = .018$), *Providing Access to E-books* ($p = .030$) and *Providing Librarians Who Can Help With Every day-life Information Needs* ($p = .040$) may individually be significant predictors funding above the minimum level. The logistical regression of the local government officials' ratings of the fifteen value constructs indicates that only the

value construct that represents *Helping People With Job Search-related Activities* ($p = 0.042$) may individually be a significant predictor of funding above the minimum level.

Although there are similarities in the responses from each group, this analysis suggests that the constructs that may predict funding above the minimum level differ between the groups. Three of the four significant predictors for the library directors and the single significant predictor for the local government officials all reflect frequently offered library programs and services (see Table 5.9). The exception is the predictor that represents *Providing Librarians Who Can Help With Every day-life Information Needs*. The absence of this concept may be due to the limitations of the method used to classify the services. In the classification method, the availability of reference services served as a proxy for *Providing Librarians Who Can Help With Every day-life Information Needs*. The absence on a library's website of a specific mention of reference services or the ability to ask a librarian meant that that library was not given credit for offering this service. It is possible, and very probable, that most of the public libraries in New Jersey offer at least basic library reference services. So although there is a great deal of similarity in the value constructs of both the local government officials and the public library directors in this study, the similarities are not significant predictors of funding above 1/3 mil. This suggests only partial support for the claims of research proposition three.

Greatest and Least Influences on Securing Funding

The surveys used to gather data for this study each included two open-ended questions that asked what the respondents believed had the greatest and least influence on

the most recent library funding decision. The resultant responses were organized into four variables:

- local government officials' reports of the greatest influence on their recent funding decision;
- local government officials' reports of the least influence on their recent funding decision;
- public library directors' reports of the greatest influence on the success of their most recent budget request
- public library directors' reports of the least influence on the success of their most recent budget request.

Emergent coding (Neuendorf, 2002, p. 194) was used to develop a series of categories to organize the responses for each variable. A single set of categories was found to be applicable to all of the variables, although not all of the categories were represented within each variable. The reliability of the codes was verified by having the researcher and one additional person independently code each group of statements. The questions and the codes were discussed with two coders who were then given the code book and one of the groups of statements. One person coded the library directors' responses and the other coded the responses of the local government officials; the researcher coded statements from both groups. Correlation analysis was used to calculate a reliability coefficient for each group of statements and the resulting analysis indicated a high level of inter-coder reliability (Neuendorf, 2002, p.143). The Pearson correlation coefficient measuring the inter-coder reliability for each variable is presented in the

following sections when each of the individual variables is discussed. The code book and the coding sheets are available as Appendix H.

Local government officials reports of factors having the greatest impact on their funding decisions.

Forty-five of the 52 local government officials responded to the open-ended question that asked them to describe what had the greatest impact on their funding decisions. The two coders identified seven categories in these responses ($N = 45$, $r = 0.926$, $p < .01$). The largest response category, with 26.7 percent of the responses, was statements that talked about library users, programs, and services. Several of the respondents spoke of the quality of the services provided. Representative responses include “The service they provide to residents” (Respondent 42) and “Service to the community” (Respondent 36). Other respondents spoke of the importance of community use: “Positive feedback from the Public” (Respondent 18) and “The number of people who use the library for computer time” (Respondent 29). Some of the respondents indicated an awareness of the costs of providing service as the greatest influence, e.g. “union contract, staffing, hours of operation” (Respondent 11) or “Long range planning for building maint. and e-tech. programs for the community” (Respondent 13).

The next largest response category spoke of no actions being taken due to the statutory requirement to fund the library at 1/3 mil. A few of the responses were very simple, e.g. “We are mandated to budget the library” (Respondent 4), but others expressed the idea that although the library provides great service, this does not affect funding: “Our Library and staff do a great job providing these services to the community but that has had no impact on funding decisions. The Library has received the funding guaranteed by law and our decision has been based solely on that” (Respondent 6). It

also appears that some library boards may also choose not to submit budget requests because they know that the 1/3 mil is all that they can expect from the municipality: “Our library board has not requested any funding. Since we fund the library based on the statutory 1/3 of a mil there is no decision or discussion about funding. Since we do not fund above the statutory limit [this] question... is not applicable” (Respondent 23).

There is also an indication that some libraries are funded at the minimum level, but would receive more funding if they were willing to improve services: “We are funding as required by statute. Additional funding would be provided however current activity is outdated, refuses to work with local government or accept community input. Changes in mission would be greatly appreciated. Program changes are long overdue” (Respondent 40).

Twenty percent of the responses mentioned how well the library managed its funds, e.g. “We believe the library spends their funds wisely; the library is efficient; the number of patrons has significantly increased over the past five years” (Respondent 35). There was also recognition of the library doing its part to help the municipality through rough economic times: “Ability to work within a specific budget and make cuts with keeping an eye on services” (Respondent 1). Communication between library management and local government officials was mentioned in 15.6 percent of the responses. The best example is from Respondent 34: “It wasn't one particular action -- local government and the library have always worked well together. We also recognize how important the library is to our community. We also appreciate them moving with the times we are living in -- e.g. they started a Career Center to help those out of work or in need of updating their skills, resume, etc.” Some of the respondents (6.7 percent)

mentioned extraordinary circumstances, e.g. capital improvements, which influenced the library's budget allocation. Other respondents (4.4 percent) mentioned the general fiscal condition of the municipality as the greatest factor influencing their recent library budget decision. 4.4 percent of the respondents indicated that they could not answer this question.

Table 5.14: Factors Most Influential on Local Government Officials' Most Recent Library Funding Decision

Response Category	% of Respondents
Reports about users, programs, or services	26.7
No funding actions taken/ library only funded at 1/3 mil	22.2
Reports of how well the library manages its funds	20.0
Direct requests for funding from the library/Relationship with library	15.6
Extraordinary circumstances (e.g. building construction or capital improvements)	6.7
Not sure how to answer this question/No Response Entered	4.4
Effect on the general fiscal condition of the municipality	4.4

Note: N = 45

Local government officials' reports of factors having the least impact on their funding decisions.

Forty-five of the 52 local government officials responded to the open-ended question that asked them to describe what had the least impact on their funding decisions. The two coders identified eight categories in these responses (N = 45, $r = 0.868$, $p < .01$). The largest response category, with 31.1 percent of the responses, was statements that talked about the mandatory 1/3 mil funding requirement. Most of these responses simply indicated that there was no action taken, or the respondents referenced a previous response in which the 1/3 mil requirement was given as the having the most influence on their library funding decisions. When there was an answer, it was usually short and direct, e.g. "There wasn't any as we are mandated to budget" (Respondent 4). The second and third largest categories each had twenty percent of the responses. The second

category represented those who indicated that they could not identify a least influential factor or entered no response for this question.

The third category contained the respondents who indicated that reports that focused on users, programs or services were least influential in their most recent budget decisions. Several of the responses focused on staffing issues, for example: “As a trustee I don't worry about the overall standards for staffing, just what we need to provide an acceptable level of service” (Respondent 19). Respondent 40's response includes funding for staffing within the context of general dissatisfaction with the library services provided to the community: “Any request requiring additional funding for perpetuating antiquated notions of what a local free public library should provide residents. Requests for pay increases & staffing increases. Our library has great unrealized potential.”

Approximately nine percent of the respondents were not influenced by direct requests for funding and a similar number of respondents found information about how the library manages its money to be least influential in their funding decisions. An additional 4.4 percent of respondents were not influenced by reports of media coverage of library events, and information about the negative consequences that would result from funding decisions were the least influential for another 4.4 percent of respondents. Finally, 2.2 percent of the respondents reported that they were least influenced by anything that would have negative impacts on the general fiscal condition of the municipality, e.g. “Again, the important factor was the amount needed in our budget to not raise taxes” (Respondent 24). Table 5.15 shows the items least likely to influence the local government officials' library funding decisions and the percentage of respondents for each category.

Table 5.15: Factors Least Influential on Local Government Officials' Most Recent Library Funding Decision

Response Category	% of Respondents
No funding actions taken/ library only funded at 1/3 mil	31.1
Not sure how to answer this question/No Response Entered	20.0
Reports about users, programs, or services	20.0
Direct requests for funding from the library	8.9
Reports of how well the library manages its funds	8.9
Media coverage about the library	4.4
Negative consequences of failure to fund/Threats	4.4
General fiscal condition of the municipality	2.2

Note: N = 45.

Public library directors' reports of factors having the greatest impact on the success of their budget requests.

Eighty-four of the 88 public library directors responded to the open-ended question that asked them to describe what had the greatest impact on the success of their most recent budget request. The two coders identified eight categories in these responses ($N = 84$, $r = 0.939$, $p < .01$). The largest response category represented the 45.2 percent of respondents who took no specific budget action because they felt that no matter what they said or did, the library would only get funded at the 1/3 mil level. Respondent 71 reports "We get the minimum funding no matter what cogent arguments I might present, so I don't waste their time nor mine," this view was shared by most of the respondents in this category, including Respondent 47 who reports "This library gets the state-required funding. No specific action seems to have any great impact in regard to funding - positive or negative."

The second largest category, with 21.4 percent of the responses, represented the respondents who reported that sharing information about users, programs, and services had the most influence in the success of their most recent budget request. Respondent 65 reports "What the library was able to achieve given existing budget and staff level as well as how much more the library could achieve with additional funding. Expressing what the

library achieved with statistics and public testimonials is paramount to success.”

Similarly, Respondent 61 reports “Testimony from local citizens about how important the library is to their lives. In our budget preparation, stressing shared services, use of the NJ Library Network, and how hard we work on using every dollar to its maximum so they can justify library funding.”

The third largest category represents the 15.5 percent of respondents who report that communication or a relationship with local government officials had the greatest influence on the success of their most recent budget request. Respondent 56 credits the “Positive relationship I developed with the government officials over the years,” a statement echoed by Respondent 66 who reports “having sustained positive relationships with elected officials as well as other prominent members of the community.”

Respondent 69 did not speak of an ongoing relationship, but instead credits “Meeting with the Mayor, City Council members, and the Business Administrator to give data as to what and how important it is for the [library] to be funded. Also, give data as to how many library users we have, etc.”

There were 4.8 percent of respondents who reported sharing the negative consequences that would result from lack of funds to be their most effective strategy, e.g. “I feel that talking about cuts to specific programs and services, as well as talking about potential personnel cuts and decreased hours had the greatest impact in our budget discussions. While it did not increase our town appropriation funding, our municipal officials did negotiate with our library regarding fees that the library pays the municipality for custodial staff, maintenance, landscaping, etc.” (Respondent 60). Sometimes, the sharing of negative consequences extends beyond reports to municipal

officials, such as the case shared by Respondent 77: “After 2 months of meetings and shared information with no resolution, we went to the community, spoke in the town council meeting and called in the media to make residents aware of the drastic cuts being required. At that point, the council was persuaded to compromise on the budget.”

Evidence of good fiscal management was reported as the most influential budget strategy by 4.8 percent of respondents. For example, Respondent 14 reports “How well we manage our money and our partnerships with community organizations and local government agencies,” and Respondent 75 reports “library moving forward in regards to technology. a technology plan/budget that list our needs.” New construction or other capital improvements were most influential for 3.6 percent of the respondents, and 2.6 percent of the respondents felt successful for receiving funding despite the fact that the municipality was experiencing hard economic conditions. Only 2.4 percent of the respondents were unsure how to respond to the question. Table 5.16 show the categories of responses reported as being most effective in a recent budget request and the percentage of respondents in each category.

Table 5.16 – Factors Most Effective in Public Library Directors’ Most Recent Budget Request

Response Category	% of Respondents
No funding actions taken/ library only funded at 1/3 mil	45.2
Reports about users, programs, or services	21.4
Relationship with local government officials	15.5
Negative consequences/Threats	4.8
Reports of how well the library manages its funds	4.8
Extraordinary circumstances (e.g. building construction or capital improvements)	3.6
General fiscal condition of the municipality	2.4
Not sure how to answer this question/No Response Entered	2.4

Note: N = 84

Public library directors' reports of factors having the least impact on the success of their budget requests.

Eighty-four of the 88 public library directors responded to the open-ended question that asked them to describe what had the least impact on the success of their most recent budget request. The two coders identified ten categories in these responses ($N = 84$, $r = 0.987$, $p < .01$). The largest response category, with 33.3 percent of the respondents, represented people who either indicated that they did not know how to respond to this question, or those who responded to the question about what had the most impact, but did not enter a response to the question about what had the least impact. This suggests that respondents may be aware of what has worked, but are less aware of strategies that have been unsuccessful. The second largest category, with 21.4 percent of the responses, were categorized as no action was least effective because the library only receives the mandated 1/3 mil allocation. The general idea from the responses in this category are conveyed by Respondent 68 who reports "The borough routinely funds the library at 1/3 mil, up or down depending on the equalized assessed evaluation. When values decline as they have for the past three years they can rely on that to hold the line."

There were 15.5 percent of respondents who provided responses which suggest that their attempts to communicate with local government officials have been least effective. Respondent 41 reports "We have not been successful at getting full funding. We sent a very strong letter requesting funding for a youth services librarian (we have never had one on staff) which fell on deaf ears." Respondent 1 found "Trying to meet with the mayor & council on an individual basis" to have the least impact, a sentiment shared by Respondent 39 who reports little success with "Outright requests for more funding," and by Respondent 76 who reports "I did not feel that my request was heard."

The next largest category, with 8.3 percent of the respondents, consisted of reports that information about users, programs, and services was the least effective in securing library funding. This idea is represented by Respondent 77 who reports, “Sadly, the [local government officials] were not impressed by program statistics, lists of partnerships or any evidence of the library's value to the community,” and by Respondent 77 who reports “discussing value of services to community” to be the least effective strategy. There were 7.1 percent of respondents who reported the general fiscal condition of the municipality as the underlying cause of unsuccessful budget requests. Respondent 12 reports, “The assumption that you are making is that there is a request made. The current economic crisis has in fact made the 1/3 minimum, the maximum.” Respondent 19 reports “[The municipality] is struggling with funding issues in many areas. And although the municipality is supportive of the library it is at this time not the top priority.”

Citing state standards for library service or comparisons to other libraries or municipalities was found to be least effective in making successful budget requests by 4.8 percent of the respondents. Communication of the negative consequences that would result from failure to fund the library was reported as a least effective strategy by 3.6 percent of respondents. While some of the respondents found information about how well the library manages its funds to be among the most effective strategies when making a budget request, for 2.4 percent of the respondents it was the least effective strategy. This same percentage also found that reporting information about the library's community partnerships to be one of the least effective strategies. Finally, reports of media coverage of library activities were the least effective strategy for 1.2 percent of

respondents. Table 5.17 shows the items least likely to influence the success of the library budget request and the percentage of respondents for each category.

Table 5.17 – Factors Least Effective in Public Library Directors’ Most Recent Budget Request

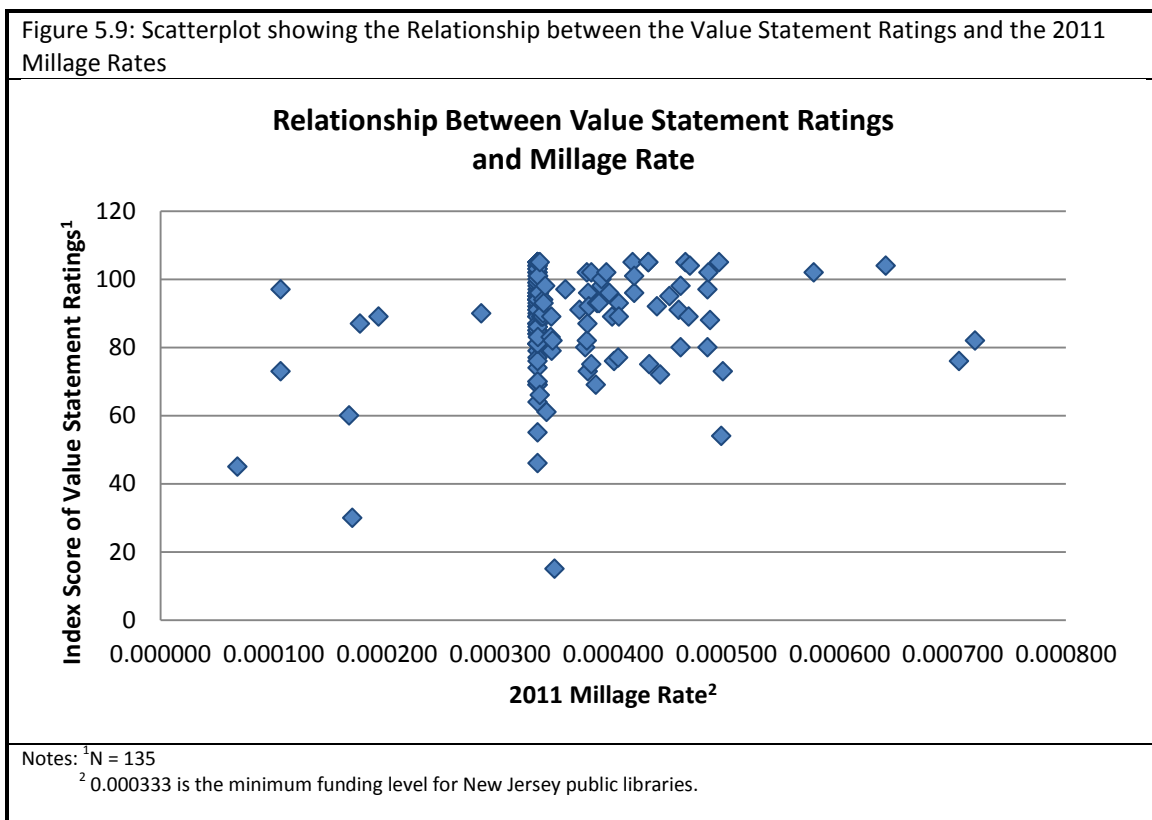
Response Category	% of Respondents
Not sure how to answer this question/No Response Entered	33.3
No funding actions taken/ library only funded at 1/3 mil	21.4
Direct requests to local government officials for funding	15.5
Reports about users, programs, or services	8.3
General fiscal condition of the municipality	7.1
Comparisons to state standards or other libraries	4.8
Negative consequences of failure to fund/Threats	3.6
Reports of how well the library manages its funds	2.4
Reports about partnerships with other community organizations	2.4
Media coverage about the library	1.2

Note: N = 84.

An Alternative Look at Value Constructs and Funding

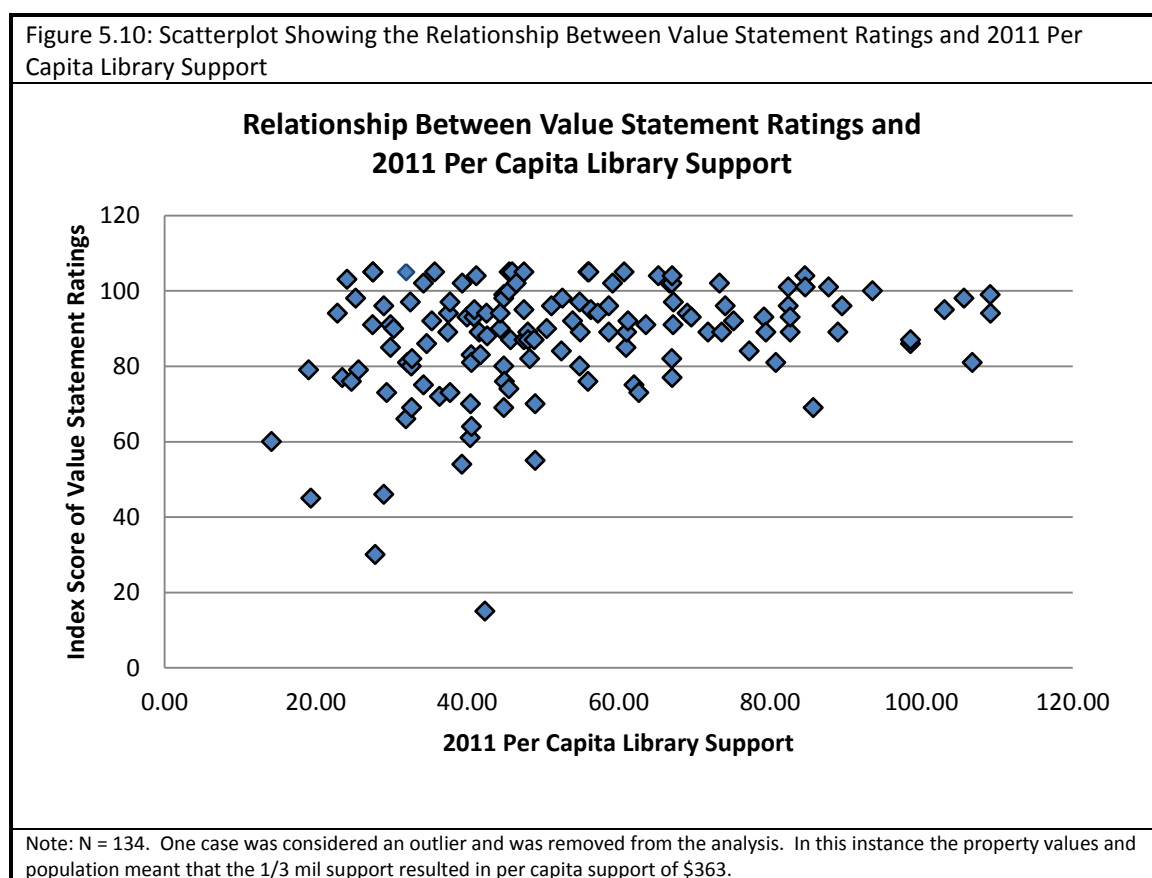
The purpose of this exploratory study was to investigate how local government officials and public library directors conceptualize library value and how those conceptions relate to municipal public library funding. Although logistic analysis was an appropriate method to analyze the survey data, would additional analysis tell us more about the relationships of interest? To explore this question, an index value was created by summing the 15 value statement ratings for each respondent. The lowest possible index value was 15, i.e. the respondent gave all of the value statements a rating of one; the highest possible index value was 105, i.e. the respondent gave all of the value statements a rating of seven. This index variable provided a scale variable that could be used to generate scatterplots that would allow a visual inspection of the data. The second variable selected for the scatterplots was the millage rate for each library. This variable was calculated by dividing the amount of municipal tax support provided to each library in 2011 by the 2010 municipal equalized valuation of the supporting municipality.

Figure 5.9 shows the scatterplot for these two variables.



The scatterplot clearly shows the non-linear nature of the relationship between these two variables. For example, index scores above 80 are given both to libraries that received very low levels of funding and those that received funding significantly above the 1/3 mil level. In addition, the library receiving the lowest value rating did not get the lowest level of funding, and the library receiving the highest value rating did not also receive the highest level of funding. It is also clear that a significant number of the responses cluster around the 1/3 mil rate. This confirms the importance of the 1/3 mil requirement suggested by the open-ended responses, and suggests that the 1/3 mil requirement may be a confounding variable in the relationship between library value and funding.

Given the preceding analysis, would an examination of funding from a different perspective moderate the effect of the 1/3 mil funding requirement and reveal new information about the relationship between the value statements and funding? To explore this question, the index values created in the first part of this discussion were again used to generate a scatterplot. The second variable was changed to the level of per capita support provided to each of the libraries represented in the dataset. Per capita support was calculated by dividing the amount of municipal tax support provided to each library in 2011 by the 2011 population of the supporting municipality. Figure 5.10 shows the scatterplot of these two variables.

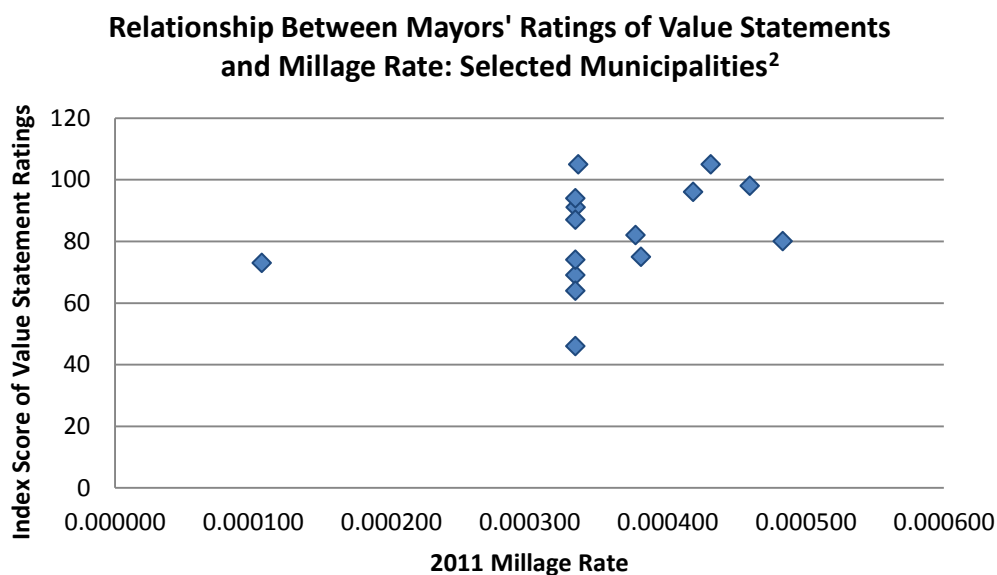


The relationship depicted in this scatterplot is more linear than the relationship between the index scores and the millage rate. However, the amount of per capita library

support also does not appear to be strongly affected by the ratings of the value statements. Most of the index scores fall between 60 and 105, reflecting the overwhelmingly positive view of libraries held by the respondents. The levels of per capita support cover a much broader range starting at low of less than fifteen dollars and ending at a high of over one hundred dollars. The two libraries receiving the highest levels of funding, i.e. more than one hundred dollars per capita, have lower index scores than two libraries that received less than twenty-five dollars per capita. The median level of 2011 library per capita support for the respondents was \$47.53. Ten libraries received the highest index score of 105, but only three of the ten received per capita support above the median level. Six libraries received index scores of less than 60, and five of the six also had per capita funding rates that were below the median level. The library receiving the lowest index score of 15 received funding below the median level of per capita support, but only by less than five dollars. The value index/per capita support scatterplot supports the claim of a relationship between library value and funding, but it is also clear that the relationship is very likely an indirect one that is moderated by other factors including the requirement to fund public libraries at 1/3 mil.

There were 15 instances where responses were received from both the mayor and the public library director. The scatterplots in Figures 5.11 and 5.12 show the two sets of responses. These scatterplots are visually similar and lend support to the claim of little difference between the value statement ratings of the mayors and the library directors made by the previous data analysis and also point to the moderating effects of the 1/3 mil funding requirement.

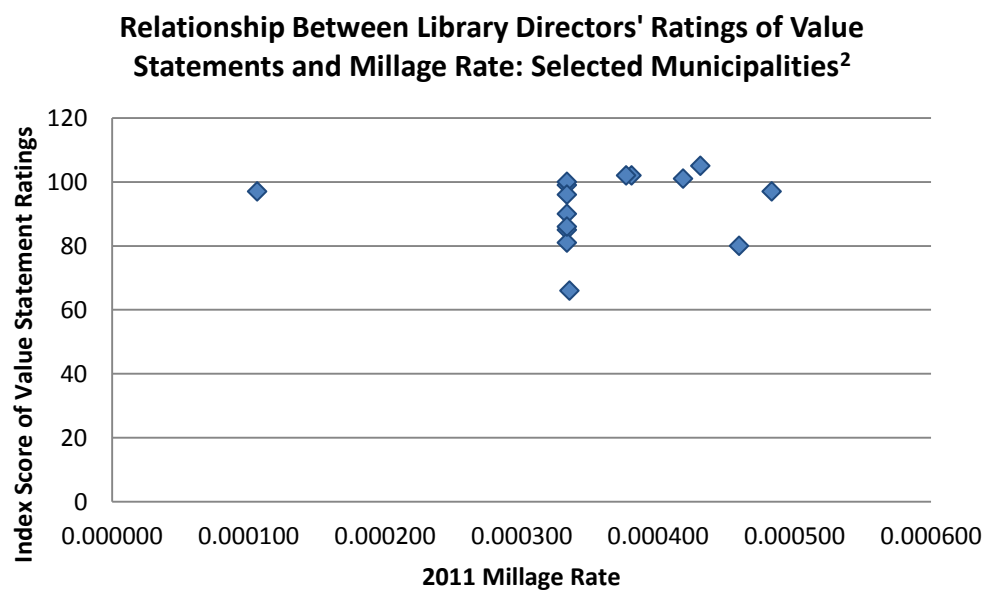
Figure 5.11: Relationship Between Mayors' Ratings of Value Statements and the Millage Rate for Selected Municipalities



Note: ¹N = 15;

²Selected municipalities are those for which valid responses were received from both the Mayor and the Public Library Director.

Figure 5.12: Relationship Between Library Directors' Ratings of Value Statements and the Millage Rate for Selected Municipalities



Note: ¹N = 15;

²Selected municipalities are those for which valid responses were received from both the Mayor and the Public Library Director.

Data Summary

The findings from this study suggest partial support for the guiding research propositions. Research proposition one is moderately supported by the data analysis. The clustering of the statistically significant correlations around related concepts and around the library impact variable suggest some support for the claim made by research proposition one of a relationship between information used to support library budget justifications and the way that library directors are likely to communicate library value to local government officials. However, since the majority of the statistically significant correlation coefficients for the variables in this analysis were smaller than .300 with correspondingly small effect sizes, it should also be noted that the relationship does not appear to be an especially strong one. The moderate correlation coefficients and small effect sizes also suggested the possibility of still unidentified factors that influence both how library directors communicate value to local government officials and what information they choose to include in their budget justifications.

Research proposition two is partially supported by the data analysis. The public library directors' highest rated value concepts were also represented in the list of frequently offered library programs and services, lending support to the idea that libraries offer programs that library directors believe are valuable. However, the highest rated value constructs were not significant predictors of above minimum level funding, and the significant predictors of higher levels of funding were rated as very important by an average of only 59 percent of the respondents. Finally, research proposition three was also only partially supported by the data analysis. There is support for the claim that public library directors and local government officials have high levels of agreement

about how the public library adds value to the community. Despite the high level of agreement about library value, there are marked differences in the ability of their ratings of the value statements to predict higher levels of funding.

The open-ended questions sought to determine what has been most and least effective in the library budget process from the perspectives of public library directors and local government officials. The data provided by the open-ended responses mirrors the data provided by the ratings of the value statements and the ratings of the budget information. Although there are differences between the percentages of respondents in each category, there is a great deal of similarity in the responses of the local government officials and the public library directors. This lends support to the claim that although they may differ on the relative value of a specific concept, the public library directors and local government officials in this study have high levels of agreement about what information is important in the budget decision process.

When considering the most effective strategies, the same categories are represented in the responses of both groups. The only exception is that some public library directors reported that making local government officials aware of the negative consequences of not funding the library had been an effective strategy; none of the local government officials reported negative consequences of failing to fund the library as having a positive influence on their budget decisions. Another significant difference is that a larger percentage of the local government officials (20 percent) reported that information about how well the library manages its funds to be the most significant factor in their library funding decisions, but this appeared to be true for only 4.4 percent of the public library directors. Both groups agreed that the state requirement to fund public

libraries at 1/3 mil was a significant factor in the library funding decision process, and the scatterplots suggest that the 1/3 mil requirement may be a significant confounding variable in the relationship between library value and funding. Both groups also agreed that communication between the library and local government officials, and reports about users, programs, and services were also important to the library funding decision process.

For both groups, the most effective budget strategies included:

- perceived limits imposed by the law requiring funding at 1/3 mil
- information on how well the library manages its money
- reporting information about users, programs, and services
- communication/relationships between the library and local government officials.

These four categories contained the responses of 84.5 percent of the local government officials and 86.9 percent of the public library directors. So while they may differ on the relative importance of a specific concept, the local government officials and public library directors represented in this study share many of the same ideas about what has been most effective in their library funding decisions.

When considering the strategies and factors that were least effective in the library funding decision process, again there is a great deal of similarity between the response categories of the two groups. The eight response categories for the local government officials are also represented in the responses of the public library directors. As in the categories describing the most effective budget concepts, the library directors have more categories of responses than the local government officials, i.e. only library directors reported partnerships and comparisons to standards or other libraries as least effective strategies.

In both groups, many of the respondents were unable to describe a least effective budget strategy, but when they were able to provide a response, the least effective strategies included:

- perceived limits imposed by the law requiring funding at 1/3 mil
- reporting information about users, programs, and services
- communication/relationships between the library and local government officials

These three categories contained the responses of 80 percent of the local government officials and 78.5 percent of the public library directors. It is interesting to note that there is a great deal of similarity between the most effective and least effective strategies. This suggests that the least/most effective dichotomy may not accurately capture the complexity of the issues surrounding municipal library budget strategies. An in depth study of the communication and other organizational and cultural structures that surround the municipal library budgets could provide additional insight into what makes these concepts function as both most and least effective budget strategies.

The data analysis concluded with scatterplots examining the relationships of the value statements with both the 2011 millage rate and the 2011 level of per capita library funding. These charts support the claim of a weak relationship between library value and funding, and examination of these scatterplots suggests that the 1/3 mil funding requirement exerts a moderating effect on the library value/library funding relationship.

The next chapter presents a revision of the conceptual model, the conclusions drawn from the research, a discussion of the implications of the results, and recommendations for further research.

Chapter Six – Conclusions

Study Overview

The purpose of this research study was to explore the relationships between conceptions of library value and public library funding. The research sought to determine if there were significant relationships between the library value constructs of public library directors and those of local government officials who were responsible for library funding. In addition, the study attempted to see if the participants' ratings of library value constructs could be associated with higher levels of library funding.

Chapter one of this study provided the background for this exploration of library value, and included the problem statement, a conceptual model of the relationships under consideration, three research propositions, and seven research questions. Chapter two provided a review of the library and information science literature on library evaluation and valuation, including a discussion on the effectiveness of statewide library valuation studies in securing additional public library funding. Chapter three presented the research design, and included a discussion of the selection of New Jersey public library directors and mayors as research subjects, and the use of survey instruments specifically designed for this study. This study was the first use of these survey instruments, so the descriptive statistics of the collected data were presented in chapter four. Analysis and discussion of the seven research questions and the three research propositions was presented in chapter five. That chapter also presented a discussion of the results of participants' reports of significant factors that influenced their recent budget processes, and additional examinations of the library value/library funding relationship. This final chapter presents a revision of the conceptual model, some conclusions drawn from the

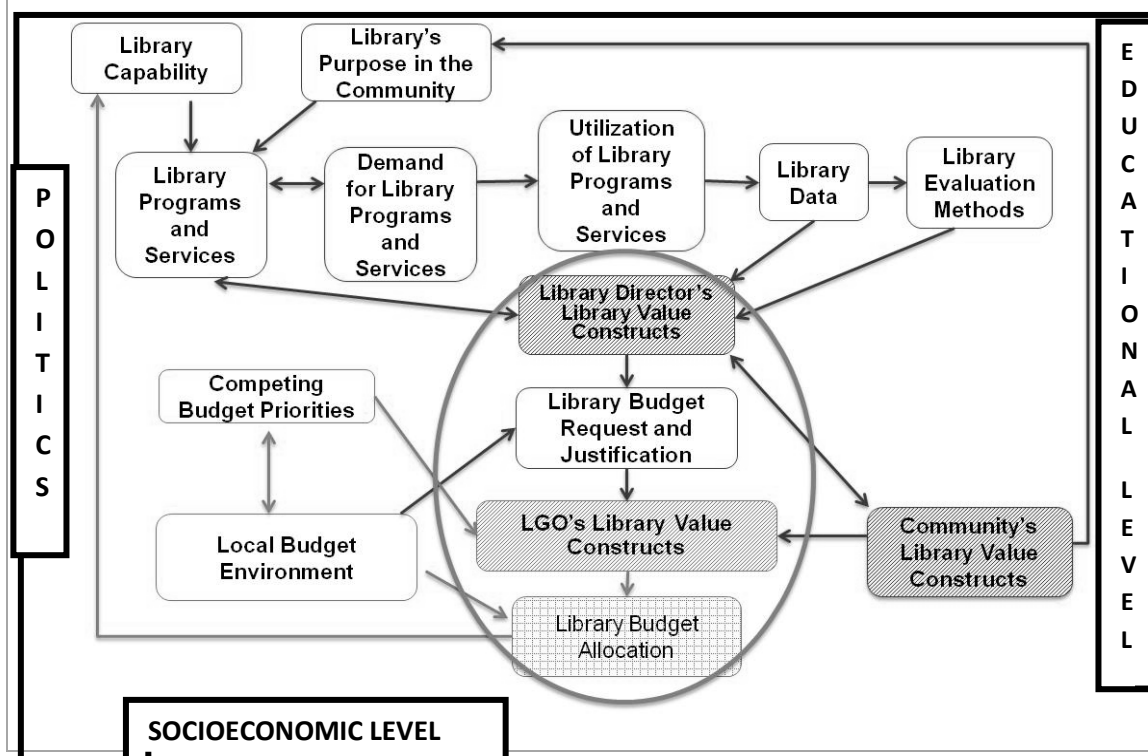
research, a discussion of some implications of the results, and recommendations for further research.

Revisions to the Conceptual Model Based on the Research Study

The original conceptual model that supported this study, initially presented in chapter one, is reproduced below. It shows suggested relationships integrating legislator, community and library perspectives on library funding. The model suggests that constructs of library value play a key role in the public library's budget allocation. The model also suggests that the library value constructs of local government officials and public library directors, indicated by the circled area, are important areas of focus when attempting to understand the relationships between library value and public library funding. The model suggests that the activities of both groups have a direct impact on the kinds of library services and programs that will be offered in a community. The library administrators attempt to add value by their program and service decisions, and local government officials decide how much of the available pool of municipal funds will go to the library to support those decisions.

One of the outcomes of this study is that a little more can be said about the area inside the circle, i.e. the relationships between the library value constructs of public library directors and those of local government officials responsible for providing financial support for municipal public libraries. Initially, the model suggested that library directors' library value constructs influence their budget requests and that local government officials' library value constructs influence their budget allocation decisions, but the original conceptual model says very little about the relationships between the library value constructs of the two groups.

Figure 1.4. Model for Exploring the Relationships Between Constructs of Library Value and Local Government Public Library Funding



Analysis of the data from this study suggests that the area within the circle can be expanded with some additional details. The data suggests support for the claim that the library directors and the local government officials share library value constructs. In addition, the data suggests that the ratings of the value constructs are significant predictors of above minimum level funding, but with the exception of programming for teens and children, the constructs that were the strongest predictors of higher levels of funding, were not the most highly rated by either group. Correlation analysis supports the claim that there are significant relationships between the information public library directors' are likely to use to communicate library value to local government officials and the information that they use to support their budget requests, but the correlation

coefficients suggest that the relationships are moderate. Finally, the data suggests four shared concepts that may be contributors to positive library funding outcomes. Figure 6.1 shows the revisions to aspects of the conceptual model based on the analysis of the data from this study.

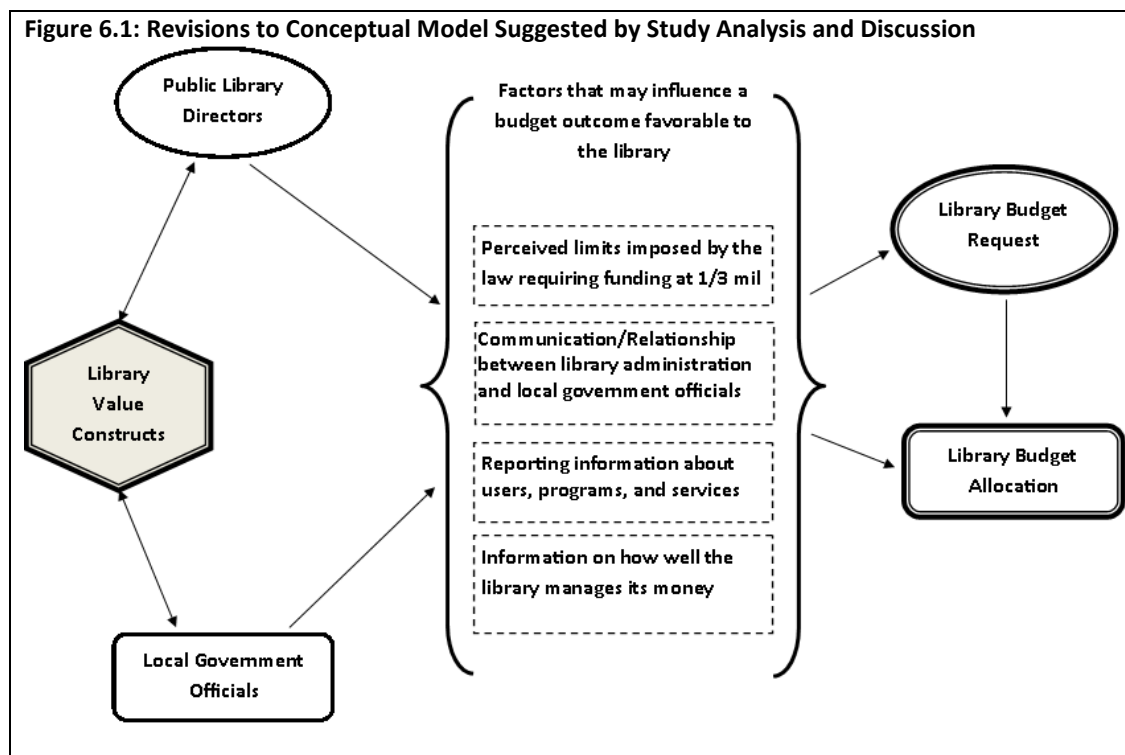
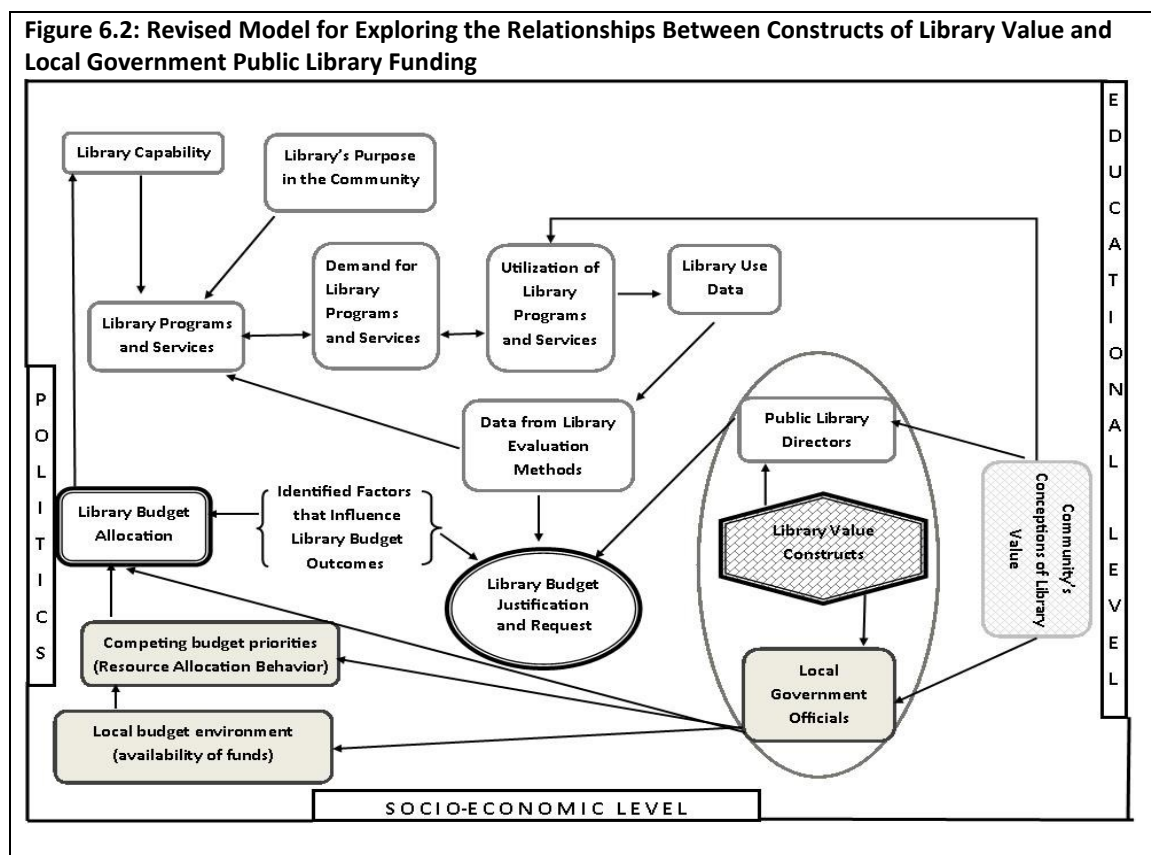


Figure 6.1 shows that the public library directors and the local government officials share library value constructs, and they also agree about four of the factors that could result in a budget outcome that is favorable to the library. Although the shared value constructs and the shared list of factors that may influence a favorable library budget outcome suggest similarities in the library value constructs of the public library directors and local government officials in this study, as the diagram shows, there was no direct relationship between these shared factors and the library value constructs. Figure

6.2 shows the full conceptual model with the revisions suggested by the analysis of the data from this study.



In Figure 6.2 the area inside of the circle has been adjusted to reflect the claim made by this study that local government officials and public library directors share library value constructs. The library's budget request and allocation have been separated from the library value constructs reflecting the claim of no strong direct link between library value constructs and levels of funding. The library's budget request and allocation are instead linked by the four factors identified in this research as having the greatest impact on library budget outcomes (see figure 6.1 for the detailed list of the factors). The role of library evaluation has been made more central based on the review of the literature which suggests that data from library evaluations can be used to both

improve library programs and services, and provide data to inform and support a budget justification or request. The role of the community's conceptions of library value has been modified to reflect that both library directors and local government officials indicated that they valued community feedback about the library, and both groups referenced community feedback/impact when describing most and least effective budget strategies. The community also provides feedback by their use (or lack of use) of library services, and an arrow linking the community's conceptions of library value to the utilization of library programs and services has been added to reflect this relationship. The arrows from the local government officials' library value constructs to the local budget environment and competing budget priorities represent the claim that library value constructs work with both of these factors to shape the library's budget allocation. In the original model, the library value constructs of public library directors were directly linked to their budget requests. The library budget requests were directly linked to the local government officials' library value constructs, which was directly linked to the library's budget allocation. As a result of this research, the model has been revised to show that while library directors and local government officials may share library value constructs, these constructs only partially account for the public library's budget allocation.

The Role of Culture

One way to interpret the data from this study is as evidence of a shared culture around public libraries in the community. Culture can be defined as shared systems of meaning that are communicated between members of a community or group (Geertz, 1973; D'Andrade, 1984; LeVine, 1984). Using this definition, the evidence of shared value constructs and the shared ideas about what leads to successful library budget

outcomes lend support to the claim that the public library directors and local government officials in this study share a culture around the role of the public library in the community. However, this shared culture does not seem to be directly connected to higher levels of library funding.

According to D'Andrade (1984), culture is a system of defining meaning that is expressed through social rules or agreements that something – an object, a behavior, and idea – represents something else; it helps people make sense of their world. These social rules can function as regulative rules, sometimes referred to as norms, and/or as constitutive rules, which serve to create, regulate, and define existing behavior. Regulative rules provide clues as to what we believe should be done, while constitutive rules provide guidance on how it should be done. Constitutive ideas and rules create reality, while regulative ideas and rules constrain and order action.

The 1/3 mil law in New Jersey is a regulative rule in public library culture. The New Jersey Legislature as a body passed the law saying in essence, we agree that if a municipal library is formed, it should be financially supported at a particular level. Individual communities agree with this regulative rule, and in general provide the required level of support. The various ways that individual communities comply with this regulative funding rule are evidence of constitutive rules in action. In some communities, the 1/3 mil funding level is treated as the absolute ceiling for library funding, and so there is no prescribed budget action required by the library. The local government officials and the library administration agree that the library will be funded at 1/3 mil; no additional action or discussion is usually required. In other communities, the 1/3 mil amount is merely a starting point for library funding. The library administration

and local government officials actively negotiate funding and these libraries often get funding in excess of 1/3 mil. The acceptable actions and outcomes are often governed by the culture of a particular municipality.

These regulative and constitutive rules are not absolute, and can be changed if there is sufficient support in the rule-making bodies. Regulative rules can be changed, for example, when municipalities dissolve the municipal public library, or the Legislature modifies the library funding laws. Both municipal library dissolution and public library funding law modifications have happened in New Jersey. Constitutive rules can be modified by changes in municipal or library administration, or by changes in economic conditions, e.g. increasing or decreasing tax bases.

While culture provides meaning systems that help people direct and understand their behavior, a shared culture does not automatically determine material flow. Material flow is not a meaning system, but instead refers to the “movement of goods, services, messages, people, genes, diseases, and other potentially countable entities in space and time” (D’Andrade, 1984, p. 110).

Constitutive rules create a variety of types of people, occasions, and objects, which are linked to norms concerning the rights of certain types of people over certain kinds of objects on certain occasions. These norms are major determinants of a person’s actions and reactions, directly affecting the flow of things on which social life depends. (D’Andrade, 1984, p. 111)

There are multiple causal relationships between conditions of material flow and meaning systems. In the context of this study, the norm created by the 1/3 mil law governs material flow of funds to libraries, but at the municipal level, the material flow of

funds may be governed by other norms in which funding the library is viewed as one part of the local government officials' resource allocation decision matrix. Although additional research is needed to explicate the relationships between the shared culture of the municipal library and the various regulative and constitutive rules that determine library funding, this study provides an empirical base to begin such research.

The Role of Resource Allocation Behavior

Langholtz, Marty, Ball, & Nolan (2003) describe resource allocation behavior as “the outward, observable behavior in which people act upon their resource-allocation decisions” (p. 2). Any judgment that people make about how they will allocate resources, e.g. how much funding to give to the public library each year, is generally classed as resource allocation behavior. The two basic categories of resource allocation problems are maximization problems where decision makers attempt to achieve the maximum level of a goal without consuming more than a fixed amount of resources, and minimization problems where decision makers are attempting to achieve a fixed goal while consuming a minimum amount of resources. Resource allocation decisions are often made over time with the results of previous decisions providing feedback for current decisions; “these are multi-cycle problems, where each allocation represents one cycle among a series” (Langholtz, Marty, Ball, & Nolan, 2003. p. 5). Multi-cycle problems are affected by whether the decision-maker has the option of either carrying forward unused resources, or borrowing resources against the next time frame.

The view of library funding as a multi-cycle problem is supported by the recent regulative change to New Jersey library law requiring the give-back of excess funds (P.L. 2010, C.83, 2010) which changes the ability of the library to carry forward excess fund

by making any library resources in excess of twenty percent above 1/3 mil available for use by the municipality. Viewing library funding from the perspective of a multi-cycle problem is also supported by Orr's (1973) model of library goodness (see Figure 2.2) and Kim and Yu's (2011) framework for library evaluation and management (see Figure 2.3).

Many allocation decisions about public goods are made within the context of government institutions. These decisions are made with both recognition of the current situation and awareness of how the current decisions will provide costs and benefits over future periods. "Given any set of political decision rules, there may be *fiscal rules or institutions* which restrict the range within which collective results may emerge," (Buchanan, 1969, p. 158) and it is also very likely that political decision rules and fiscal or institutional rules may substitute for one another. The two primary public decision variables are the tax rate and the expenditure mix. The most efficient decisions should balance costs and benefits, but institutional rigidities, e.g. tax codes, or mandated expenditures, often prevent costs and benefits to be decided purely on the basis of efficiency.

In the case of public libraries, the 1/3 mil law is a rule that affects the expenditure mix available to local government officials. The library is funded each year, and giving the library more than 1/3 mil one year does not mean that decision-makers have the freedom to give the library less in subsequent years. The inability to fund the library at less than 1/3 mil may also inhibit funding at over 1/3 mil. When considered from the perspective of local government officials' resource allocation behavior, it becomes apparent that there are many factors, outside of a shared culture around libraries, that may influence the decision to fund the library at levels above 1/3 mil. Local government

officials value the public library, but they also value all of the other contributors to the community. Funding the library at only 1/3 mil may be more about maximizing available resources than about the perceived value of the library.

Study Implications

This study showed that there were marked similarities between the value constructs of the public library directors and local government officials in this study. Both groups rated traditional services, such as the provision of books, CDs, and DVD and the provision of free Internet access as very important ways that the public library adds value to their communities. There was even a high level of agreement on the value constructs rated least important by the two groups. Neither group felt that providing help with e-government services, or providing services and support to small businesses were important ways that their library was adding value to the community. These similarities suggest that the library directors and local government officials in this study share a culture around libraries. However, that shared culture does not necessarily translate into higher levels of financial support for the public library. Analysis of the responses to the value statements lends support to the claim that, with the exception of programming for children and teens, none of the value constructs rated as very important by the respondents is a significant predictor of funding above the minimum level. This lends support to Allen's (2003) research which suggested providing information about the quality of library services may have little effect on library funding levels.

While it was surprising to find the degree of similarity between the public library directors' value constructs and those of the government officials, in retrospect the data clearly demonstrate that the public library directors operate from the supposition that

local government officials' primary interest in the library exists around the budget. If that is a valid supposition then communicating about the library in the context of the budget seems reasonable. But the data also lead to an alternate view of how the shared culture arose without an understanding of the library's budget needs over time.

Data taken from public library directors tell us that they report regularly what library is able to accomplish with the existing money and staff the budget allots. This encourages a shared culture that arises from repeated budget presentation of the status quo. A more meaningful endeavor would center on the development of a shared culture in which fiscal increases were perceived as needed by government officials based upon the services required by the community in this digital age. This would demand further dialog and even ongoing education that makes visible the library budget needs built on communication throughout the year about the library of the 21st century. Ideally, this communication could be presented over the time intervening between budget hearings, and could, for example, take the form of the presentation of quarterly reports that provide a short, easy to read and carefully documented précis of what is happening in library service nationally at a point in time and what the community library needs to remain viable in the face of the ongoing technological revolution it faces. What the directors must develop is a new shared culture that focuses on how the library can meet changing community needs, which would begin to replace the culture that emphasizes what was done with previous budget allocations. This requires a vision that presents compelling and irresistible scenarios of the budget needs of the community library of the future and how it will use that budget to fulfill its mandate in service of the public interest.

The findings that relate to the library budget suggest that library directors' are very likely to provide information about library use and money management in both their budget requests and their conversations with local government officials about the library. The local government officials' survey responses confirm that information about money management and users, programs, and services were among the most influential factors on their library budget decisions. This supports the idea that sound money management practices and library metrics are important to local government officials. However, there was no support for the claim that reporting this information made it more likely that a library would receive funding above the minimal level required by state statute.

It is very likely that the quality of library programs and level of community support for the library are significant contributors to a shared library culture, but that the library budget is more a reflection of the general fiscal condition of a municipality, and the specific resource allocation behavior of local government officials. The competition among community services is illustrated definitively in the creation of budget priorities, e.g. the need to fund all municipal services, including libraries, and the perceived relative importance of each of the services to the needs of the competing. This leads to allocation behavior that defines libraries as a lower need in the life of the community.

Major questions for libraries are how to raise the library's level to a higher order and how might the library position itself as an essential community service? Campaigns championing the library as a place that changes lives have become a staple part of attempts to move the library to a higher order community service. Over the years, time and time again through stories, testimonials and narratives the theme has been repeated by the famous and the average person that libraries influence, change, and even save

lives. It remains for future investigators to design a study that brings data to bear on that statement. Carefully crafted it could provide data that elevates the movement of library budget need to the higher order of most essential community services.

It is important that libraries operate in a fiscally responsible manner, and it is important that the community, including local government officials, believe that library programs and services are meeting the needs of the community. It is equally important that library administrators recognize that library funding is not just about demonstrating that the library does these things really well. Municipal library funding is a part of a resource allocation decision matrix. Local government officials may easily envisage what effects increasing or decreasing the funds allocated to police or sanitation will have on a community; it may be more difficult to do the same for library services, e.g., if we cut the police budget, there are fewer officers to patrol the streets; if we cut the library budget, they will not be able to buy as many new books, or they may have to cut some hours, but they will still be open and have all of the books they own, and we may be able to restore the funds next year. Unless library administrators work to command a more substantial position in the resource allocation decision matrix, libraries may always be relegated to minimal levels of funding or continue to experience deep cuts during periods of municipal economic hardship.

This study was an attempt to explore the hidden assumptions about the relationships between conceptions of library value and public funding. While the study suggests the value-funding link is not direct, it does support the claim that the public library is still a valued community institution. Library advocacy efforts and the focus on library evaluation have been effective in sustaining a shared culture around libraries.

Continuing these activities and creating responsive services could help the public library remain an important community institution. However, these activities are not the keys to the library's expansion or growth; these activities help libraries survive, but they will not help them thrive. Securing additional funding does not appear to be about library goodness, but instead about the weight of the library in a given-resource allocation decision matrix. This perspective may help us understand how, in tough economic times, even stellar, award-winning, public libraries are not exempt from budget cuts. Perhaps the relevant question is not how does the library demonstrate its value, but instead, how does the library position itself as an essential and evolving community service? Additional research on municipal library funding can increase both research and professional understanding of funding dynamics, and may allow the future development of knowledge and practices that will help librarians answer this crucial question.

Limitations of the Study

Caution should be exercised when attempting to extend the conclusions of this study beyond the research participants. The low response rates, i.e. 20.7 percent for the local government officials and 37.3 percent for the public library directors, did not capture responses from a large enough portion of the target populations to allow generalizations. While the researcher believes that the findings and conclusions are valid for the survey respondents, she is less sure that they are valid for all public libraries in New Jersey, and it is not recommended that the conclusions be extended to public libraries outside of the state. A second limitation results from the use of a survey as the primary method to gather the data. While surveys allow the collection of large amounts of data, this survey was not able to capture the complexity of the factors that affect

municipal library funding. It is possible that respondents had ideas about library value and library funding that were not expressed because there was no provision in the survey for in-depth comments and the survey findings were not supplemented with follow-up interviews. If the survey instruments developed for this study are used in the future, it is suggested that they be modified to allow study participants the option of providing free-text comments in addition to their coded responses.

Future Research

It is suggested that exploratory case studies of municipal library funding in New Jersey, as well as in other states, be conducted. These studies would help to contextualize this research, particularly the political and communicative aspects of the relationships between local government officials and public library directors. Future research on the topics discussed in this study could also explore:

- the resource allocation behavior of local government officials from an historical perspective, i.e. what was funded, what was not funded, what were the expected outcomes of the decisions, and what were the actual outcomes;
- the 1/3 mil funding requirement from the perspective of former local government officials, especially in depth research on factors that influenced their decisions to fund the library above and below the 1/3 mil level;
- the relationships between the shared culture of the municipal library and the regulative and constitutive rules that determine library funding;
- whether the predictive power of the value statements changes if socio-economic factors are added to the statistical models;
- longitudinal research to explore the cyclical facets of municipal library funding;

- what kinds of library/local government official communication/relationships help libraries get more than the minimum levels of funding, i.e., what would help move the shared culture from a focus on past accomplishments to a focus on continued development;
- historically how the library funding decision process was modified by increasing and/or decreasing municipal revenues, i.e. do libraries get cut primarily because there are fewer available funds.

APPENDIX A: Survey Recruitment Letters



Ph.D. Program
 School of Communication and Information
 Rutgers, The State University of New Jersey
 4 Huntington Street
 New Brunswick, NJ 08901-1071

comminfo.rutgers.edu
 732-932-7500
 Fax: 732-932-6916

[Date of letter]

«LibDirectorFirstName» «LibDirectorLastName»
 «LibDirectorTitle»
 «LibName»
 «LibAddress»
 «Municipality», NJ «LibZip»

Dear «LibDirectorSalutation» «LibDirectorLastName»,

My name is Edith Beckett and I am a doctoral student at the Rutgers University School of Communication and Information. I am researching the relationship between the ways that public library directors think about the value their libraries add to their communities and their success in securing municipal funding for their libraries. In many communities, the library is a well-established community institution that often struggles for financial support. I am interested in identifying patterns in the way that library directors think about the value their libraries add to the community and how they communicate that value to their funding officials. My goal is to determine whether some value statements are more effective than others when trying to convince the local government to provide financial support for the library.

Without your participation in this study, it will not be successful. Please agree to complete a short online survey, which should take no more than 20 minutes. You will not be asked to provide any confidential information about your library or its finances. Participation in the research project is completely voluntary, and your decision whether or not to participate will remain confidential.

The goal of this study is to help the library profession learn more about what we can do to ensure that our public libraries get the financial support necessary to continue to provide high quality services to the people of our communities.

On [date of survey email] I will send an email to you at «LibDirectorEmail». If this email does not reach you, please contact me at ekbecket@eden.rutgers.edu so that I can update my records

with accurate information. My email will describe the survey and provide you with a link that you can use to complete it.

If you have any questions or concerns, you may contact me at my email address, shown above, or at 609-310-1187. You may also contact Professor Dan O. O'Connor, Department of Library and Information Science, Rutgers, The State University of New Jersey, 4 Huntington St, New Brunswick, NJ 08901-1071; 732-932-7500, ext. 8219; Dan.OConnor@rutgers.edu.

I look forward to working with you to gather information that will have meaning for the continued vitality of your public library and all of the public libraries across the nation.

I await your response with great anticipation.

Sincerely,

Edith K. Beckett



Ph.D. Program
School of Communication and Information
Rutgers, The State University of New Jersey
4 Huntington Street
New Brunswick, NJ 08901-1071

comminfo.rutgers.edu
732-932-7500
Fax: 732-932-6916

[Date of letter]

The Honorable «MAYORFULLNAME»
Mayor of «MUNI_NAME»
«ADDRESS_1»
«ADDRESS_2»
«CITY», NJ «ZIP»

Dear Mayor «MAYORLASTNAME»,

My name is Edith Beckett and I am a doctoral student at the Rutgers University School of Communication and Information. I am researching the similarities and differences between the ways that local government officials and public library directors think about the value that the library adds to the community. I am interested in finding out what kinds of value statements have the most meaning for you, as a local government official, when you are considering how much financial support to provide for the public library.

Without your participation in this study, it will not be successful. Please agree to complete a short online survey, which should take no more than 15 minutes. You will not be asked to provide any confidential information about your library or your municipality. Participation in the research project is completely voluntary, and your decision whether or not to participate will remain confidential.

Your participation in this study will help librarians learn more about what local government officials value about public libraries. I believe this knowledge will help the library profession understand what we can do to ensure that librarians are able to work effectively with their local governments. This in turn could result in better services for the citizens of our communities.

On or about [date of survey email] I will send an email to you at «EMAIL». If you do not receive an email by [two days after date of survey email], please contact me at ekbecket@eden.rutgers.edu so that I can update my records. My email will describe the survey and provide you with a link that you can use to complete the survey. If you prefer to have someone else on your staff respond to my survey, please email their name and email address to me, and I will send the survey link directly to your designee.

If you have any questions or concerns, you may contact me at my email address, shown above, or at 609-310-1187. You may also contact Professor Dan O'Connor, Department of Library and Information Science, Rutgers, The State University of New Jersey, 4 Huntington St, New Brunswick, NJ 08901-1071; 732-932-7500, ext. 8219; Dan.OConnor@rutgers.edu.

Sincerely,

Edith K. Beckett



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Fax: 732-932-6916

[Date of letter]

The Honorable «MAYORFULLNAME»
Mayor of «MUNI_NAME»
«ADDRESS_1»
«ADDRESS_2»
«CITY», NJ «ZIP»

Dear Mayor «MAYORLASTNAME»,

My name is Edith Beckett and I am a doctoral student at the Rutgers University School of Communication and Information. I am researching the similarities and differences between the ways that local government officials and public library directors think about the value that the library adds to the community. I am interested in finding out what kinds of value statements have the most meaning for you, as a local government official, when you are considering how much financial support to provide for the public library. As a local government official, you want to provide the best available services to the residents of your community. Fiscal realities mean that you often have to make very hard choices between many services that affect the quality of life for your residents. Librarians recognize this reality, and we want to know the kinds of library services that you believe add the most value to the community.

Please agree to complete the enclosed survey, which should take no more than 15 minutes. Input from you and other local government officials is essential to the success of this study. All individual research results will be kept confidential. Results will only be reported in group form and upon request you will be provided with a group summary of the results at the end of the study. You will not be asked to provide any confidential information about your library or your municipality. Participation in the research project is completely voluntary, and your decision whether or not to participate will remain confidential.

Your participation in this study will help librarians learn about some of the things that local government officials value about the public library. I believe this knowledge will help the library profession learn more about what we can do to ensure that librarians are able to work effectively with their local governments. This in turn could result in better services for the citizens of our communities.

Please use the enclosed envelope to return the completed survey to me by [date survey closes]. If you prefer to have someone else on your staff respond to my survey, please pass the survey materials along to them.

If you have any questions or concerns, you may contact me at my email address, ekbecket@eden.rutgers.edu, or at 609-310-1187. You may also contact Professor Dan O'Connor, Department of Library and Information Science, Rutgers, The State University of New Jersey, 4 Huntington St, New Brunswick, NJ 08901-1071; 732-932-7500, ext. 8219; Dan.OConnor@rutgers.edu.

Thank you in advance for your time and participation.

Sincerely,

Edith K. Beckett

APPENDIX B: Informed Consent Documents

Consent Form (Public Library Directors: Online Survey)

Please read the terms on this page, SELECT YOUR RESPONSE, and CLICK THE "NEXT" BUTTON.

Study title: An Exploration of the Relationships Between Constructs of Library Value and Local Government Public Library Funding

Researchers: Edith K. Beckett and Daniel O. O'Connor, School of Communication and Information, Rutgers the State University of New Jersey

You have been selected to participate in a research study about public library value. Approximately 288 directors from New Jersey municipal public libraries have been selected to participate in this study and each person's participation will last approximately 20 minutes.

If you agree to participate in this study you will take this survey online.

The survey questions ask for some basic demographic information. You will then be asked to rank a series of statements about library value and provide short answers to some additional questions.

The knowledge gained from this study may contribute to understanding the relationships between conceptions of library value and municipal financial support. Your responses to this survey will be used in conjunction with data from published library statistics and municipal public records to help the researchers understand municipal library support in your community.

This research is confidential which means that the research records will include some information about you, such as the name of your library and your position with that library. The research team will keep this information confidential by limiting individual's access to the research data and keeping it in a secure location. The research team and the Institutional Review Board at Rutgers University are the only parties that will be allowed to see the data, except as may be required by law. If a report of this study is published, or the results are presented at a professional conference, only group results will be stated. At your request you will be provided with a group summary of the results when they become available.

There are no predictable physical ill effects associated with participating in this study, and you are completely free to refuse to answer any of the survey questions.

Participation in this study is voluntary and you are free to end your participation at any time after the survey has started.

You will not receive any financial compensation for agreeing to participate in this study and there are no penalties for refusing to participate.

If you have any questions or concerns about your participation in this project you may contact :

Daniel O. O'Connor, Associate Professor,
School of Communication and Information,
Rutgers, The State University of New Jersey
4 Huntington Street
New Brunswick, NJ 08901-1071
Tel: 732-932-7500, ext. 8219
Email: Dan.OConnor@rutgers.edu

If you have any questions about your rights as a research subject, you may contact the Institutional Review Board Administrator at Rutgers University at

Rutgers University Institutional Review Board for the Protection of Human Subjects

Office of Research and Sponsored Programs
3 Rutgers Plaza
New Brunswick, NJ 08901-8559
Tel: 848 932 4058
Email: humansubjects@orsp.rutgers.edu

This informed consent form was approved by the Rutgers University Institutional Review Board for the Protection of Human Subjects on August 22, 2012; approval of this form expires on August 21, 2013.

- ☐ I understand these terms and AGREE to participate in this study.
- ☐ I DO NOT WISH to participate in this study

Consent Form (Local Government Officials: Online Survey)

Please read the terms on this page, select your response, and click the "NEXT" button.

Study title: An Exploration of the Relationships Between Constructs of Library Value and Local Government Public Library Funding

Researchers: Edith K. Beckett and Daniel O. O'Connor, School of Communication and Information, Rutgers the State University of New Jersey

You have been selected to participate in a research study about public library value. Approximately 260 government officials from New Jersey municipalities that provide support for public libraries have been selected to participate in this study and each person's participation will last approximately 15 minutes.

If you agree to participate in this study you will take this survey online.

The survey questions ask for some basic demographic information. You will then be asked to rank a series of statements about library value and provide short answers to some additional questions.

The knowledge gained from this study may contribute to understanding the relationships between conceptions of library value and municipal financial support. Your responses to this survey will be used in conjunction with data from published library statistics and municipal public records to help the researchers understand municipal library support in your community.

This research is confidential which means that the research records will include some information about you, such as the name of your municipality and your position with that municipality. The research team will keep this information confidential by limiting individual's access to the research data and keeping it in a secure location. The research team and the Institutional Review Board at Rutgers University are the only parties that will be allowed to see the data, except as may be required by law. If a report of this study is published, or the results are presented at a professional conference, only group results will be stated.

At your request you will be provided with a group summary of the results when they become available.

There are no predictable physical ill effects associated with participating in this study, and you are completely free to refuse to answer any of the survey questions.

Participation in this study is voluntary and you are free to end your participation at any time after the survey has started.

You will not receive any financial compensation for agreeing to participate in this study and there are no penalties for refusing to participate.

If you have any questions or concerns about your participation in this project you may contact :

Daniel O. O'Connor, Associate Professor,
School of Communication and Information,
Rutgers, The State University of New Jersey

4 Huntington Street
New Brunswick, NJ 08901-1071
Tel: 732-932-7500, ext. 8219
Email: Dan.OConnor@rutgers.edu

If you have any questions about your rights as a research subject, you may contact the Institutional Review Board Administrator at Rutgers University at

Rutgers University Institutional Review Board for the Protection of Human Subjects
Office of Research and Sponsored Programs
3 Rutgers Plaza
New Brunswick, NJ 08901-8559
Tel: 848 932 4058
Email: humansubjects@orsp.rutgers.edu

This informed consent form was approved by the Rutgers University Institutional Review Board for the Protection of Human Subjects on August 22, 2012; approval of this form expires on August 21, 2013.

- ☐ I understand these terms and AGREE to participate in this study.
- ☐ I DO NOT WISH to participate in this study

Consent Form (Local Government Officials: Print Survey)

Study title: An Exploration of the Relationships Between Constructs of Library Value and Local Government Public Library Funding

Researchers: Edith K. Beckett and Daniel O. O'Connor, School of Communication and Information, Rutgers the State University of New Jersey

You have been selected to participate in a research study about public library value.

Approximately 260 government officials from New Jersey municipalities that provide support for public libraries have been selected to participate in this study and each person's participation will last approximately 15 minutes.

If you agree to participate in this study you will complete the attached survey.

The survey questions ask for some basic demographic information. You will then be asked to rank a series of statements about library value and provide short answers to some additional questions.

The knowledge gained from this study may contribute to understanding the relationships between conceptions of library value and municipal financial support. Your responses to this survey will be used in conjunction with data from published library statistics and municipal public records to help the researchers understand municipal library support in your community.

This research is confidential which means that the research records will include some information about you, such as the name of your municipality and your position with that municipality. The research team will keep this information confidential by limiting access to the research data and keeping it in a secure location. The research team and the Institutional Review Board at Rutgers University are the only parties that will be allowed to see the data, except as may be required by law. If a report of this study is published, or the results are presented at a professional conference, only group results will be stated.

At your request you will be provided with a group summary of the results when they become available.

There are no predictable physical ill effects associated with participating in this study, and you are completely free to refuse to answer any of the survey questions.

Participation in this study is voluntary and you are free to end your participation at any time after the survey has started.

You will not receive any financial compensation for agreeing to participate in this study and there are no penalties for refusing to participate.

If you have any questions or concerns about your participation in this project you may contact :

Daniel O. O'Connor, Associate Professor,
School of Communication and Information,
Rutgers, The State University of New Jersey
4 Huntington Street
New Brunswick, NJ 08901-1071
Tel: 732-932-7500 , ext. 8219
Email: Dan.OConnor@rutgers.edu

If you have any questions about your rights as a research subject, you may contact the Institutional Review Board Administrator at Rutgers University at

Rutgers University Institutional Review Board for the Protection of Human Subjects
Office of Research and Sponsored Programs
3 Rutgers Plaza
New Brunswick, NJ 08901-8559
Tel: 848 932 4058
Email: humansubjects@orsp.rutgers.edu*

This informed consent form was approved by the Rutgers University Institutional Review Board for the Protection of Human Subjects on August 22, 2012; approval of this form expires on August 23, 2013.

I understand these terms and agree to participate in this study.

Initials: _____

Date: _____

I do not wish to participate in this study.

Initials: _____

If you do not wish to participate in the study, please use the enclosed envelope to return this form to me

APPENDIX C: Survey of Public Library Directors (SPLD)

[The informed consent document is listed in the online survey as question 1]

2. Please select your COUNTY

[Respondents get a drop down box with a list of the counties]

3. What is the name of your MUNICIPALITY?

[Respondents get a blank field]

4. How many years have you been a library director?

0-4 years

5-9 years

10 or more years

Other, please specify _____

5. Thinking about the year that includes September 2012, did your municipality support your library in excess of the amount required by state law (1/3 mil)?

Yes

No

Don't Know

The 3 questions on this page explore the many ways that public libraries can add value to their community.

6. Here are a group of statements about some of the ways that the library can add value to a community. Please examine these statements and indicate your level of agreement with each statement as it applies to your library.

1	2	3	4	5	6	7
Strongly						Strongly
Disagree						Agree

My library adds value to the community by helping people access e-government services (requesting permits, license renewals, etc.)

1	2	3	4	5	6	7
---	---	---	---	---	---	---

My library adds value to the community by helping people with job search-related activities

1	2	3	4	5	6	7
---	---	---	---	---	---	---

My library adds value to the community by making books, CDs and DVDs available to the community

1	2	3	4	5	6	7
---	---	---	---	---	---	---

My library adds value to the community by providing librarians who can help people find the information they want and need for everyday living and in extraordinary situations that arise in their lives

1	2	3	4	5	6	7
---	---	---	---	---	---	---

My library adds value to the community by providing access to new technologies such as e-book readers, music/audiobook players, or tablet computers

My library adds value to the community by keeping people informed about community activities

1 2 3 4 5 6 7

7. Here are a second group of statements about some of the ways that the library can add value to a community. Please examine these statements and indicate your level of agreement with each statement as it applies to your library.

1	2	3	4	5	6	7
Strongly Disagree						Strongly Agree

My library adds value to the community by serving as a community center/sociable meeting space for seniors and others in the community

1 2 3 4 5 6 7

My library adds value to the community by providing a quiet or study space for students and other community members

1 2 3 4 5 6 7

My library adds value to the community by providing community meeting spaces

1 2 3 4 5 6 7

My library adds value to the community by providing programs and activities for adults

1 2 3 4 5 6 7

My library adds value to the community by providing programs and activities for teens and young children

1 2 3 4 5 6 7

My library adds value to the community by providing free access to high speed Internet

1 2 3 4 5 6 7

8. Here are a final group of statements about some of the ways that the library can add value to a community. Please examine these statements and indicate your level of agreement with each statement as it applies to your library.

[illegible]

Disagree

Agree

My library adds value to the community by providing access to e-books

1 2 3 4 5 6 7

My library adds value to the community by helping people learn to use technological devices, such as e-book readers, music/audiobook players, and tablet computers

1 2 3 4 5 6 7

My library adds value to the community by providing librarians who know the resources available in the library and in the community

1 2 3 4 5 6 7

My library adds value to the community by providing access to databases

1 2 3 4 5 6 7

During the course of a year there may be many opportunities to describe the value that your library adds to the community. The next two questions examine how you describe your library's value to two groups: other librarians and local government officials.

1 2 3 4 5 6 7

9. When describing to LIBRARY COLLEAGUES the value that my library adds to my community I am likely to talk about:

1 2 3 4 5 6 7
Not Very
Likely Likely

How many people use various library programs

1 2 3 4 5 6 7

What the library was able to achieve given existing budget and staff levels

1 2 3 4 5 6 7

How well the library manages its money

1 2 3 4 5 6 7

The impact of library programs and services on specific segments of the community

1 2 3 4 5 6 7

My library's partnerships with community organizations

1 2 3 4 5 6 7

My library's partnerships with other local government agencies

1 2 3 4 5 6 7

10. When describing to LOCAL GOVERNMENT OFFICIALS the value that my library adds to my community I am likely to talk about:

1	2	3	4	5	6	7
Not						Very
Likely						Likely

How well the library manages its money

1	2	3	4	5	6	7
---	---	---	---	---	---	---

How many people use various library programs

1	2	3	4	5	6	7
---	---	---	---	---	---	---

The impact of library programs and services on specific segments of the community

1	2	3	4	5	6	7
---	---	---	---	---	---	---

What the library was able to achieve given existing budget and staff levels

1	2	3	4	5	6	7
---	---	---	---	---	---	---

My library's partnerships with other local government agencies

My library's partnerships with community organizations

1	2	3	4	5	6	7
---	---	---	---	---	---	---

The final questions in the survey examine the information that you use when preparing your budget requests.

11. When preparing your most recent budget request which of the following kinds of information did you feel it was important to include in support of the budget request:

1	2	3	4	5	6	7
Not						Very
Important						Important

Reports of media coverage of library activities and events

1	2	3	4	5	6	7
---	---	---	---	---	---	---

Information documenting how well the library manages its money

1	2	3	4	5	6	7
---	---	---	---	---	---	---

New Jersey public library standards for staffing levels and hours of service

1	2	3	4	5	6	7
---	---	---	---	---	---	---

How many people use various library programs

1	2	3	4	5	6	7
---	---	---	---	---	---	---

Reports about the impact of library programs and services on specific segments of the community

1 2 3 4 5 6 7

Information about the library's partnerships with other local government agencies

1 2 3 4 5 6 7

What the library was able to achieve given existing budget and staff levels

1 2 3 4 5 6 7

Information about the library's partnerships with community organizations

1 2 3 4 5 6 7

User testimonials about various library programs

12. When making your most recent budget request to local government officials, what action had the GREATEST impact in getting you the requested funding?

13. When making your most recent budget request to local government officials, what action had the LEAST impact in getting you the requested funding?

14. Are you willing to answer additional questions on this topic?

Yes

No

15. Do you wish to receive a summary of the results of the survey at the end of the study?

Yes

No

16. Please enter your name and email address if you are willing to answer additional questions OR if you wish to receive a summary of the survey results when they are available.

APPENDIX D: Survey of Local Government Officials (SLGO)

Online Version of the Survey of Local Government Officials (SLGO)

[The informed consent document is listed in the online survey as question 1]

2. Please select your COUNTY

[Respondents get a drop down box with a list of the counties]

3. What is the name of your MUNICIPALITY?

[Respondents get a blank field]

4. Please select the form of government used by your municipality.

Borough

City

Commission

Council-Manager (Council Manager Act of 1923)

Council-Manager (Optional Municipal Charter Law)

Mayor-Council (Optional Municipal Charter Law)

Mayor-Council-Administrator (Optional Municipal Charter Law)

Small Municipality (Optional Municipal Charter Law)

Special Charters

Town

Village

5. What is your position/title?

6. Thinking about the year that includes September 2012, did your municipality fund the public library in excess of the amount required by state law (1/3 mil)?

Yes

No

Don't Know

The 3 questions on this page explore the many ways that public libraries can add value to their community.

7. Here are a group of statements about some of the ways that the library can add value to a community. Please examine these statements and indicate your level of agreement with each statement as it applies to the public library in your community.

The library adds value to the community by keeping people informed about community activities

1	2	3	4	5	6	7
Strongly						Strongly
Disagree						Agree

The library adds value to the community by helping people with job search-related activities

1 2 3 4 5 6 7

The library adds value to the community by providing access to new technologies such as e-book readers, music/audiobook players, or tablet computers

1 2 3 4 5 6 7

The library adds value to the community by making books, CDs and DVDs available to the community

1 2 3 4 5 6 7

8. Here are a second group of statements about some of the ways that the library can add value to a community. Please examine these statements and indicate your level of agreement with each statement as it applies to the public library in your community.

The library adds value to the community by helping people access e-government services (requesting permits, license renewals, etc.)

1 2 3 4 5 6 7

Strongly
Disagree

Strongly
Agree

The library adds value to the community by providing programs and activities for teens and young children

1 2 3 4 5 6 7

The library adds value to the community by providing free access to high speed Internet

1 2 3 4 5 6 7

The library adds value to the community by providing programs and activities for adults

1 2 3 4 5 6 7

The library adds value to the community by providing community meeting spaces

1 2 3 4 5 6 7

9. Here are a final group of statements about some of the ways that the library can add value to a community. Please examine these statements and indicate your level of agreement with each statement as it applies to the public library in your community.

The library adds value to the community by providing services and support for local businesses

1 2 3 4 5 6 7

Strongly
Disagree

Strongly
Agree

The library adds value to the community by providing librarians who can help people find the information they want and need for everyday living and in extraordinary situations that arise in their lives

1 2 3 4 5 6 7

The library adds value to the community by providing librarians who know the resources available in the library and in the community

1 2 3 4 5 6 7

Strongly
Disagree

Strongly
Agree

The library adds value to the community by helping people learn to use technological devices, such as e-book readers, music/audiobook players, and tablet computers

1 2 3 4 5 6 7

The library adds value to the community by providing access to e-books

1 2 3 4 5 6 7

The library adds value to the community by providing access to databases

1 2 3 4 5 6 7

10. Thinking back to the most recent public library budget request please indicate the importance of the following types of information in your final funding decision.

Information documenting how well the library manages its money

1 2 3 4 5 6 7

Not
Important

Very
Important

Reports of media coverage of library activities and events

1 2 3 4 5 6 7

Reports about the impact of library programs and services on specific segments of the community

1 2 3 4 5 6 7

User testimonials about various library programs

1 2 3 4 5 6 7

What the library was able to achieve given existing budget and staff levels

1 2 3 4 5 6 7

Information about the library's partnerships with community organizations

1 2 3 4 5 6 7

New Jersey public library standards for staffing levels and hours of service

1	2	3	4	5	6	7
---	---	---	---	---	---	---

How many people use various library programs

1	2	3	4	5	6	7
---	---	---	---	---	---	---

Information about the library's partnerships with other local government agencies

1	2	3	4	5	6	7
---	---	---	---	---	---	---

11. Thinking about the library's most recent budget request, what action by the library had the GREATEST influence on your funding decision?

12. Thinking about the library's most recent budget request, what action by the library had the LEAST influence on your funding decision?

13. Are you willing to answer additional questions on this topic?

Yes

No

14. Do you wish to receive a summary of the survey results when they are available?

Yes

No

15. Please enter your name and email address if you are willing to answer additional questions OR if you wish to receive a summary of the survey results at the end of the study.

Print version of the Survey of Local Government Officials (SLGO)

1. In what COUNTY is your municipality located?

2. What is the name of your MUNICIPALITY?

3. Please select the form of government used by your municipality.

☐ Borough ☐ City ☐ Commission

☐ Council-Manager (Council Manager Act of 1923)

☐ Council-Manager (Optional Municipal Charter Law)

☐ Mayor-Council (Optional Municipal Charter Law)

☐ Mayor-Council-Administrator (Optional Municipal Charter Law)

☐ Small Municipality (Optional Municipal Charter Law)

☐ Special Charters ☐ Town ☐ Village

4. What is your position/title?

5. Thinking about the year that includes September 2012, did your municipality fund the public library in excess of the amount required by state law (1/3 mil)?

☐ Yes ☐ No ☐ Don't Know

6. Here are a group of statements about some of the ways that the library can add value to a community. Please examine these statements and circle the number that indicates your level of agreement with each statement as it applies to the public library in your community.

The library adds value to the community by helping people with job search-related activities

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by making books, CDs and DVDs available to the community

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by keeping people informed about community activities

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by providing access to new technologies such as e-book readers, music/audiobook players, or tablet computers

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by providing community meeting spaces

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by providing programs and activities for adults

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by providing programs and activities for teens and young children

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by providing free access to high speed Internet

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by helping people access e-government services (requesting permits, license renewals, etc.)

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by providing librarians who know the resources available in the library and in the community

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by providing librarians who can help people find the information they want and need for everyday living and in extraordinary situations that arise in their lives

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by helping people learn to use technological devices, such as e-book readers, music/audiobook players, and tablet computers

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by providing access to e-books

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by providing access to databases

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

The library adds value to the community by providing services and support for local businesses

1	2	3	4	5	6	7
<i>Strongly</i>						<i>Strongly</i>
<i>Disagree</i>						<i>Agree</i>

7. Thinking back to the most recent public library budget request please indicate the importance of the following types of information in your final funding decision.

Information about the library's partnerships with other local government agencies

1	2	3	4	5	6	7
<i>Not</i>						<i>Very</i>
<i>Important</i>						<i>Important</i>

New Jersey public library standards for staffing levels and hours of service

1	2	3	4	5	6	7
<i>Not</i>						<i>Very</i>
<i>Important</i>						<i>Important</i>

Reports of media coverage of library activities and events

1	2	3	4	5	6	7
<i>Not</i>						<i>Very</i>
<i>Important</i>						<i>Important</i>

Information documenting how well the library manages its money

1	2	3	4	5	6	7
<i>Not</i>						<i>Very</i>
<i>Important</i>						<i>Important</i>

Information about the library's partnerships with community organizations

1	2	3	4	5	6	7
<i>Not</i>						<i>Very</i>
<i>Important</i>						<i>Important</i>

How many people use various library programs

1	2	3	4	5	6	7
<i>Not</i>						<i>Very</i>
<i>Important</i>						<i>Important</i>

Reports about the impact of library programs and services on specific segments of the community

1	2	3	4	5	6	7
<i>Not</i>						<i>Very</i>
<i>Important</i>						<i>Important</i>

User testimonials about various library programs

1	2	3	4	5	6	7
<i>Not</i>						<i>Very</i>
<i>Important</i>						<i>Important</i>

What the library was able to achieve given existing budget and staff levels

1	2	3	4	5	6	7
<i>Not</i>						<i>Very</i>
<i>Important</i>						<i>Important</i>

8. Thinking about the library's most recent budget request, what action by the library had the GREATEST influence on your funding decision?

9. Thinking about the library's most recent budget request, what action by the library had the LEAST influence on your funding decision?

10. Are you willing to answer additional questions on this topic?

_____ Yes _____ No

11. Do you wish to receive a summary of the survey results when they are available?

_____ Yes _____ No

15. Please print your name and email address if you are willing to answer additional questions OR if you wish to receive a summary of the survey results at the end of the study.

Name: _____ Email address: _____

APPENDIX E: Survey Emails

«LibDirectorEmail»

Link to a research survey about public library value

Dear «LibDirectorSalutation» «LibDirectorLastName»:

I recently sent you a letter asking you to participate in my research study on public library value. Library directors want to ensure that their libraries provide the best available services to the people of their communities. Sometimes, even the best loved libraries do not always get the financial support needed to sustain their operations, but many library directors have been able to make successful budget requests. I believe that this study will help the library profession come closer to identifying what kinds of ideas about library value have been successful in helping public library directors get the needed financial support from their communities.

The survey should take no more than 20 minutes, and you will not be asked to provide any confidential information about your library or its finances. All individual research results will be kept confidential. Results will only be reported in group form, and upon request you will be provided with a group summary of the results when they become available. Participation in this research project is completely voluntary and your decision whether or not to participate will remain completely confidential.

The goal of this study is to help the library profession learn more about what we can do to ensure that our public libraries get the financial support necessary to continue to provide high quality services to the people of our communities. Without your participation in this study, it will not be successful.

If you have any questions or concerns, you may reply to this email or reach me by telephone at 609-310-1187. You may also contact Professor Dan O'Connor at Dan.OConnor@rutgers.edu or at 732-932-7500, ext 8219.

Thank you in advance for your time and assistance.

Please click on this link to begin the survey:

<https://surveys.cominfo.rutgers.edu/TakeSurvey.aspx?SurveyID=SPLD>

Sincerely,

Edith K. Beckett
Ph.D Program
School of Communication and Information
Rutgers University
4 Huntington Street
New Brunswick, NJ 08901-1071
609-310-1187

«MAYOR'S EMAIL ADDRESS»

Request for participation in a research study about public library value

Dear Mayor «MAYOR'S LAST NAME»,

Recently I sent you a letter asking you to participate in my research study on the similarities and differences between the ways that local government officials and public library directors think about the value that the library adds to the community. As a local government official, you want to provide the best available services to the residents of your community. Fiscal realities mean that you often have to make very hard choices between many services that affect the quality of life for your residents. Librarians recognize this reality, and they want to know the kinds of library services that you believe add the most value to the community.

The survey should take no more than 15 minutes, and you will not be asked to provide any confidential information about your library, your municipality, or its finances. I am also requesting that you complete the survey by [closing date of the survey]. Input from you and other local government officials is essential to the success of this study. All individual research results will be kept confidential. Results will only be reported in group form and upon request you will be provided with a group summary of the results at the end of the study. Participation in this research project is completely voluntary, and your decision whether or not to participate will remain completely confidential. If you prefer to have someone else on your staff respond to the survey, please forward this email to them. Thank you in advance for your time and participation.

Please click on this link to begin the survey:

<https://surveys.cominfo.rutgers.edu/TakeSurvey.aspx?SurveyID=SLGO>

Sincerely,

Edith K. Beckett
Ph.D Program
School of Communication and Information
Rutgers University
4 Huntington Street
New Brunswick, NJ 08901-1071
609-310-1187

APPENDIX F: Code Book for Quantitative Analyses

Library Value Statements

CODE	STATEMENT
CINFOR	My library adds value to the community by keeping people informed about community activities (<i>Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT</i>)
NEWTECH	My library adds value to the community by providing access to new technologies such as e-book readers, music/audiobook players, or tablet computers (<i>Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT</i>)
BKCDDVD	My library adds value to the community by making books, CDs and DVDs available to the community (<i>Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT</i>)
JBSRCH	My library adds value to the community by helping people with job search-related activities (<i>Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT</i>)
ADLTPRO	My library adds value to the community by providing programs and activities for adults (<i>Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT</i>)
KIDPRO	My library adds value to the community by providing programs and activities for teens and young children (<i>Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT</i>)
FREEINT	My library adds value to the community by providing free access to high speed Internet (<i>Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT</i>)
EGOV	My library adds value to the community by helping people access e-government services (requesting permits, license renewals, etc.) (<i>Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT</i>)
MEETSPA	My library adds value to the community by providing community meeting spaces (<i>Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT</i>)
BUSHLP	My library adds value to the community by providing services and support for local businesses (<i>Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT</i>)
RESLIBR	My library adds value to the community by providing librarians who know the resources available in the library and in the community (<i>Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT</i>)

EDLLIBR	My library adds value to the community by providing librarians who can help people find the information they want and need for everyday living and in extraordinary situations that arise in their lives <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>
DATABSE	My library adds value to the community by providing access to databases <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>
EBOOKS	My library adds value to the community by providing access to e-books <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>
LRNTECH	My library adds value to the community by helping people learn to use technological devices, such as e-book readers, music/audiobook players, and tablet computers <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>

Library Budget Information

CODE	STATEMENT
PROGUSE	How many people use various library programs <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>
BUDSTAF	What the library was able to achieve given existing budget and staff levels <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>
MONEY	How well the library manages its money <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>
IMPACT	The impact of library programs and services on specific segments of the community <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>
COMPART	My library's partnerships with community organizations <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>
UTEST	User testimonials about various library programs <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>
MEDIA	Reports of media coverage of library activities and events <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>
STANDS	New Jersey public library standards for staffing levels and hours of service <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>
GOVPART	My library's partnerships with other local government agencies <i>(Responses: BLANK=NO RESPONSE; 1=NOT IMPORTANT TO 7=VERY IMPORTANT)</i>

Value for Library Colleagues

CODE	STATEMENT
LPROGUSE	How many people use various library programs <i>(BLANK=NO RESPONSE; 1=NOT LIKELY TO 7=VERY LIKELY)</i>
LBUDSTAF	What the library was able to achieve given existing budget and staff levels <i>(BLANK=NO RESPONSE; 1=NOT LIKELY TO 7=VERY LIKELY)</i>
LMONEY	How well the library manages its money <i>(BLANK=NO RESPONSE; 1=NOT LIKELY TO 7=VERY LIKELY)</i>
LIMPACT	The impact of library programs and services on specific segments of the community <i>(BLANK=NO RESPONSE; 1=NOT LIKELY TO 7=VERY LIKELY)</i>
LCOMPART	My library's partnerships with community organizations <i>(BLANK=NO RESPONSE; 1=NOT LIKELY TO 7=VERY LIKELY)</i>
LGOVPART	My library's partnerships with other local government agencies <i>(BLANK=NO RESPONSE; 1=NOT LIKELY TO 7=VERY LIKELY)</i>

Value for Local Government Officials

CODE	STATEMENT
GPROGUSE	How many people use various library programs <i>(BLANK=NO RESPONSE; 1=NOT LIKELY TO 7=VERY LIKELY)</i>
GBUDSTAF	What the library was able to achieve given existing budget and staff levels <i>(BLANK=NO RESPONSE; 1=NOT LIKELY TO 7=VERY LIKELY)</i>
GMONEY	How well the library manages its money <i>(BLANK=NO RESPONSE; 1=NOT LIKELY TO 7=VERY LIKELY)</i>
GIMPACT	The impact of library programs and services on specific segments of the community <i>(BLANK=NO RESPONSE; 1=NOT LIKELY TO 7=VERY LIKELY)</i>
GCOMPART	My library's partnerships with community organizations <i>(BLANK=NO RESPONSE; 1=NOT LIKELY TO 7=VERY LIKELY)</i>
GGOVPART	My library's partnerships with other local government agencies <i>(BLANK=NO RESPONSE; 1=NOT LIKELY TO 7=VERY LIKELY)</i>

Demographic and Other Data

CODE	DESCRIPTION
ANALGRP	Analysis Group <i>(RESPONSES: 1=MAYORS; 2=LIBRARY DIRECTORS)</i>

3RDMIL	Thinking about the year that includes September 2012, did your municipality support your library in excess of the amount required by state law (1/3 mil)?
CNTY	County
MUNI	Municipality
MUNICODE	State of NJ County/Municipal Code
FRMGOVT	Form of Municipal Government
JOB	Job Title
EQVAL	2010 Municipal Equalized Valuation
EXPER	Number of Years as a Library Director
2011TAXSUP	2011 appropriated and additional Municipal Tax Support Provided to libraries
PERCAPITA	Per Capita Tax Support provided to libraries in 2011
POPSRVD	2010 Population Served
MILLAGE	2011 Local tax support/2010 Equalized Value
POP25+	2011 Municipal Population Aged 25 years and older
HSEHLDS	Number of Households in the Municipality
<9THGRADE	Percentage of Municipal Population Aged 25 and Older with Less than a 9th Grade Education
NODIPLOMA	Percentage of Municipal Population Aged 25 and Older Whose Highest Educational Level is More than 9th Grade but Less Than 12th Grade
HSGRAD	Percentage of Municipal Population Aged 25 and Older Whose Highest Educational Level is a High School Diploma
COLLEGE	Percentage of Municipal Population Aged 25 and Older Whose Highest Educational Level is Some College, but no Degree
ASDEGREE	Percentage of Municipal Population Aged 25 and Older Whose Highest Educational Level is an Associates Degree
BADEGREE	Percentage of Municipal Population Aged 25 and Older Whose Highest Educational Level is a Bachelors Degree
GRADEGEREE	Percentage of Municipal Population Aged 25 and Older Whose Highest Educational Level is a Graduate or Professional Degree

APPENDIX G: Results of the Survey of Respondents' Websites to Identify Offered Programs

COUNTY	MUNICIPALITY	VARIABLES														
		CINFOR	NEWTech	BKCDVD	JBSRCH	ADLTPRO	KIDPRO	FREEINT	EGOV	MEETSPA	BUSHLP	RESLIBR	EDLIBR	DATABSE	EBOOKS	LRNTech
Atlantic	A	1	0	1	0	0	1	1	0	0	0	0	0	1	1	0
Bergen	A	0	0	1	0	1	1	1	0	0	0	0	1	1	0	1
	B	1	0	1	1	1	1	1	0	0	0	0	0	1	1	0
	C	0	0	1	1	1	1	1	0	0	0	0	1	1	1	0
	D	1	0	1	0	1	1	1	0	0	0	0	1	1	0	0
	E	0	0	1	1	1	1	0	0	1	0	0	0	1	1	1
	F	0	0	1	0	0	1	1	0	0	0	0	0	1	0	0
	G	0	0	1	1	1	1	1	0	0	1	0	1	1	0	1
	H	0	1	1	1	1	1	1	0	1	1	0	1	1	1	1
	I	1	0	1	1	1	1	1	0	1	0	0	0	0	1	0
	J	0	0	1	1	1	1	1	0	1	0	0	0	1	1	0
	K	0	0	1	1	1	1	1	0	0	0	0	0	1	1	1
	L	0	0	1	0	1	1	1	0	0	0	0	1	1	0	0
	M	0	1	1	1	1	1	1	0	1	0	0	0	1	1	0
	N	0	0	1	0	1	1	0	0	0	0	0	0	1	1	0
	O	0	0	1	0	1	1	1	0	0	0	0	1	1	1	1
	P	0	0	1	0	1	1	1	0	1	0	0	0	1	1	0
	Q	1	0	1	0	1	1	1	0	0	0	0	1	1	0	1
	R	0	0	1	0	1	1	1	0	0	0	0	1	1	1	0
	S	0	0	1	1	1	1	1	0	0	0	0	1	1	1	0
	T	0	0	1	1	1	1	1	0	1	0	0	1	1	1	1
	U	0	0	1	0	1	1	1	0	0	0	0	0	1	1	0
	V	0	0	1	0	1	1	1	0	1	0	0	0	1	1	0
	W	0	0	1	0	1	1	1	0	0	0	0	1	1	1	0
	X	1	0	1	0	1	1	1	0	1	0	0	1	1	1	0
	Y	0	0	1	0	0	0	1	0	0	0	0	1	1	1	0
Burlington	A	0	0	1	0	1	1	1	0	1	0	0	1	1	1	0
	B	0	0	1	1	1	1	1	0	1	1	0	1	1	1	1
	C	1	0	1	1	1	1	1	0	0	0	0	1	1	1	0
Camden	A	0	0	1	1	1	1	1	0	0	0	0	1	1	1	0
	B	0	0	1	1	1	1	1	0	1	0	0	1	1	1	1
	C	0	0	1	0	0	0	1	0	1	0	0	1	1	1	0
	D	0	0	1	1	1	1	1	0	1	1	0	1	1	1	0
	E	1	0	1	1	1	1	1	1	1	1	0	1	1	1	0

COUNTY	MUNICIPALITY	VARIABLES														
		CINFOR	NEWTech	BKCDVD	JBSRCH	ADLTPRO	KIDPRO	FREINT	EGOV	MEETSPA	BUSHLP	RESLIBR	EDLIBR	DATABSE	EBOOKS	LRNTech
	F	1	0	1	0	0	1	1	0	0	0	0	0	1	1	0
	G	0	0	1	0	0	0	1	0	0	0	0	0	1	1	0
	H	1	0	1	1	1	1	1	0	0	1	0	1	1	1	0
Cape May	A	1	1	1	0	1	1	1	0	1	0	0	1	1	1	1
Cumber- land	A	0	0	1	1	1	1	1	0	1	0	0	1	1	1	1
	B	0	0	1	1	1	1	1	0	1	0	0	0	1	1	1
Essex	A	1	0	1	0	0	1	1	0	0	0	0	1	1	1	0
	B	0	0	1	1	0	1	1	0	0	0	0	0	1	1	0
	C	0	1	1	0	1	1	1	0	0	0	0	0	1	1	0
	D	1	0	1	1	0	1	1	0	1	0	0	1	1	1	0
	E	0	0	1	1	1	1	1	0	1	0	0	1	1	1	0
	F	0	1	1	0	1	1	1	0	1	0	0	0	1	1	0
	G	0	0	1	1	0	1	1	0	0	0	0	1	1	1	1
	H	1	0	1	1	0	1	1	0	0	0	0	0	1	1	1
	I	0	0	1	0	1	1	1	0	1	0	0	0	1	1	0
Gloucester	A	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	B	1	0	1	0	0	1	1	0	0	0	0	0	1	0	0
	C	0	0	1	1	1	1	1	0	1	0	0	0	1	1	0
	D	1	0	1	0	0	1	1	1	0	0	0	0	1	1	0
	E	0	0	1	1	1	1	1	0	0	1	0	0	1	1	1
	F	0	0	1	1	1	1	1	0	0	0	0	0	1	1	0
Hudson	A	0	0	1	1	0	1	1	0	0	0	0	1	1	0	0
	B	1	0	1	1	1	1	1	1	1	0	0	1	1	1	1
	C	0	0	1	1	1	1	1	0	0	1	0	0	1	1	0
	D	0	0	1	1	1	1	1	0	0	0	0	0	1	1	1
	E	0	0	1	0	1	1	1	0	1	1	0	0	1	1	1
Hunter- don	A	1	0	1	0	1	1	1	0	1	0	0	0	1	0	0
Mercer	A	0	0	1	1	1	1	1	0	1	0	0	0	1	1	0
Middlesex	A	1	0	1	1	1	1	1	0	0	0	0	0	1	1	0
	B	0	0	1	1	1	1	1	0	1	0	0	0	1	1	1
	C	0	0	1	1	1	1	1	0	1	0	0	1	1	1	0
	D	1	0	1	0	1	1	1	0	1	0	0	0	1	1	0
	E	0	0	1	0	1	1	1	1	1	0	0	0	1	1	0
	F	0	0	1	1	1	1	1	0	1	0	0	1	1	1	1
	G	0	0	1	1	1	1	1	0	1	0	0	1	1	1	0

COUNTY	MUNICIPALITY	VARIABLES														
		CINFOR	NEWTech	BKCDVD	JBSRCH	ADLTPRO	KIDPRO	FREINT	EGOV	MEETSPA	BUSHLP	RESLIBR	EDLIBR	DATABSE	EBOOKS	LRNTECH
	H	0	0	1	1	1	1	1	0	1	0	0	1	1	1	1
	I	0	0	1	1	1	1	1	0	1	0	0	0	1	1	0
	J	0	0	1	1	1	1	1	0	1	0	0	1	1	1	0
	K	0	0	1	1	1	1	1	0	1	1	0	1	1	1	0
	L	0	1	1	1	1	1	1	0	0	0	0	1	1	1	1
	M	1	0	1	0	1	1	0	0	0	0	0	0	1	1	0
	N	1	0	1	1	1	1	1	0	1	0	0	1	1	1	1
Mon-mouth	A	0	0	0	0	1	1	0	0	0	0	0	0	1	1	0
	B	0	0	0	1	1	1	1	0	0	0	0	1	1	1	1
	C	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Morris	A	0	0	1	0	1	1	1	0	0	0	0	0	1	1	0
	B	1	1	1	1	1	1	1	1	0	0	0	0	1	1	0
	C	1	0	1	1	1	1	1	0	1	0	0	0	1	1	0
	D	0	0	1	0	1	1	1	0	1	0	0	0	1	1	0
	E	0	0	1	1	1	1	1	0	1	0	0	0	1	1	0
	F	1	0	1	1	1	1	1	0	0	0	0	0	1	1	0
	G	0	0	1	0	1	1	1	0	1	0	0	1	1	1	1
	H	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	I	1	0	1	0	1	1	1	0	0	0	0	0	1	1	0
	J	0	0	1	1	1	1	1	0	1	0	0	1	1	1	0
	K	1	0	1	1	1	1	1	0	1	0	0	0	1	1	0
	L	0	0	1	1	1	1	1	0	0	0	0	1	1	1	0
	M	0	0	1	1	1	1	1	0	1	0	0	1	1	1	1
	N	1	0	1	1	1	1	1	0	1	0	0	0	1	1	0
	O	0	0	1	1	1	1	1	0	0	0	0	0	1	1	1
Passaic	A	0	0	1	1	1	1	1	0	0	0	0	0	1	1	1
	B	1	0	1	1	1	1	1	0	1	0	0	0	1	1	0
	C	1	0	1	0	1	1	1	0	0	0	0	0	1	1	1
	D	1	0	1	1	1	1	1	0	1	0	0	1	1	1	0
	E	0	0	1	0	1	1	1	0	1	0	0	0	1	1	0
	F	0	0	1	0	1	0	0	0	0	0	0	0	1	1	0
	G	1	0	1	1	1	1	1	1	1	0	0	1	1	1	1
	H	1	1	1	1	1	1	1	0	0	0	0	0	1	1	1
Somerset	A	0	0	1	0	1	1	1	0	1	0	0	1	1	1	0
	B	1	0	1	0	1	1	1	1	1	0	0	1	1	1	1
	C	0	0	1	1	1	1	1	0	1	0	0	0	1	1	0

COUNTY	MUNICIPALITY	VARIABLES													
		CINFOR	NEWTECH	BKCDVD	JBSRCH	ADLTPRO	KIDPRO	FREEINT	EGOV	MEETSPA	BUSHLP	RESLIBR	EDLIBR	DATABSE	EBOOKS
Sussex	A	0	0	1	1	1	1	1	1	1	0	0	0	1	1
Union	A	1	0	1	0	1	1	1	0	1	0	0	0	1	1
	B	1	0	1	1	1	1	1	0	0	0	0	0	1	1
	C	0	0	1	1	1	1	1	0	0	0	0	0	1	1
	D	1	0	1	1	1	1	1	0	0	0	0	0	1	1
	E	1	1	1	1	1	1	1	1	0	0	0	0	1	1
	F	1	0	1	1	1	1	0	0	1	0	0	0	1	1
	G	0	0	1	1	1	1	1	0	1	1	0	1	1	1
	H	0	0	1	0	1	1	1	0	0	0	0	1	1	1
Warren	A	1	0	1	1	0	1	1	0	0	0	0	0	0	0
TOTALS		40	9	110	69	97	108	106	9	57	11	0	50	110	102
PERCENTAGES		34.8	7.8	95.7	60.0	84.3	93.9	92.2	7.8	49.6	9.6	0.0	43.5	95.7	88.7

APPENDIX H: Instructions, Codes, and Coding Sheets for Open-Ended Survey Responses

Coding Instructions

1. Use the codes on the following Code List to assign codes to the statements on the attached coding sheets.
2. Please use the following procedure:
 - a. Read the description of the first code.
 - b. Read through the entire list of statements and mark those that you believe fit the description of the first code.
 - c. Write the code in the box labeled CODE 1.
3. When you have read all of the statements and applied the first code as appropriate, repeat the process with codes 2-11.
4. Once you have assigned a code to a statement, you may skip that statement on subsequent readings of the list of statements.
5. Please assign the code or codes that you believe best describes each statement.
6. If you believe more than one code is appropriate for a statement please list the additional codes in the boxes labeled CODE 2 and CODE 3.
7. If you are not sure which code to assign, please skip the statement and leave all of the code boxes blank.

Code List

	Code	Description
1	CLGO	The statement specifically mentions communication (for example a conversation, meeting, presentation, report, etc.) between the library personnel and local government officials.
2	GFC	The statement specifically mentions what did or did not occur as a result of the general fiscal condition of the municipality.
3	IDK	The statement specifically mentions that the respondent does not know how to answer the question, or the respondent did not attempt to answer the question [NO RESPONSE].
4	MC	The statement specifically mentions media coverage.
5	MM	The statement specifically mentions money management or management of the library budget.
6	NA	The statement specifically mentions that no budget action was taken, and/or the library is given/receives only the 1/3 mil

		payment mandated by law.
7	NC	The statement specifically mentions negative consequences (for example loss of services, or citizen/voter displeasure) that would result from a failure to fund the library.
8	P	The statement specifically mentions partnerships with community organizations or other local government departments.
9	STC	The statement specifically mentions state standards for service or comparisons to other libraries.
10	UPS	The statement specifically mentions library users, library programs, or library services.
11	XC	The statement specifically mentions extraordinary conditions that affected the library budget (for example capital repairs, or new building construction).

Open-ended Statements from the Survey of Public Library Directors

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LM	1	I provided a power point presentation at a council meeting, outlining who we are, what we're doing with what we receive, and showing our value to the community.			
LM	2	We documented our circulation, over the past few years, relative to the amount of funding the town had designated for the library's use.			
LM	3	only receive the mandated minimum			
LM	4	We do not get any additional funding over the 1/3 mil, so this question really does not apply.			
LM	5	The amount of patrons that use the library on a daily basis.			
LM	6	We only receive the 1/3 mill, so we do not have the opportunity to request additional funding. However, in meeting with borough officials, I always stress the growing number of residents who use the library each year.			
LM	7	Our municipality has funded the minimum 1/3 mill since 1994. I've never had to submit a budget request to the Town, only to my Board of Trustees. The amount of money we receive is never in question, only the purpose to which it's allocated.			
LM	8	Sadly, we are not asked to or allowed to make a presentation to the governing body regarding the needs/successes of the library. We are funded at the 1/3 of a mil and then the town adds to that the cost of health insurance for the full time staff members of the library.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LM	9	They did not argue because we only asked for 1/3 mill. We pointed out that we were operating on a deficit budget and that was NOT sustainable			
LM	10	Programs offered at our branch library.			
LM	11	Discussion with Council about significant use by local community members			
LM	12	The 1/3 mil funding law. I know absolutely 100% that I will no receive more than 1/3 mil. I don't request funding. I simply inform the municipality of their 1/3 mil obligation. When there was money I was requested to submit items for consideration to be included in the municipality's capital budget, but that ended several years ago.			
LM	13	i think they had a specific amount in mind and nothing I could say would have changed that.			
LM	14	How well we manage our money and our partnerships with community organizations and local governemnt agencies			
LM	15	The parking lot being filled with library users is a clear sign of how much the community values the library. I cite it and they see it - over and over again.			
LM	16	The law regarding 1/3 of Mill funding formula, makes it mandatory.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LM	17	My situation is unique. I have been the Director of my library for almost 17 years. During that time there has been little turnover in Town Council members, mayor, Township Administration and Library Trustees. The lack of change in these positions has enabled the Library to build a trusting and cooperative relationship with these folks. This has had the greatest impact in the Township's support of the library. Specifically I think it's the nature of the relationship (i.e. positive, trusting, cooperative, communicative) that the library has with the Township that has had the greatest impact.			
LM	18	None of the above. The municipality funded us at the 1/3 mill minimum, and expressed a commitment never to exceed that.			
LM	19	NJ law for municipal libraries			
LM	20	Only once did we make a request for a capital improvement project at the library. City council did support us in renovating the lower level of the building. We have not asked them for additional funds since then.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LM	21	None of this is relevant because my municipality has a long history of funding the library at the third of a mil level. For a period of 4 or 5 years, concluding with 2009, the third of a mil was providing us with more money than we could reasonably spend on operating expenses during a year for a library of our size. Starting with 2012, our third of a mil figure was significantly less than what is needed for a year's operating expenses, by roughly \$55,000, an amount that we can, fortunately, withdraw from our fund balance. With our third of a mil budget decreasing by another \$28,000 for 2013, our fund balance may come very close to depletion. 2014 will probably be the first time that we will be forced to come to the Borough Council with a request to be funded beyond the third of a mil level and what is going to happen then will be anyone's guess.			
LM	22	Impact of library programs and services on various segments of the community and the number of people who use the library.			
LM	23	The budget is only discussed with Library Board of Trustess. We only get the one third of a mill and won't get any more from the municipality. We have an active Friends group who we ask for extra support with programs and collections and sometimes capital improvements.			
LM	24	The greatest impact was telling stories about real people and how the library has impacted their lives.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LM	25	The fact that our furnace was put in in 1972 and we needed a new one, so I guess you can say building issues had the greatest impact on funding...capital funding, not regular budget which stays put at exactly one third of a mil			
LM	26	It is not the custom to actually make a budget request to our local government - the library is funded at 1/3mil and the understanding is that, that is all the Borough can afford. Each year it is with relief that the library doesn't get funded below that - because the local government would certainly like to do that. Thanks to a very good CFO, they don't try.			
LM	27	None. The community gave us the minimum funding and never intended to give us more.			
LM	28	the state law dictating a minimum level of funding			
LM	29	NJ public library standards and talking the the City Council members directly			
LM	30	Contact with local officials by prominent Board members talking about the library's importance. My interaction with local officials in presenting a joint program to Hackensack residents in the Library which introduced the officials to the residents in a personal, educational, friendly forum.			
LM	31	Providing statistics/numbers of usage by community members.			
LM	32	We get 1/3rd mil, period. There are no budget requests.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LM	33	We got flat funded for the fourth year in a row despite pleas for increased support. However, we have to consider that a victory because of the deep cuts City government has made in terms of layoffs and cuts in service to all of their departments that has amounted to over 50% in cuts and layoffs in the same time period. This acknowledges the critical role the library plays in this poor, community with one of the highest unemployment rates in the State. We are an association library and could be put out of existence at any time and have no mandated level of support so we know we are valued in our community. However, we do remind City government that over 82% of the population holds a library card and that library card holders tend to vote.			
LM	34	Becoming to go to organization for local history (not just old but supplying an article about the furniture in City Hall when it opened in 1925.			
LM	35	We do not make budget requests to the local government, but I answered the above based on what I would consider important			
LM	36	I have a very cooperative local government that funds me at the 1/3 mil level- being a small library with space restrictions and a stable populatioj I am satisfied with my budget.			
LM	37	User statistics, employee hours and Government agencies that are sympathetic to us.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LM	38	We automatically get 1/3 mill so I don't make a budget request. I do, however, try to make sure the boro council, mayor, and administrative personnel feel that the taxpayer is getting good value.			
LM	39	Analysis of the recent history of the library's budgets and funding.			
LM	40	Do not make budget requests to local government officials.			
LM	41	We have not been successful at getting full funding. We are also an association library and in past years, our Mayor & council have basically said take it or leave it; we aren't required to fund you.			
LM	42	The West Milford Township Library does not request more than the minimum third of the mill funding. Therefore there was no action that had the greatest impact in getting the funding; aside from the fact that the funding is mandated.			
LM	43	I do not make a request. The Boro allots the 1/3 mill only.			
LM	44	Show growth in library usage with increased circulation, program variety and attendance, increased services, computer use, etc. Proving to the government officials that the Library is a vital and relevant community resource.			
LM	45	A request was not needed. The library receives its funding at the minimum level as specified by law.			
LM	46				
LM	47	This library gets the state-required funding. No specific action seems to have any great impact in regard to funding - positive or negative.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LM	48	include public service sat; customer success stories as a result of lebrary services; value of services stats			
LM	49	Threatening to reduce service hours (Sundays) to maintain collection budget			
LM	50	Last year's actual spending.			
LM	51	Statistics - circulation, lending items, program participants			
LM	52	Did not make budget request. 1/3 mil was provided by Township.			
LM	53	Explaining how leanly we are staffed to illustrate that staff members would be laid off if the funding request was not met. Local officials forget that we are open nights and weekends, thinking interms of business week hours.			
LM	54	be truthful and blunt			
LM	55	My personal, supportive relationship with City officials...			
LM	56	Positive relationship I developed with the government officials I have developed over the years.			
LM	57	We join Somerset COunty. So our Municipal budget is sent to the COunty.			
LM	58	I do not think that ANYTHING I do effects my funding -- it has always been the 1/3 of a mil. For several years when our funding decreased we were able to keep our funding in spite of the 1/3 of a mil going down, primarily because the Mayor at that time was married to a librarian, and therefore understood what libraries can do and how much it costs to run a library.			
LM	59				

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LM	60	I feel that talking about cuts to specific programs and services, as well as talking about potential personnel cuts and decreased hours had the greatest impact in our budget discussions. While it did not increase our town appropriation funding, our municipal officials did negotiate with our library regarding fees that the library pays the municipality for custodial staff, maintenance, landscaping, etc.			
LM	61	Testimony from local citizens about how important the library is to their lives. In our budget preparation, stressing shared services, use of the NJ Library Network, and how hard we work on using every dollar to its maximum so they can justify library funding.			
LM	62	We are a small Association Library and our Board Treasurer handles all the finances. However, our town is terrific in supporting us as best they can. Due to slim funding we are very lo-tech and our audience is usually very young-under 6 years of age and a large senior group 60 plus years of age.			
LM	63	We only get 1/3 of a mil			
LM	64	We didn't get the requested funding. We requested more than the 1/3 of a mil, but were only given the minimum.			
LM	65	What the library was able to achieve given existing budget and staff level as well as how much more the library could achieve with additional funding. Expressing what the library achieved with statistics and public testimonials is paramount to success.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LM	66	having sustained positive relationships with elected officials as well as other prominent members of the community			
LM	67	We are an association library so we go to our Township Committee and make our case every year. We get about a third of the funds we would get if we were a municipal library and have to fundraise for about 1/3 of our operating expenses. We make our case in a number of ways, so I don't know what influences them the most. This year we emphasized the fixed costs we incur because of being part of a consortium.			
LM	68	Discussion of programs and services for children and teens is always a positive.			
LM	69	Meeting with the Mayor, City Council members, and the Business Administrator to give data as to what and how important it is for the Jersey City Free Public Library to be funded. Also, give data as to how many library users we have, etc.			
LM	70	Library renovation completion			
LM	71	We get the minimum funding no matter what cogent arguments I might present, so I don't waste their time nor mine.			
LM	72	We receive 1/3 mil minimum funding amount from the borough of Wenonah.			
LM	73	We have a good working relationship with local gov. officials. We do not request funding over the third of a mil that we get from them. They do not hold back the funding.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LM	74	The daily actions that the library takes to serve the community and the constant awareness of the library and appreciation of the service population has greater impact than any budget presentation. In budget presentation, performance measures (library stats by another name) are effective.			
LM	75	library moving forward in regards to technology. a technology plan/budget that list our needs.			
LM	76	I did not get the requested funding.			
LM	77	After 2 months of meetings and shared information with no resolution, we went to the community, spoke in the town council meeting and called in the media to make residents aware of the drastic cuts being required. At that point, the council was persuaded to compromise on the budget.			
LM	78	We're funded at 1/3 mill and have made a request for funding above this level.			
LM	79	Report from the State on the required minimum			
LM	80	I have not been able to obtain more than that minimum funding. NOTE: In our situation, I would not discuss NJ standards for staffing and hours, as our library is already above the state standard for number of librarians and number of open hours for our population. Bringing this up could backfire for us.			
LM	81	The fact that they all are in the library on a regular basis and see the impact of our services.			
LM	82	The library has always received the minimum funding required by law with no particular discussion.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LM	83	The state law, since we only got the required minimum level of funding.			
LM	84	Success in repositioning my library as a broad based community center			
LL	1	Trying to meet with the mayor & council on an individual basis.			
LL	2	I have no idea. I'm not being evasive, I just don't know how I would know such a thing. For what it's worth, I know what had the greatest impact because I discussed it with my colleagues in the Borough (Borough Administrator, CFO, Treasurer, as well as the library board, which includes former Borough officials) and they helped guide me toward what would make the most impact.			
LL	3	only receive the mandated minimum			
LL	4	Again, really not applicable.			
LL	5	[NO RESPONSE]			
LL	6	How we interact with community organizations.			
LL	7	See above [Our municipality has funded the minimum 1/3 mill since 1994. I've never had to submit a budget request to the Town, only to my Board of Trustees. The amount of money we receive is never in question, only the purpose to which it's allocated.]			
LL	8	[NO RESPONSE]			
LL	9	We didn't argue			
LL	10	The loss of staff due to budget constraints			
LL	11	Collaboration with neighboring library			
LL	12	The assumption that you are making is that there is a request made. The current economic crisis has in fact made the 1/3 minimum, the maximum.			
LL	13	Same as above [i think they had a specific amount in mind and nothing I			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
		could say would have changed that]			
LL	14	New Jersey public library standards for staffing levels			
LL	15	this is difficult to say anymore. For the last four years, we have been restricted to zero to two per cent increases. As long as we stay within the year's given parameter, they say/ask very little about the library budget.			
LL	16	Bringing up our lease with the borough.			
LL	17	Citing measurements such as program attendance and circulation had little impact. Also of little impact has been statements about the rising costs of benefits and declines in property value. The Township is struggling with these issues as well. Unless we can propose a viable solution, citing rising costs and lack of funding has little impact.			
LL	18	None of the above. The municipality funded us at the 1/3 mill minimum, and expressed a commitment never to exceed that.			
LL	19	WD Township is struggling with funding issues in many areas. And although the municipality is supportive of the library it is at this time not the top priority.			
LL	20	[NO RESPONSE]			
LL	21	Nothing really mattered one way or the other because we are currently being required to spend down our fund balance.			
LL	22	[NO RESPONSE]			
LL	23	Doesn't happen...Library Board president is liason to the mayor and he reports to the mayor.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LL	24	Despite the entire Town Council voicing their appreciation and support of the Library at the budget hearing, we did not receive the additional funding we requested. They stated that they could not support the contractual salary increases at the library when police and fire unions had seen layoffs. However, following the hearing, one of the Town Council members did become a library volunteer to help us with some of the work that came about as the result of library layoffs.			
LL	25	Comparison to other towns			
LL	26	I recently spoke at a series of Council meetings to try to get a Handicapped Parking Space in front of the library - the council treated me rather rudely (according to a member of my Board of Trustees who was in the audience) and refused to acknowledge my interpretation of the ADA guidelines as well as the NJ Statutes. They turned down the request- claiming I didn't know what I was talking about. (I had contacted an architect, an engineer, as well as the Middlesex County Office on the Disabled to make sure I was correct about the ADA - and I was warned that if I continued take issue with the Council for refusing to grant this one handicapped parking space, they would go after the library next. At present there is only one handicapped parking space - in the back of the library - 125 feet from the entrance. If they had allowed us to establish a parking space in front of the library it would have only been 50 feet from the entrance. This is			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
		an example of small town government and small town thinking - what do you think they would say if I asked for an increase in the library budget over the 1/3 of a mil?			
LL	27	Again, none. Minimum funding was taken as a given.			
LL	28	need			
LL	29	discussing value of services to community			
LL	30	Showing the salary line increases.			
LL	31	na			
LL	32	NA			
LL	33	[NO RESPONSE]			
LL	34	Comparisons to other libraries.			
LL	35	[NO RESPONSE]			
LL	36	[NO RESPONSE]			
LL	37	Reports of media coverage of library activities and comparisons of other library budgets			
LL	38	[NO RESPONSE]			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LL	39	Outright requests for more funding.			
LL	40	Do not make budget requests to local government officials.			
LL	41	We have not been successful at getting full funding. We sent a very strong letter requesting funding for a youth services librarian (we have never had one on staff) which fell on deaf ears.			
LL	42	Same as above; there is nothing that is done to impact the funding that the Library receives.			
LL	43	[NO RESPONSE]			
LL	44	not sure			
LL	45	See above [A request was not needed. The library receives its funding at the minimum level as specified by law.]			
LL	46				
LL	47	This library gets the state-required funding. No specific action seems to have any great impact in regard to funding - positive or negative.			
LL	48	?			
LL	49	Describing the reduction in available new materials			
LL	50	Testimonials.			
LL	51	N/A			
LL	52	Did not make budget request. 1/3 mil was provided by Township.			
LL	53	Success stories, frequency of library use.			
LL	54	na			
LL	55	stating required support...			
LL	56	Statistics showing activity such as circulation.			
LL	57	[NO RESPONSE]			
LL	58	Again, nothing *I* do or don't do has any impact on our funding. It is always (with the rare exception noted above) only the 1/3 mil.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LL	59				
LL	60	We do our annual budget request in the form of a meeting, rather than a written request, so it's difficult to determine exactly what made or didn't make an impact. However, generalized, broad topics like potential cuts to our materials budget (even large ones) or cuts to the programming or new equipment budgets overall didn't seem to have a great impact on our conversations.			
LL	61	We have had extensive discussions about using furlough days to help balance the budget. There is little sympathy for the library or any other part of government as the municipality has downsized the workforce so much. Since we are not unionized and they are for the most part, strategies have differed. The Library Board made a real effort to preserve the staff although this year we did reorganize our Technical Services.			
LL	62	Our Town supports us greatly in most areas as long as it is for the good of the community. Again our Board Treasurer handles all the finances and funding issues.			
LL	63	[NO RESPONSE]			
LL	64	[NO RESPONSE]			
LL	65	NJ public library standards.			
LL	66	whining about not being able provide services because of budget constraints			
LL	67	I don't know.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
LL	68	The borough routinely funds the library at 1/3 mil, up or down depending on the equalized assessed evaluation. When values decline as they have for the past three years they can rely on that to hold the line. We have lost just under \$135,000 since 2011. Due to careful planning for a 2010 renovation we had excess funds and returned over \$500,000 to the borough for tax relief. Now we have a new building, tremendous use and public support, greater upkeep expenses and declining funds. With any luck we won't have anything left to give back in 2013. We always note our statistical/financial value equation. They get it -just don't feel compelled to support any more than required under the law.			
LL	69	N/A			
LL	70	[NO RESPONSE]			
LL	71	See above. [We get the minimum funding no matter what cogent arguments I might present, so I don't waste their time nor mine.]			
LL	72	We receive 1/3 mil minimum funding amount from the borough of Wenonah.			
LL	73	Reporting that we are spending our reserves to help cover our budget seemed to have no impact. They have their own tight money problems.			
LL	74	Talking about value library provides for community - that is taken as a given...			
LL	75	not having a technology plan or budget			
LL	76	I did not feel that my request was heard.			
LL	77	Sadly, the Borough Manager and Council were not impressed by program statistics, lists of partnerships or any evidence of the library's value to the			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
		community			
LL	78	[NO RESPONSE]			
LL	79	[NO RESPONSE]			
LL	80	I have not been able to obtain more than the minimum funding.			
LL	81	[NO RESPONSE]			
LL	82	Library as community center.			
LL	83	It is hard to tell.			
LL	84	Micro details: re: materials circulation			

Open-ended Statements from the Survey of Local Government Officials

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
MG	1	Ability to work within a specific budget and make cuts with keeping an eye on services.			
MG	2	Librarian's presentation and background information presented to Finance Committee.			
MG	3	this question is totally irrelevant. We fund the library the mandated amount, plus the amortization of a \$2,000,000 bond issue that paid for the library expansion. None of the above factors make any difference, even though we are proud of our library for its heavy use and community services, but angry about the BCCLS mandated staffing (rather than the volunteers we used to have) and the luxury of the library decor when the rest of the Borough is skimping on every level.			
MG	4	We are mandated to budget the library.			
MG	5	2% cap			
MG	6	Our Library and staff do a great job providing these services to the community but that has had no impact on funding decisions. The Library has received the funding guaranteed by law and our decision has been based solely on that.			
MG	7	their commitment to excellence			
MG	8	The presentation			
MG	9	our private/public library occupies town space and is well run on a small budget			
MG	10	The library was only funded by the state mandated amount. However, the need to build a new library for the community warrants such funding.			
MG	11	union contract, staffing, hours of operation			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
MG	12	The budget that our library receives every year is based on households and the overall assessment of the town. The budget number is given to us by the county. We as elected officials do not decide year after year what our library budget is going to be in the coming year.			
MG	13	Long range planning for building maint. and e-tech. programs for the community.			
MG	14	Joining a regional consortium.			
MG	15	Financial oversight however a municipality has no control to cut any funding due to lack of oversight.			
MG	16	Children's programming.			
MG	17	What steps they took to control their budget spending.			
MG	18	Positive feedback from the Public.			
MG	19	The library operated well within the 1/3 mil so the governing body did not opine on the budget. As a trustee of the library the increased use of the library was greatest.			
MG	20	nothing specific			
MG	21	Continuing well managed, careful, budget practices.			
MG	22	the allocation of their funds.			
MG	23	Our library board has not requested any funding. Since we fund the library based on the statutory 1/3 of a mil there is no decision or discussion about funding. Since we do not fund above the statutory limit question # 10 is not applicable. Boonton is a small blue collar town of 8600 residents.			
MG	24	Municipal budget vs. tax payer possible increase to fund			
MG	25	No action by the library -- state statute			
MG	26	We are very lucky to have an outstanding librarian and staff providing			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
		exceptional service with diminished funding			
MG	27	Their budget meets their needs & were able to fund their own new addition through a long-term business plan of forethought. The township assisted by bonding over \$1 million for expansion & Board is paying back from their funds at their request.			
MG	28	We fund the library with the amount required by law and allow them to use it as they see fit			
MG	29	The number of people who use the library for computer time			
MG	30	Working with the director & staff for the last 20 years			
MG	31	[NO RESPONSE]			
MG	32	The service they provide to residents			
MG	33	Confidence in the director			
MG	34	It wasn't one particular action -- local government and the library have always worked well together. We also recognize how important the library is to our community. We also appreciate them moving with the times we are living in -- e.g. they started a Career Center to help those out of work or in need of updating their skills, resume, etc.			
MG	35	We believe the library spends their funds wisely; the library is efficient; the number of patrons has significantly increased over the past five years.			
MG	36	Service to the community			
MG	37	The library in coordination with the Township Administrator			
MG	38	Our library was recently renovated and we have paid a lot of attention to technology			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
MG	39	NOTE: We are in the middle of an approx. 3 million dollar expansion/renovation.The expansion/renovation project			
MG	40	We are funding as required by statute. Additional funding would be provided however current activity is outdated, refuses to work with local government or accept community input. Changes in mission would be greatly appreciated. Program changes are long overdue.			
MG	41	None			
MG	42	Report to Mayor and Council			
MG	43	Normal maintenance of free public libraries			
MG	44	Their action of spending to max amount allowed by the 2% CAPS & the township layoff police officers at the same time. Also using surplus monies to make up for decrease in 1/3 mil funding.			
MG	45	Hours of service and staffing levels			
MG	46	We're putting an addition on our library, we want to also update the current facility with more modern shelving. We recently added MANGO to coordinate with our residents & schools for foreign language studies: with the new addition we will need a new full time employee. We put that in the budget as well.			
ML	1	Building's use by other groups.			
ML	2	Outside Media Coverage.			
ML	3	As stated above, the decision was not ours to make. It's a state mandate. The library also is funded by private donations. My own daughter' major gift was one of the first ones received and her name is among the many on a large library plaque			
ML	4	There wasn't any as we are mandated to budget.			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
ML	5	political pressure			
ML	6				
ML	7	their want list versus their need list			
ML	8	none			
ML	9	hours of operation			
ML	10	see #11			
ML	11	n/a			
ML	12	See above			
ML	13	n/a			
ML	14	Staff reductions			
ML	15	Staffing levels			
ML	16	Media coverage			
ML	17	Inter-library services that cost money			
ML	18	None			
ML	19	Same issue as above, but as a trustee I don't worry about the overall standards, for staffing, just what we need to provide an acceptable level of service.			
ML	20	n/a			
ML	21	Really do not know how to answer this question. We evaluate the request and generally find merit in the request presented.			
ML	22				
ML	23	See # 11			
ML	24	Again, the important factor was the amount needed in our budget to not raise taxes. As Mayor, I do NOT vote.			
ML	25	No action by the library -- state statute			
ML	26	All requests are taken seriously			
ML	27	Township is always willing to meet needs			
ML	28	[NO RESPONSE]			
ML	29	The type of programs			
ML	30	I believe the library & staff & director are working for the good of all			
ML	31	[NO RESPONSE]			
ML	32	[NO RESPONSE]			
ML	33	State funding requirement			

ANALYSIS GROUP	CASE NUMBER	STATEMENT	CODE 1	CODE 2	CODE 3
ML	34	N/A			
ML	35	None really			
ML	36	Salary increases			
ML	37	[NO RESPONSE]			
ML	38				
ML	39	Requests for monies above what the law demands be given			
ML	40	Any request requiring additional funding for perpetuating antiquated notions of what a local free public library should provide residents. Requests for pay increases & staffing increases. Our library has great unrealized potential.			
ML	41	Nothing to note			
ML	42	None			
ML	43	Stay within mandated budget			
ML	44	Service provided when you look at #8's answer			
ML	45				
ML	46	Standard cos of operating the library. Also new HVAC system & electric for the building. It had to be done. Why worry we thought as a whole, just get it done.			

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