

## DISCLAIMER

Electronic versions of the exhibits in these minutes may not be complete.

This information is supplied as an informational service only and should not be relied upon as an official record.

Original exhibits are on file at the Legislative Counsel Bureau Research Library in Carson City.

Contact the Library at (775) 684-6827 or [library@lcb.state.nv.us](mailto:library@lcb.state.nv.us).

March 22, 2003

Memo from: Ellen Fockler, Library Media Technology Coordinator  
Washoe County School District

Re: Assembly Bill 345 : Requires libraries in public high schools to be open to general public. (BDR 34?1307)

Areas of consideration:

1. Personnel
2. Site Utilization / Plant Facilities
3. Collection management

In each area, there are considerations beyond cost that need to be addressed. While salary and benefits for personnel is by far the largest cost item, we also need to consider the difficulty of hiring qualified personnel and the implications of contracting with a city or county library to provide personnel. The cost of replacing lost or damaged books needs to be addressed, but the depletion of the library collection and its impact on high school students at the site, simply because books needed for assignments may be checked out at the time of need, is more important than the cost. **The single greatest cost to the District, its students, and its teachers is the fact that sharing resources with public patrons will significantly and negatively impact the school library's ability to provide the service it is designed for: to provide curriculum support for classes and to build literacy by making books readily available to students for both informational and recreational reading.**

1. Personnel

AB345 requires that high school libraries be open to the public seven days a week (Section 1c requires opening for at least four hours on each weekend day.) While theoretically possible in terms of numbers of hours worked, hiring one person to work seven days a week, all year long, would place unreasonable demands on the individual. I have calculated costs of a partial teacher's contract based on a total number of hours worked per week, but should this proposal become law, it is more likely that additional personnel would have to be hired to cover at least one day a week. I believe that it is extremely important to hire qualified, trained personnel to administer the high school library, whether during the week or on weekends; untrained or unqualified clerks would be unable to provide quality assistance to patrons and would be equally unable to manage the library's computers and automation system or to insure the protection of the school library collection.

At no time should the library be staffed with a single individual. This is an issue of security as well as service to patrons. Since the "public" hours occur after school hours, when teachers and staff will have left the building, and on weekend days when no other staff (including custodial staff) will be on site, the high school library must be staffed by at least two people at all times. One of these should be a qualified, trained teacher-librarian; the second may be a classified assistant who may or may not have received prior training in library skills.

AB345 allows school districts to "enter into one or more cooperative agreements" with trustees of a county, district, or city library to provide personnel and resources to accomplish public use of high school libraries. There are a number of hidden costs to this proposal. The establishment of joint use libraries in Washoe County has been, on the whole, a successful project, but has required considerable adaptation of resources on the part of both the school and the public library. Any cooperative agreement with the Washoe County Library would likely require that all high schools become joint use facilities, necessitating a completely new set of computers for checkout, new wiring to provide connections to the Washoe County Library system, and conversion of all bibliographic records to the Dynix system used by WCL, including re-cataloging some materials. This would also necessitate the re-barcoding of every book in the high school library, a costly and labor-intensive procedure. Separate computers would have to be provided for Internet use by public patrons, since filtering policies differ from those in effect in school districts. In these harsh economic times, I doubt

ASSEMBLY EDUCATION

DATE: 4/2/03 ROOM: 3143 EXHIBIT D

SUBMITTED BY: ELLEN FOCKLER

D 1/5

that county libraries anywhere in the state have the financial resources to create so many new partnership libraries. Additionally, AB345 prevents the school district from requesting "reimbursement for the costs and expenses associated with the use of a library in a high school by the general public," and if this were interpreted to mean that each school district would be responsible for meeting the costs of conversion to a joint use, the costs would be prohibitive. (Costs of converting one middle school library in Washoe County from a joint use library to a school library totaled more than \$18,000, and this did not include many of the costs related to extra hours spent on the job, nor did it include costs to the County library system.) If this provision were additionally interpreted to mean that the school district would be responsible for all personnel costs whether school district or county employees, there would be no advantage to contracting with a county or city library system.

#### Estimated salary:

High school libraries are staffed with at least one certified teacher-librarian, who is required to have and maintain a Library Endorsement as well as a teaching certificate. At the minimum, then, the librarian would be a Class III employee. All costs are calculated based on the Washoe County School District Teachers Salary Schedule for 2002-2003 plus 2% and would vary in other parts of the state of Nevada. Salary estimates are based on an employee on Step 5.

#### Certified Teacher-Librarian:

Hours: 2:30 – 7:00 p.m. weekdays when school is in session; 4 hours each Saturday and Sunday  
Summer hours (minimum): 28 hours weekly (4 hours daily - 7 days per week)

A certified teacher-librarian working 30.5 hours per week would be salaried at the .75 level.

Salary during school year: \$ 25527.29

Summer and vacation hours @ \$91.99 per half day (4 hours) worked (\$183.98 per day)  
(14 weeks includes winter and spring holidays = 98 half-days): \$9,015.02

|                        |                 |
|------------------------|-----------------|
| Total salary:          | \$ 34,640.31    |
| PERS @ 18.75 %         | 6495.06         |
| Medicare               | 502.28          |
| Workman's compensation | 415.68          |
| Medical                | <u>4,500.00</u> |
|                        | \$ 46,553.33    |

#### Classified Library Assistant I:

Hours: 30.5 hours per week when school is in session (38 wks)  
28 hours per week during summer and vacation periods  
(14 wks. - 7 days per week)  
Hourly wage: \$11.28

|                        |                   |
|------------------------|-------------------|
| Total salary:          | \$ 17,495.28      |
| PERS @ 18.75%          | 3280.37           |
| Medicare               | 253.68            |
| Workman's compensation | 209.94            |
| Medical                | <u>4,500.00**</u> |
|                        | \$ 25,739.27      |

(\*\*Note: If more than one classified employee is hired to cover the 7-day work week, total hours for each may drop below the qualifying level for insurance benefits.)

#### Total salary for librarian and library assistant:

\$72,292.60 x 11 high schools (Washoe County): \$795,218.60

(Includes Damonte Ranch High School; does not include Gerlach High, a joint use library.)

## 2. Site Utilization / Plant Facilities

- a. To maintain libraries at comfortable temperature levels during winter and summer, the District would be required to provide heating / ventilation / airconditioning (HVAC) during the hours of operation. During weekends and winter, spring and summer breaks, it would be necessary to heat or cool the library when the remainder of the building does not require it. In many buildings, this will short cycle the HVAC equipment (chillers, rooftop units and cooling towers). Short cycling causes excessive wear and tear on the equipment which leads to premature failure, excessive maintenance costs, and a shortening of the equipments' useful life. The only way to prevent short cycling is to place a false load on the equipment, which means conditioning unoccupied areas of the building. In many cases, this would require conditioning 40 – 60% of the building, resulting in unnecessary and excessive energy consumption. Additionally, conditioning the building for a four-hour period actually requires that equipment be run for more than four hours to heat or cool the room before occupancy.
- b. In many high schools, libraries are located inside buildings with no direct access. Public use would require that patrons be allowed access to a large area of the building, simply to reach the library. This becomes a serious security concern because patrons would be allowed to pass through areas of the building where there is no direct supervision in the evenings and on weekends. There is always the potential for classroom/office break-ins, theft and vandalism. Additionally, someone (custodial staff? District police?) would need to police the area before locking up to make sure that no one has hidden within unoccupied areas of the building or restrooms.
- c. Library patrons would need access to restroom facilities. Many of our high school libraries do not have restrooms in the immediate area of the library, requiring the District to allow public access to a large unsecured area of the building. Security for offices and classrooms again becomes an issue.
- d. While custodians would normally be present during the evening and summer hours, there is no custodial coverage on weekends. Providing coverage would require either overtime or scheduling changes which would compromise the supervision of the custodial staff and adversely affect their productivity.
- e. Libraries receive seasonal deep cleaning during the summer months: i.e., walls, bookshelves, carpet shampooing, table and chair cleaning, etc. This process normally makes the library unusable for a number of days. If the library is used daily, that deep cleaning process will be compromised.
- f. Costs for ordinary utility use, including lighting, computer use, heating / cooling, and additional cleaning would be proportionately higher because of the additional hours of use.
- g. The District would be responsible for snow removal on winter weekends as necessary.
- h. No cost has been calculated for additional custodial help or for additional personnel to provide security on site during weekends.
- i. Additional wear and tear on books and equipment, including computers and copy machines, and wear, damage, and loss of books and other materials would result in additional cost to District departments to maintain, repair or replace such items.

### 3. Collection Development and Maintenance

The purpose of establishing a school library is to provide access on site to a variety of print and non-print materials for the use of teachers and students. Many students, including high school students, do not have the means of transportation to access public libraries in their respective towns and cities, nor can public libraries provide the range and number of materials necessary to support the curriculum needs of every school. Collection development within a school library and within the public library is different; emphasis on curricular materials and age-appropriate reading material is central to book selection in a high school library. Availability of such materials is essential. If, as examples, materials required for a debate in a government class, a presentation on the Civil War, a discussion of the Holocaust, an author study in English, or a discussion of cloning for science class are missing from the collection because they've been checked out by a public patron, then **the high school library is unable to fulfill its mission to provide every student with the materials necessary to support the curriculum and provide for the equal opportunity for education.** Expensive reference materials must be available for student access. If a single book (for example, the Concordance to Shakespeare's works) is missing, the assignment for an entire class may be compromised. No school library has the financial resources to buy multiple copies of popular works, nor can the school afford to replace books lost or damaged by public patrons. The average cost of a library book in 2003 is \$19.18; the average cost of a nonfiction book (Grade 5 and above) is \$22.99 (School Library Journal, April 2003). Reference books are considerably more expensive, ranging from \$60 - \$150 each. Damage and loss through public access to school libraries, even ordinary wear and tear on books and materials, would result in significant annual expenses for replacements and would mean that the number and quality of new materials purchased through school library budgets would be reduced. Schools would have little recourse to recover unreturned materials or require payment for lost materials borrowed by public patrons.

Internet use within schools, in most districts, is filtered to prevent students from accessing inappropriate sites. In public libraries, Internet use is not filtered. Use of high school libraries by public patrons would require a significant policy decision: either public patrons would be required to abide by policies set by high school libraries, or additional computers with Internet access, separately maintained, would have to be provided for public use. Cost of a single additional computer for each high school in Washoe County would be over \$11,000 for the computers alone. Cost of wiring and connection for such computers has not been estimated. The potential for inappropriate use of computers would increase, as would the potential for downloading files or for the introduction of viruses. Cost of maintenance for public use of computers, regardless of the type of Internet access, would definitely increase, both because of ordinary wear caused by increased hours of use and because of the potential for damage.

Other administrative costs related to library management might not be immediately apparent. If, as AB 345 requires, patrons would be able to check out books from the high school library using a public or county library card, one of two things would be necessary. Either all high school libraries would have to become joint use libraries, connecting to the public libraries' databases with information about patrons obtained when they apply for a library card, a process that would be both cost and labor intensive (described in Part 1: Personnel); or school librarians would be required to enter each public patron into the school's automation system and to verify personal information and identity upon demand. Since school libraries are not interconnected, this would have to be done at each site if the same patron chose to use more than one high school library.

It is inevitable that some books will not be returned on time. The additional time and materials involved in generating and managing overdue notices and in recovering materials borrowed by public patrons may create significant additional costs. Within the high school, overdue notices can be delivered to classrooms; students can be sent to the library to return books or discuss payment for lost items. Notices to public patrons, however, must be mailed, and the incidence of return is lower. Even the additional postage, paper and envelopes required to manage overdue notices every two weeks will add up. Only twenty overdue notices mailed out in each two-week period would result in an

increased cost in postage alone of almost \$200 per school per year; the number is likely to be much higher, and the cost would double if overdue notices are generated weekly. It is also likely to be much more difficult and time-consuming for school librarians to recover materials from public patrons than from students.

If school libraries are in use seven days a week, year-round, it will be difficult or impossible to perform the yearly inventory required of each school library with any accuracy. Other tasks generally performed at the time of inventory, such as weeding (removal of outdated materials) and book repair would also be more difficult, requiring extra time and effort.

It may be difficult to attract qualified personnel for what is essentially a part-time job at less than favorable hours. It would be entirely unreasonable to ask existing school personnel to work additional hours, even for additional pay. Finding employees with the necessary training and certification may be difficult. It is equally unreasonable to expect an employee to work seven days a week, and finding qualified individuals who are willing to work on Sunday may also be an issue. (Note that all joint use libraries in Washoe County and most public branches, with the exception of the main branches, are closed on Sunday.) Lowering the standards of employment to allow untrained or less qualified employees to manage the libraries during public hours would substantially raise the potential for loss, damage, or mismanagement.

**Granting public access to high school libraries would be neither cost-effective nor beneficial to the schools. The depletion of the school's library resources would significantly impact the ability of the school to meet the educational needs of its students. As the emphasis on literacy increases, the school library should become even more central to the curriculum. Any benefit to public patrons is far outweighed by the cost to schools and the potential loss of resources for students.**