Delaware Division of Libraries

Library Services and Technology Act
5-Year Evaluation
For Fiscal Years 2003-2007

Approved by the Delaware Council On Libraries
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I. Introductory Statement and Summary of Impact of IMLS Funds to Support State Library Services

Delaware has a long history of providing library service. A subscription library was incorporated in Wilmington in 1754 and library service in the City of New Castle dates back to 1812. However, notwithstanding this noteworthy history, Delaware as a whole has lagged behind most other states in providing high quality library services. On average, the State's libraries have typically placed in the bottom quartile when compared against other states on the standard input and output measures that are reported through the Federal-State Cooperative System for Public Library Data (FSCS).

The majority of Library Services and Technology Act (LSTA) funds allocated to Delaware have been spent on statewide efforts. This is not surprising given the fact that Delaware consists of only three counties and has a population of approximately 850,000 people. Since Fiscal Year 2003, even the small number of grants that have been awarded to specific libraries have been directed toward achieving a statewide objective (such as enhanced reference service).

LSTA funds help support ongoing statewide programs such as the Delaware Library for the Blind and Physically Handicapped, staff development efforts, and initiatives that have enabled the libraries of the State to experiment with new technologies. While this approach has clearly benefited many Delawareans and has enabled some libraries to make notable progress, it has not, to date, enabled the State to transform its libraries into exemplary 21st Century library and information agencies.

This fact has been the topic of considerable introspection on the part of the Delaware Division of Libraries (DDL), the Delaware Council on Libraries (COL) and the Delaware Department of State (DDL's parent agency). While State support for libraries has been good and while the initiatives that the DDL has undertaken in the past have been fundamentally sound, in the past they had frequently been narrowly focused and somewhat disconnected from each other. Recognizing this fact, DDL, with outstanding support from the Office of the Secretary of State, has in the period of time covered by this evaluation, embarked on a new path with the goal of achieving a transformation of library service in the State. It has articulated a vision that Delaware's libraries will be the best in the nation and that every Delawarean will have a library card and will use it often.

Delaware's 2003 – 2007 LSTA Plan is, in effect, a transitional document. The planning document itself largely reflects Delaware's traditional approach to using LSTA. However, actions taken since FY 2003 show real signs of an agency that is reinventing itself to assist libraries in their quest to better meet the needs of current and future generations.

In 2004 – 2005, the Delaware Division of Libraries, with the full cooperation of the state's public libraries, undertook a comprehensive planning effort. The planning effort, which was in part supported with LSTA funds, included an extensive data gathering component. Several *thousand* citizens and more than one-hundred members of the library community shared their ideas and opinions regarding library service during the early phases of the planning process.

A total of 432 library users participated in 51 focus groups that were held in 29 libraries in the state. Nearly 1,300 individuals (1,273), 545 of whom were not regular library users, completed a telephone survey conducted by the Center for Applied Demography & Survey Research (CADSR) at the University of Delaware. More than 2,000 people (2,080) completed in-library surveys that were conducted in libraries throughout the state using touch screen computers. Personal interviews were conducted with more than 50 individuals including library leaders from all types of libraries, elected officials, and influential citizens of the State. All library directors and branch library managers were interviewed personally and a team of library consultants and architects carried out an assessment of every public library facility in the state.

Samples of circulation data were processed using geographic information system software to produce maps of the primary and secondary service areas of each public library. Statistical profiles were generated for each library in the state. Peer comparisons were developed that assessed library performance of each of the three counties in Delaware against the performance of libraries in counties with similar populations (primarily in the Northeast).

All of this data gathering activity resulted in a considerably better understanding of the challenges facing Delaware's public libraries in their efforts to provide quality services. This planning effort provided the baseline information needed for the growing involvement of DDL in Delaware's Quality Award Initiative, which uses the Malcolm Baldrige National Quality Award criteria as its basis. DDL had already started on its journey of achieving "operational excellence." A third stream, the efforts of the Institute of Museum and Library Services (IMLS) to encourage outcome-based evaluation, also influenced what happened next. DDL used the opportunity presented by the comprehensive planning effort to move toward a customer-driven, outcome-based model of service.

DDL worked with the consultants who were facilitating the planning process to craft an outcome-based plan that uses a balanced scorecard approach as its organizing principle. DDL has subsequently continued to rework and refine this plan and to develop new, more effective, measures to assess progress toward the plan's goals and objectives. This outcome-based plan for library services in Delaware has become the basis for action in Delaware and will serve as the core document for Delaware's 2008 – 2012 LSTA Plan.

The Delaware Division of Libraries recognizes that the transformation of Delaware's libraries will require the careful coordination of all resources. LSTA funds provided through the Institute of Museum and Library Services (IMLS) are crucial to progress toward that goal. LSTA funding has been a critical resource in Delaware's extensive planning efforts and is also being used as the seed money to encourage libraries to adopt best practices and to embrace promising new technologies. LSTA funds will continue to play an important part in helping Delaware transform its libraries to meet the needs of all Delawareans in the 21st Century!

II. Overall Report of Results in Achieving Goals and Objectives Based on the Five-Year Plan

Delaware's 2003 – 2007 Library Services and Technology Act (LSTA) Plan directly addresses several of the six LSTA purposes and incorporates elements that deal with the remaining LSTA purposes. Following are the principles that define the focus of the Plan:

- Encouraging different types of libraries and libraries in different geographic area to establish consortia and share resources

- Establishing and enhancing electronic linkages among or between libraries

- Targeting library and information services to persons having difficulty using a library and to underserved urban and rural communities, including children (from birth through age 17) from families with incomes below the poverty line.

You will note that several of the principles combine portions of the six purposes defined for LSTA as outlined in 20 USC Sec. 9141.

As was noted in Section I (Introductory Statement) of this document, much has changed in the approach that DDL is taking since the 2003 – 2007 LSTA Plan was originally developed. The creation of the new comprehensive plan for library facilities and services early in 2005 colors much of what has been attempted and accomplished under the pre-existing 2003 – 2007 LSTA Plan. In particular, many of the measurements described in the original document were superseded by the extensive data collection activities that were undertaken as part of the comprehensive planning effort. The greatest impact of this change on the evaluation is that, while most of the goals and objectives in the plan have been addressed, the measurement of progress has shifted, and is shifting toward assessments that are more customer-driven.

Following is an overview of what has been accomplished:

GOAL 1: Establish a library consortium for multitype libraries in Delaware to maximize resources and increase availability for Delawareans to library collections and services.

Progress Toward Meeting Goal:

The Delaware Library Catalog, a shared integrated library system established by the Delaware Division of Libraries (DDL), went live during 2006. The new SirsiDynix system, which replaced legacy systems operated by the Kent County Library and by the Sussex County Department of Libraries, now serves a total of 30 libraries including public libraries, two bookmobiles, all four campuses of Delaware Technical and Community College, Wesley College, the Delaware Public Archives, Division of Historical and Cultural Affairs, Division of Substance Abuse and Mental Health, Lewes Historical Society, Sussex Technical High School, and the Delaware State Library.

While it is unlikely that the "consortium" that has been created will attain the initial goal of including all public libraries in the State by June 2007, this effort is nevertheless an outstanding success. The inclusion of several academic libraries and several state agencies sets a precedent for further expansion. In fact, several other libraries are already exploring participation in future phases of the project. DDL has continued to work with the remaining public libraries as well as other academic, school, and special libraries to encourage their participation in the shared catalog. The vision of a single unified library catalog for the State of Delaware is alive and well.

As was noted above, the Delaware Library Catalog is also at the center of efforts to engage all types of libraries. In particular, other libraries are now being encouraged to participate in the catalog, and, as an extension of this participation, to become more involved in resource sharing activities, including other critical elements such as delivery services.

DDL is now beginning to use the shared catalog as a platform to roll out other new and innovative services such as downloadable e-books and audio books. The Delaware Library Catalog has also presented an excellent branding opportunity for libraries in the State. The award winning Delaware Library Card campaign has given libraries greater visibility as well as an improved reputation as a technology leader.

OUTPUT and OUTCOME TARGETS

Objective/Output Target A
A single statewide library consortium, initially centered on technology and with focus on public libraries, will be established by June 2007.

Objective/Outcome Target A
By June 2007, a Delaware library consortium letter of agreement will have been legally adopted by 100% of public libraries, and one additional type of library in each county, so that user satisfaction is increased due to wider selection of materials available across the State.

Although LSTA dollars were not used to purchase the integrated library system itself, LSTA funds were instrumental in facilitating the planning and implementation of the system. The combination of State Technology funding and LSTA funding used primarily for planning purposes has resulted in a quantum leap for libraries.

Objective/Output Target B
Library definitions and State Standards will be established and approved by the Delaware Council on Libraries by June 2005.

Objective/Outcome Target B
By June 2007, newly established library standards for staffing will have resulted in an increase of the national ranking of Delaware public library staffing per capita from 50th (in FY 2002) to move out of the bottom 10% to improve availability of staff to meet customer needs.

This objective was heavily influenced by the comprehensive planning effort. The master plan, which was entitled **Twenty Years Forward: A Statewide Library Services and Construction Infrastructure for Delaware Libraries,** included staffing recommendations for various sizes and types of libraries. These recommendations have been accepted as guidelines by the Delaware Council On Libraries. Additional work is continuing regarding staffing levels and deployment. A study is underway in New Castle County that is looking at staff classification, levels and deployment. The findings of the study will influence the eventual staffing standards.

The very good news is that Fiscal Year 2004 comparisons collected through the Federal-State Cooperative System and published by the Nation Center for Education Statistics ranks Delaware 42nd in overall staff per 25,000 population. This change means that Delaware is no longer in the bottom 10% of states in staff per 25,000 population. While there is still a great deal of room for improvement, it is clear that Delaware is headed in the right direction.

Objective/Output Target C
A process incorporating LSTA Outcome Based Evaluation and the First State Quality Initiative elements will be developed for Delaware library collaborative collection development and usage by June 2004.

Objective/Outcome Target C
By June 2006, following the establishment of a baseline, an improvement of 20% of respondents to an annual survey of Delawareans will respond that they have used the library collections and found what they needed at least twice in the past year.

This element of the plan has taken considerably longer to implement than was originally anticipated. In part, the delay has been due to recommendations regarding collections that appeared in the comprehensive plan. Nevertheless, the objective has not been forgotten. A Request for Quotation has been issued that will result in an in-depth collection analysis of holdings in the Delaware Library Catalog. The result of the analysis will provide the baseline data that will be used to measure future progress.

A new measure, referred to as the "Turnover Index" has been developed and will be applied to measuring collection activity. The measure is an index that combines turnover rate with age of collection.

Collaborative collection development is also the focus of another study that is underway. The study is looking at collaborative collection development practices as well as how programming can be more closely integrated with library collections and resources.

While tremendous progress is being made, the output and outcome objectives that appear in the 2003 – 2007 LSTA Plan have not been met in full to date. Nevertheless, the targets are still being pursued and will undoubtedly be achieved, albeit at a later date than stated in the LSTA Plan.

Objective/Output Target D
Frequency of delivery services will increase to at least 6 days per week delivery and will expand to K-12 public schools by June 2007

Objective/Outcome Target D
Average patron wait time for items delivered between counties will be measured and wait time will decrease by June 2005, so that Delawareans choose libraries more often and don't need to purchase high demand items.

The comprehensive plan specifically addressed delivery service as being a key component in resource sharing. The study suggested that Delaware's terrain and small size should result in having an exemplary delivery system. DDL agrees with this assessment and intends to enhance and improve delivery service in an incremental way

that is directly linked with the expanding Delaware Library Catalog initiative. As additional libraries are added to the catalog, they will also be added to the delivery system. Several academic libraries are already participants in courier service. While the State will fall short of a broad expansion of delivery to six days with the inclusion of K-12 school libraries, it is anticipated that there will be some K – 12 school involvement in delivery in the near future beginning with Sussex Tech High School in Spring 2007.

Furthermore, the "cycle time" involved in meeting the interlibrary loan requests of the public has been incorporated into a "Customer Aggravation Index" that will be tracked as efforts are undertaken to fulfill customer expectations.

Objective/Output Target E
Libraries in all three Delaware counties will have completed the Delaware Division of Libraries approved strategic planning process at least once between July 2003 and May 2007.

Objective/Outcome Target E
The individual strategic planning efforts result in identifying at least 5 new common objectives for library development beyond June 2007 in order to encourage libraries to work collaboratively toward common goals.

More than 20 Delaware libraries submitted strategic plans developed using the BASE planning process that was developed by DDL. Unfortunately, the process proved to be too onerous for many small libraries and a significant number of the plans became more of an exercise in "cut and paste" than a true planning process. Recognizing this fact, the Delaware Division of Libraries pulled the plug on the process and, instead, began work toward the development of the comprehensive plan for library facilities and services that could be scaled to use with local and county libraries. The statewide balanced scorecard planning effort that emerged is still under development. However, work is also underway with the Dover Public Library, which has agreed to act as a test-bed, for cascading the statewide plan down to individual libraries. The five new common objectives referred to in the LSTA plan were replaced by the multiple findings and recommendations in the comprehensive statewide plan.

It should be noted that the BASE planning process was not a total loss.   Many of Delaware's libraries have acted on and/or are acting on the goals and objectives outlined in their BASE plans. Furthermore, the exercise provided libraries with a greater understanding that library planning needs to be closely linked to community needs.

Objective/Output Target F
Library cards issued will increase by 10% from 335,000 across four (automation) systems by June 2007.

Objective/Outcome Target F
A benchmark will be established and by June 2007 there will be a 25% increase of K-12 students who have a library card.

There has been an increase in the number of library cards issued (the increase between 2003 and 2006 was 5.14%), however, the growth has closely mirrored population growth. Furthermore, it was discovered that discrepancies in how registrations were counted made the original base numbers somewhat unreliable. A new baseline for registered borrowers has now been created and the expansion of the Delaware Library Catalog to include more and more libraries will result in both a more accurate count and an easier way to monitor change. The current number of registered borrowers in the State is approximately 352,000, and increasing the customer base of libraries is seen as an important objective, in fact, one of the primary objectives as the State attempts to transform its libraries.

However, DDL is turning to a more robust model of measuring customer satisfaction than simply counting registered borrowers. One element of the new measurement will be registrations as a percentage of population. This mechanism will provide a better picture of improvement in light of the State's significant population growth. In addition, the State is implementing a "Customer Relationship Index" that includes frequency of use, breadth of use (different categories of use) and customer satisfaction (as measured by an annual question on a survey.)

Objective/Output Target G
Establish a baseline for Answerline Reference usage.

Objective/Outcome Target G
By June 2006, an average of 50% of respondents to an annual survey of Delawareans, who have used the Answerline Reference service, will respond that they received satisfactory assistance.

Answerline was designed as a way to improve public access to high quality reference service. Several libraries with significant reference holdings and professional expertise took the lead in providing this telephone-based reference service.

Answerline evolved into the AnswerOnLine service which provides extended access to quality reference service. Because the model for this service is collaborative, this web-based reference service offers more hours of availability than traditional facility-bound reference services, and depth of resources and professional expertise. AnswerOnLine is supported with LSTA funds. Funding originally directed toward enhanced reference service in each county has been shifted to encourage the development of at least one "anchor" library in each county that provides enhanced services including information services.

GOAL 2: When finalized, implement the recommendations contained in the Statewide Library Technology Plan to bring Delaware library technology up-to-date and plan for implementation of continual improvements to integrate emerging technologies and maintain convenient and contemporary access for Delawareans to library collections and services.

Progress Toward Meeting Goal:

The Statewide Library Technology Plan was highly effective in improving the status of technology in Delaware's public libraries. However, technology plans have an extremely short "shelf-life" and DDL has now moved beyond the original Statewide Library Technology Plan.

Two very significant changes have occurred. The first is the implementation of the Delaware Library Catalog, which is now serving 30 libraries. The second is the decision to move the integrated library system off of the State network and onto a separate network dedicated to the integrated library system. This was seen as an important step for several reasons including the fact that this framework will better facilitate the use of the network as a platform for offering enhanced content (such as downloadable e-books and audiobooks) to the public.

Another advance has been the installation of a PC reservation system for public access PCs in Delaware libraries. While some libraries experienced some difficulty in the implementation of this service, it represents an important way in which technology can be used to extend staff effectiveness. It is important to note that Delaware has made a conscious effort to integrate its technology planning and implementation into its broader goals. Technology is no longer seen as a stand-alone service. Rather, it has become a tool that informs decision making and enables progress toward other important goals such as building more relevant collections, providing speedier access to resources of libraries throughout the state and enhancing access to electronic resources.

LSTA dollars have played a significant role in technological advances in Delaware. State funds rather than LSTA funds have been used to purchase equipment and to build the network; however, LSTA funds have provided the mechanism though which technology planning and training have taken place.

OUTPUT and OUTCOME TARGETS

Objective/Output Target A
Request additional State funding to complete implementation of the Statewide Library Technology Plan by June 2005.

Objective/Outcome Target A
By June 2007, 75% of public library staff surveyed will indicate that the Statewide Library Technology Plan implementation has increased their ability to better serve library customers.

State funding for implementing technology has increased six-fold in a few short years. LSTA dollars used for planning and training have been crucial in leveraging this State support. The Delaware library community has not been surveyed yet to ascertain whether 75% believe that the implementation of the plan has improved their ability to serve library customers, anecdotal information supports the conclusion that nearly everyone would agree that substantial progress has been made.

GOAL 3: Establish standards and develop collaborative mechanisms for training and to promote and facilitate access and use of library collections by the public.

Progress Toward Meeting Goal:

Some of Delaware's greatest achievements in implementing the 2003 – 2007 LSTA Plan have come in this area. Delaware has made outstanding progress in developing collaborative mechanisms for training and leadership development. Collaborators have included state library agencies in several other states, notably Maryland, New Jersey, and Pennsylvania.

One truly exceptional success story has been the Library Associate Training Institute (LATI). Participants in the program have been nearly unanimous in their praise for the program, which is seen as being highly relevant to their work environment. Furthermore, follow-up contacts with participants and with the employers of participants demonstrate that the skills gained in the LATI program translate into improved customer service. This program is also the one that has accomplished the most in terms of outcome-based evaluation. Consequently, a more complete discussion of the LATI program is provided in section IV (Progress in Showing Results of Library Initiatives or Services [Outcome Based Evaluation]).

OUTPUT and OUTCOME TARGETS

Objective/Output Target A
The Delaware Center for the Book application will be submitted to the Library of Congress by September 2002.

Objective/Outcome Target A
75% of Delaware organizations contacted will become an affiliate of the Delaware Center for the Book and will have developed a unified strategic plan to promote and facilitate use of library collections, to promote literacy, and to strengthen and organize partnerships to more effectively reach the public by July 2004.

The Delaware Center for the Book was approved as an affiliate of the Library of Congress Center for the Book in the autumn of 2002. The Center's affiliate status was renewed in December 2005. Given the fact that the Delaware Center for the Book is still in its infancy, it is notable that the Center sponsored the first ever Delaware Book Festival on November 4, 2006. This event, which was very well received, simply would not have been possible without LSTA support.

The Center for the Book and the Delaware Book Festival are seen as effective mechanisms to promote both libraries and reading in the State. The Center for the Book program has also opened the door to many new partnerships. A small sampling of sponsors for the event includes Barnes & Noble, Comcast, The Delaware Humanities Forum, SirsiDynix, AARP, the Dover Post, and the Delaware Division of the Arts. Well over the originally targeted 75% of organizations contacted agreed to lend their name and support to the Center for the Book and the Book Festival effort.

Objective/Output Target B
A train-the-trainer program to support librarians in providing orientations to the public on the access and use of the integrated library systems and licensed resources will be developed by June 2006.

Objective/Outcome Target B
Following the establishment of a baseline, at least 60% of Delaware public libraries will offer library orientation sessions for the public at a minimum of once per month by June 2006, so that 30% of the public is aware of Delaware library services and resources.

The Delaware Division of Libraries has been providing both "train the trainer" programs and end user training in using electronic resources for several years. Furthermore, the training that has been offered has involved academic and school librarians as well as public library staff. Technology training has also been offered in Dover in the Delaware Division of Libraries Technology Education Center and on-site in libraries throughout the State. Since 2003, there have been nearly 1,000 training contacts at the Technology Training Center.

Some individual libraries have taken up the challenge of providing regular training for end users, but many have not. A lack of computer labs in most of the libraries as well as skeletal staffing levels have proven to be the primary barriers to broad

implementation of end-user training. Both staffing and facilities needs were documented in the statewide comprehensive plan and work to address these needs is ongoing on both fronts.

Objective/Output Target C
A systematic, statewide, random sampling method of surveying the public will be developed by June 2006.

Objective/Outcome Target C
At least 3 key areas for improvement identified through the survey of the public will be addressed by June 2007.

A telephone survey with a stratified sample size large enough to allow generalization of results at the county level was conducted by the Center for Applied Demography & Survey Research (CADSR) at the University of Delaware as part of the comprehensive planning effort. This mechanism proved extremely effective in gaining opinions from both users of libraries and those who do not frequent libraries. Many of the recommendations in the comprehensive plan were either driven by or influenced by the telephone survey.

Plans are underway to develop an ongoing relationship with CADSR to include several library related questions on more general telephone surveys conducted by the University each year. This methodology will yield both longitudinal data and information regarding specific initiatives.

Objective/Output Target D
Establish a baseline, then ensure that at least 50% of users of the Delaware Library for the Blind and Physically Handicapped will have a public library card by June 2005.
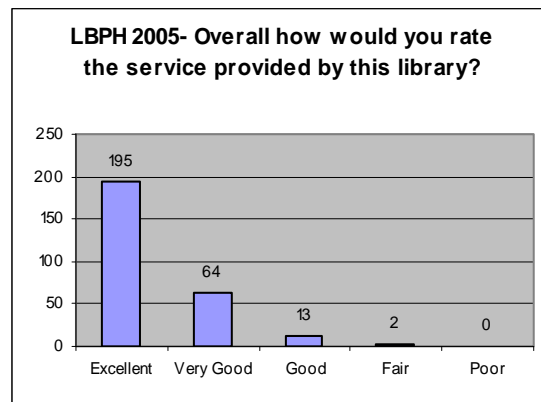
Objective/Outcome Target D
Following the establishment of a baseline, 15% of users of the Delaware Library for the Blind and Physically Handicapped will feel confident enough and informed to also visit and/or use the public library to have access to a wider range of library services by June 2006.

As is the case in regard to most of the other objectives in the plan, DDL has and is making an active effort to place individual services into the larger context of exemplary library and information services for all Delawareans. While the Delaware Library for the Blind and Physically Handicapped (DLBPH) has involved itself in areas such as adaptive technologies that expand DLBPH's scope beyond the core National Library Service (NLS) programs, an effort is underway to ensure that people with disabilities are also aware of other library and information services that may be relevant to their needs.

To this end, DDL is starting the process of developing a strategic plan for LBPH that aligns with the larger statewide plan.

The plan for DLBPH will, like the statewide plan, use the balanced scorecard format. The plan will address both the steps that DLBPH needs to take to make the transition from the cassette-based talking books to NLS' new digital talking book format **and** strategies for improving awareness of and access to other digital resources such as OverDrive® and NetLibrary® digital audio books. Furthermore, the strategic plan will not limit itself to traditional LBPH users. Rather, the scope will cover potential customers with a wide variety of special needs. The study is scheduled to begin in April 2007 and to be completed by the end of August 2007.

LBPH 2005- Overall how would you rate the service provided by this library?

Rating	Count
Excellent	195
Very Good	64
Good	13
Fair	2
Poor	0

Objective/Output Target E
Standards and definitions for types of libraries will be developed by June 2005.

Objective/Output Target E
By June 2007, surveys of librarians and the public will indicate an average of a 75% satisfaction rate with convenient access to local libraries.

The comprehensive plan described three different types of public libraries. They are:

- Anchor libraries (40,000 – 60,000 Gross Square Feet [GSF])
- Regional libraries (15,000 – 30,000 GSF)
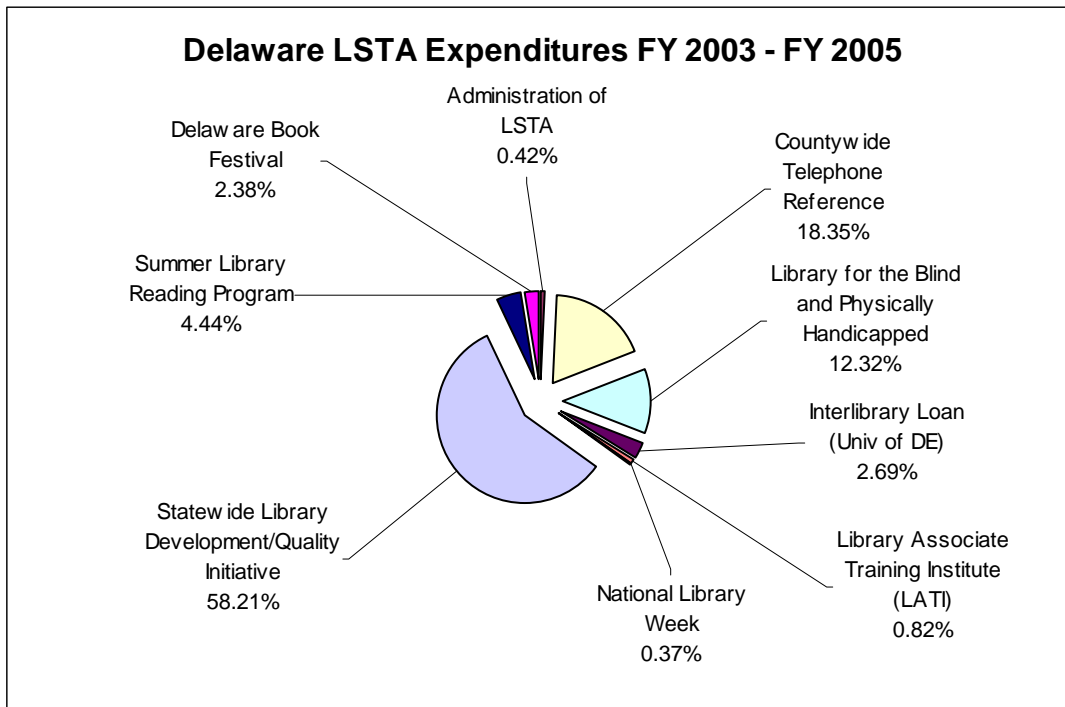- Community libraries (10,000 – 12,000 GSF)

Detailed profiles that provide guidance regarding number of hours open, program of service, collection size, staffing levels, etc. are provided for each of the library types.

The comprehensive plan also called for the development of at least one "anchor" library in each of Delaware's three counties. LSTA and State funds are being used to encourage the development/expansion of services in some existing libraries to meet the

"anchor" library definition and to facilitate planning in the two counties that do not currently have facilities that meet the anchor library criteria.

III. Results of In-depth Evaluation

The largest portion of Delaware's LSTA allocation goes to support library development activities in the State. The total expended in this category in FY 2003, FY 2004, and FY 2005 was $ 1,427,924 out of a total allocation of $ 2,452,886. That amounts to 58.21% of all LSTA expenditures. The pie chart below shows how LSTA funds have been allocated over the three-year period covered by this evaluation.

Delaware LSTA Expenditures FY 2003 - FY 2005

- Administration of LSTA 0.42%
- Delaware Book Festival 2.38%
- Countywide Telephone Reference 18.35%
- Summer Library Reading Program 4.44%
- Library for the Blind and Physically Handicapped 12.32%
- Interlibrary Loan (Univ of DE) 2.69%
- Statewide Library Development/Quality Initiative 58.21%
- National Library Week 0.37%
- Library Associate Training Institute (LATI) 0.82%

Chart 1 – LSTA Expenditures FY 2003 – FY 2005

While this may appear to be a large expenditure on one item, a closer look at the category reveals that this expenditure actually reflects a large variety of different efforts, all aimed at the overarching goal of improving the quality of and access to library and information services in Delaware. In fact, many of the advances that Delaware has made in the past three years are directly attributable to expenditures in this category. We will examine just one of those aspects.

LSTA funds have been a fundamental element in planning and implementing new technologies in Delaware. Both general technology planning such as the Statewide

Technology Plan and specific planning such as planning for the acquisition and implementation of the Delaware Library Catalog have been supported with LSTA funds.

The purpose for creating a unified online catalog for Delaware libraries is captured in Goal 1 of the LSTA Plan. That is:

> ***Establish a library consortium for multitype libraries in Delaware to maximize resources and increase availability for Delawareans to library collections and services.***

The Delaware Library Catalog, a shared integrated library system established by the Delaware Division of Libraries (DDL), went live during 2006. The new SirsiDynix system, which replaced legacy systems operated by the Kent County Library and by the Sussex County Department of Libraries, now serves a total of 30 libraries including public, academic, special, and school libraries.

The dream of a single online catalog for all of Delaware is significantly closer to being a reality today than it was at the beginning of the 2003 – 2007 LSTA cycle. Furthermore, the goal of having a single catalog that serves all of the public libraries as well as most of the academic libraries and some school and special/governmental libraries seems feasible. The potential impact of such an arrangement is hard to overstate. One academic librarian who participated in the Library Town Meeting in December 2006 called the Delaware Library Catalog, "…the best thing that's ever happened for Delaware's libraries!" She went on to say that DDL needed to do "whatever it has to do" to get the rest of the libraries in the State into the catalog.

This librarian was recognizing that the unified catalog is the platform for advancement in many other areas. It is obvious that the catalog represents a resource sharing tool that, together with delivery service, enables a seamless interlibrary loan network. However, it also opens the door to providing all Delawareans with a portal through which they can access a whole world of content. The catalog offers a mechanism that enables the delivery of downloadable books and seamless searching of electronic databases. It offers opportunities for greater efficiency in providing technology support and savings in licensing additional digital content. The catalog is also becoming the centerpiece for multitype library cooperation in the State.

Delaware's efforts to create a statewide catalog are an outstanding example of what can occur when federal, state, and local funds are committed to achieve a single desirable goal. LSTA dollars have supported both planning and training activities, State dollars have gone into the acquisition of hardware, software, and into the network infrastructure required to operate the system. Local libraries/governments have committed staff resources, capital cost related to local equipment needs and ongoing maintenance.

The Delaware Secretary of State's Office (the Delaware Department of State is DDL's parent agency) has been exceedingly helpful in moving the dream forward. The Department clearly understands the value of libraries and the importance of the Delaware Library Catalog as a keystone to progress. The Department has repeatedly demonstrated its willingness to support technological advances that will enable Delaware's libraries to thrive in the 21st Century.

Although the State has been the primary contributor of funds in making the shared catalog project a nascent success, the evaluators believe that there is ample evidence that LSTA has played a larger role in this accomplishment than is obvious. It was already mentioned that LSTA funds were used to provide support for technology planning and training. However, LSTA has also played a undeniable part in creating the context for the Catalog effort. DDL's quality initiative efforts (again in part supported with LSTA funds) have produced an environment that encourages comprehensive planning. Staffing, collections, technology, and facilities are no longer approached as separate unrelated entities. Section V of this evaluation provides information regarding the modified balanced scorecard mechanism that Delaware is using to organize and integrate its planning efforts. By supporting comprehensive planning, LSTA dollars have changed the way that DDL staff think about everything that they do.

Continuing education has evolved past singular offerings of training or workshops to contextual and sequential series of training in essential skills for frontline staff and advanced skills for leadership development. CE needs are driven by the knowledge and skills that will be needed to achieve customer-driven goals. Technology is no longer an end in itself; rather, it is a tool that supports organizational effectiveness that enables libraries to offer products and services that are valued by the people of Delaware.

Delaware's Quality Journey is far from over; in fact, if things work out well, it will never end. The dream of a single shared Delaware Library Catalog has yet to be fully accomplished. Nevertheless, DDL knows where it is going and has, with the help of LSTA, filled its toolbox with implements that will help it get there. Furthermore, the message is beginning to be absorbed by the library community. Participants at the Library Town Meeting in December 2006 clearly understood the concept of how the various components of the 2008 - 2012 fit together. They enthusiastically offered their ideas about how the plan could be strengthened. Library development is alive and well in Delaware and the vision of being first in the nation in library service doesn't seem nearly as remote as it must have seemed in 2002.

IV. Progress in Showing Results of Library Initiatives or Services (Outcome Based Evaluation)

The Library Associate Training Institute (LATI) has been highly effective in addressing one of Delaware's critical needs: the need for well-qualified, customer oriented library staff. Statistics reported by the National Center for Education Statistics for FY 2004 show that Delaware ranked 42nd among all states in total full-time equivalent staff per 25,000 population and 41st in the number of librarians holding an American Library Association (ALA) accredited master's degree per 25,000 population. Both the total number of library staff members and the number of library workers with an ALA accredited master's degree in Delaware is, and has been, very low. The LATI program does not address the number of staff members available, it does ensure that library customers receive service from staff members that have received high quality training. Furthermore, the number of LATI graduates that have subsequently entered a master's program in library science is amazingly high! A program aimed at library associates is, in fact, increasing the pool of professional librarians that are available.

The program is not a costly one. In fact, program costs for the FY 2003, FY 2004, and FY 2005 totaled only $ 119,843. Furthermore, only a portion of this expense came from LSTA funds. Nevertheless, the results of the program are quite remarkable. Almost 200 (196) individuals have participated in the program during the past three years. Evaluations completed by both the library associates themselves and by supervisors at their libraries indicate that the program has made a significant difference. Participants said that as a result of the training they were better able to use new technologies to get their jobs done, that they were able to identify and use appropriate reference resources and that their knowledge of basic principles of librarianship had been enhanced significantly. Participants also indicated that they were more open to continuing education, and that they were more confident in carrying out their job duties. Supervisors saw notable improvement in their employees' abilities to use search engines, to evaluate online resources, and to utilize the licensed databases available in Delaware libraries.

The program has also had a demonstrable impact on library workers in regard to the pursuit of higher education. In 2005, 6 % of the participants subsequently enrolled in a bachelor's degree program; 13% investigated master's degree programs, and 8% actually enrolled in an MLS program. In many cases the LATI was largely responsible for alerting participants to the availability of e-learning opportunities and also boosted the confidence of program graduates that they could be successful pursuing additional formal training.

The curriculum employed in the LATI program is highly integrated with DDL's goals and objectives. LATI has enhanced the reference assistance received by Delawareans; it has furthered DDL's efforts to tie library programming more closely to library resources, and has increased the State return on investment in technology. Course content has

included emergent literacy, steps in forming book clubs, and sessions on readers' advisory services.

There are many aspects of the LATI program that are exemplary. Some facets of the program involved participants from both Delaware and, in cooperation with the Maryland Division of Library Development, from Maryland's nearby Eastern Shore region. The structured assessment of the program that involved both participants and supervisors provided an outcome-based assessment of the program's effectiveness. Graduates of the program were exposed to resources such as WebJunction that they could continue to access after graduating from the program. Overall, the program embraces many of the overarching principles and purposes of the LSTA program, including partnerships and the use of outcome-based evaluation techniques.

Delaware and Maryland librarians with continuing education responsibilities have now taken the program to the next level by developing "LA2," the next step on the learning continuum for LATI graduates.

V.   Lessons Learned

Delaware's 2003 - 2007 LSTA Five Year Plan was consistent with both the spirit and the letter of the law regarding LSTA. Everything included in the plan 2003 – 2007 LSTA Plan fits somewhere under the six LSTA purposes. Many of the initiatives that have been undertaken with LSTA support accomplished something desirable.

The Delaware Division of Libraries (DDL) has worked diligently to create an action plan that is customer centered with goals and objectives that are carefully aligned. As has been noted earlier, DDL sought to develop a new comprehensive plan for library facilities and services in the First State in 2004. The state library agency specifically requested that the action plan be constructed and presented using a balanced scorecard approach. DDL accurately characterized its approach as "outcome-based planning."

While the comprehensive plan that was submitted early in 2005 is still in the process of being refined, it set a course that has enabled DDL to gain a better understanding of how its various efforts, both State-funded and LSTA-funded are related. Where technology initiatives had been treated as discrete programs, the new plan format caused decision makers to start with the desired customer outcomes and to work back through the service or services that would generate the outcome. From the desired service the question then becomes what technology is needed to support the service, what training is required to support the technology, and so forth. The model that has emerged is shown on the next page. DDL is finding that the approach of setting objectives from the top down makes the process of outcome-based evaluation easier as well.

Delaware is far better prepared today to embark on its next LSTA Plan than it was when the 2003 – 2007 plan was crafted. We believe that the new model that Delaware has adopted will be more effective in regard to evaluating outcomes five years hence; however, even more importantly, it will provide constant feedback that will enable DDL to make significant progress in meeting the library and information needs of all Delawareans.

Setting Objectives from the Top Down

| Customer |
| Products & Services |
| Organizational Effectiveness |
| Human Resources |
| Leadership & Governance |
| Financial |

For the last few years, the Delaware Division of Libraries has been on a journey in pursuit of organizational excellence. DDL is committed not just to doing things right, but to doing the right things right. The agency has a much clearer idea of how it might maximize the impact of LSTA funds in the future and it also recognizes that the journey isn't over. A next step for DDL may well hold some promise for other state library agencies as well. DDL is now working with the Dover Public Library to create a scaled version of the statewide plan that can be used by an individual library. This process, which is characterized as "cascading," appears to be very promising as a tool to help libraries plan in concert with the state agency and with other libraries.

VI. Brief Description of Evaluation Process

The Delaware Division of Libraries (DDL) contracted with Himmel & Wilson, Library Consultants to conduct an evaluation of its implementation of the Library Services and Technology Act for Fiscal Years 2003 – 2007. The contract with Himmel & Wilson in the amount of $ 29,500 covered both the evaluation of the 2003 – 2007 LSTA implementation and assistance in the development of the 2008 – 2012 LSTA Plan. The evaluation portion of the effort took place between July 1, 2006 and December 31, 2006.

The evaluation process included a review of background documents, multiple meetings with DDL staff and interaction with the Delaware library community through a Library Town Meeting held December 13, 2006 and through the consultants' participation in several meetings of the Delaware Council On Libraries. In addition, a two day meeting that contributed both to the 2003 – 2007 LSTA evaluation and to the development of the 2008 - 2012 plan was held on Sept. 25 – 26, 2006. This meeting involved the following individuals:

- Anne E.C. Norman, State Librarian and Director, DDL
- Despina Wilson, Management Analyst, DDL
- Mark Graham Brown, evaluation and measurement consultant and author
- Bill Barberg, President, Insightformation Inc.
- Bob Molyneux, Chief Statistician, SirsiDynix
- Ethel Himmel, Partner, Himmel & Wilson, Library Consultants
- Bill Wilson, Partner, Himmel & Wilson, Library Consultants

The meeting examined samples of the baseline data that is available as well as new ways in which library performance and customer satisfaction can be measured. A number of new indices that will be applied in the 2008 - 2012 plan were also developed as part of this two-day session.

In carrying out their evaluation of Delaware's 2003 – 2007 LSTA implementation, Himmel & Wilson was also able to draw upon the extensive data collection effort that was undertaken as a part of a comprehensive statewide planning effort in 2004 – 2005. In many ways, evaluation has been a major focus of DDL over the past several years. While the DDL has developed and implemented many worthy initiatives over the years, the Council On Libraries and the State Librarian became increasingly dismayed by the fact that these efforts seemed to have little effect on the State's traditionally low rankings on the comparisons compiled through the Federal-State Cooperative System (FSCS) and reported by the National Center for Education Statistics.

In FY 2002, Delaware's input measures were dismal. For example, Delaware ranked 50th among the states in the number of paid full-time-equivalent (FTE) staff per 25,000 population and 46th in print materials per capita. Output measures, while somewhat

better, also lagged most other states considerably. Delaware ranked 37th in library visits per capita and 29th in circulation per capita.

In response to the State's ongoing lackluster performance, the State adopted a vision that stated that "The First State will have libraries that are first in the nation." The state library agency was quite aware that providing Delawareans with the best libraries in the nation would not be an easy task and recognized that pursuing such a vision would require extensive planning. Consequently, DDL, in cooperation with the public libraries of the State, embarked on a comprehensive planning effort designed to determine why its performance was poor and to identify strategies that would help it realize its vision.

As part of this planning effort, the consultants (the Himmel & Wilson firm was part of the team that carried out the comprehensive planning effort) visited every library in the State, conducted public and staff focus groups, and interviewed each library director and/or branch manager. The consultants also designed a telephone survey of Delaware residents that was carried out by the Center for Applied Demography & Survey Research (CADSR) at the University of Delaware. The size and stratification of the survey sample allowed the results of the survey to be generalized at the county level. In all, 1,273 interviews were completed with individuals throughout the State.

Usage patterns for each public library were analyzed using geographic information system software, facilities assessments were conducted and in-library surveys were conducted using touch-screen computers. The data collected as part of the comprehensive planning process provided baseline data that has been used for comparative purposes in the 2003 – 2007 LSTA evaluation.

While the amount of DDL staff time that was expended on the evaluation effort was significant, every effort was made to maximize the benefit of staff contact between the consultants and staff by linking the assessment of past performance with how that assessment is meaningful in the context of the 2008 – 2012 LSTA Plan.