



EVALUATION OF THE LSTA FIVE-YEAR PLAN FOR THE GUAM PUBLIC LIBRARY SYSTEM 2008–2012

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Building Capacity Through Education

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Evaluation of the LSTA Five-Year Plan for the Guam Public Library System

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EVALUATION SUMMARY

PRIMARY QUESTIONS

PREL's evaluation of the Guam Public Library System's (GPLS) *Library Services and Technology Act (LSTA)* Five-Year Plan is guided by the following questions:

- 1) To what extent were the goals described in the *LSTA* Five-Year Plan achieved?
- 2) How was data used to alter the *LSTA* Five-Year Plan?
- 3) How can data be used to develop the next *LSTA* Five-Year Plan?

METHODOLOGY

A PREL evaluator traveled to Guam in March 2012 and interviewed GPLS staff. In addition to interview data, GPLS provided PREL with the following sources of information:

- 2011 survey results
- List of Bookmobile locations
- List of interlibrary loan (ILL) requests
- Inventory of equipment purchases
- Circulation records
- Internet usage records

Data sources were provided to PREL in digital and physical formats. A PREL evaluator imported all digital data into Microsoft Excel in order to produce descriptive statistics.

KEY FINDINGS

Goal 1

Description: Improve library service to patrons by providing GPLS branches with intranet connectivity to the Horizon catalog system. This goal addresses *LSTA* priority #1: Expand services for learning and access to information and educational resources in a variety of formats, in all types of libraries, for individuals of all ages.

- All GPLS branches and the Bookmobile are linked to the Horizon catalog system.
- GPLS staff at all branches have access to workstations connected to the Horizon catalog.
- GPLS have been trained in using the Horizon catalog system.
- All GPLS branches have at least two workstations with access to the Horizon catalog.
- The amount of library materials that have been entered into the Horizon catalog ranges from 13% to 64% depending upon the branch.
- 51.6% of patrons completing an in-library survey in 2011 rated their satisfaction in using the Horizon database as "4-Mildly Satisfied," or "5-Very Satisfied."

Goal 2

Description: Customer satisfaction and ILL efficiency for GPLS need to be improved by creating an inclusive islandwide ILL network supported by automation and islandwide delivery service. This goal addresses *LSTA* priorities #3 and #5: Providing electronic and other linkages among and between all types of libraries, and developing public and private partnerships with other agencies and community-based organizations.

- A formal, automated ILL system was not developed by GPLS. It was determined that the current informal ILL system was sufficient to satisfy the needs of the Guam community.
- Since 2008, an average of 2.07 informal ILL requests have been made each month.

Goal 3

Description: Improve services and appeal of GPLS to understand individuals, diverse families, individuals with disabilities, and the elderly on Guam by developing and enhancing existing community-based literacy programs and making available necessary service equipment within the library. This goal addresses *LSTA* priorities #5, #6, and #7: Developing public and private partnerships with other agencies and community-based organizations; targeting library services to individuals of diverse geographic, cultural, and socioeconomic backgrounds, to individuals with disabilities, and to individuals with limited functional literacy or informational skills; and targeting library and information services to persons having difficulty using a library and to urban and rural communities, including children from families with incomes below the poverty line.

- One program coordinator has been hired to research and develop programs targeting underserved patrons.
- Numerous community literacy programs targeting special populations have been developed, including ones that target the very young and the elderly.
- Library facilities have been upgraded to suit the needs of patrons with disabilities.
- GPLS does not collect demographic data related to patrons' racial and ethnic backgrounds.
- Circulation increased every year from 2008 to 2010, but decreased in 2011.
- Internet usage increased every year from 2008 to 2010, but decreased in 2011.
- 48.1% of patrons completing an in-library survey in 2011 rated their satisfaction with library facilities as "4-Mildly Satisfied," or "5-Very Satisfied."
- The percentage of patrons completing an in-library survey in 2011 who rated their satisfaction with library programming as "4-Mildly Satisfied" or "5-Very Satisfied" ranged from 44.7% to 51.9%, depending on the program.

Goal 4

Description: Improve reference service by providing the necessary resources, professional support, and training to GPLS library technicians on the scanning, preservation, and archival of important government and historical documents. This goal addresses *LSTA* priority #1: Expanding services for learning and access to information and educational resources in a variety of formats, in all types of libraries, for individuals of all ages.

- GPLS purchased the Alchemy Document Management System to archive and preserve materials.
- GPLS staff developed a Standard Operating Procedure (SOP) for archiving materials, and all staff have been trained in it.
- 1.67% of all materials have been archived as of FY2011.
- No assessment has been conducted into client satisfaction regarding the retrieval of archived materials.

RECOMMENDATIONS

Based upon its evaluation, PREL recommends the following for GPLS:

- 1) Comprehensively evaluate the necessity of developing an ILL system.

- 2) Make outcome data collection more precise and more frequent.
- 3) Because data collection is very comprehensive, data-based decision making should be more frequent. Focusing on the decreasing circulation and Internet usage is advised.

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BACKGROUND

In February 2012, PREL was contacted and contracted by the GPLS to evaluate its *LSTA* Five-Year Plan. The intended audience for this evaluation process and report is GPLS staff and the Institute of Museum and Library Services (IMLS). GPLS staff will use the evaluation process to improve library services to the Guam community, and alter their administrative operations to allow for better data-based decision making. IMLS will use the evaluation report as a summative assessment of GPLS's IMLS-funded activities.

SELECTION OF EVALUATOR

PREL was chosen as the evaluator for the GPLS *LSTA* Five-Year Plan due to a previous relationship developed between PREL's director of Library and Information Literacy Initiatives, and GPLS staff. PREL and GPLS staff have previously collaborated on numerous library-related projects in Guam.

Additionally, PREL has provided educational services to Guam for over two decades and is very familiar with the territory, its operations, and its culture. Richard Li, Evaluation Specialist at PREL, was selected as the Lead Evaluator. Mr. Li and PREL's director of Library and Information Literacy Initiatives have evaluated other IMLS-funded projects.

GUAM

Guam is a territory of the United States comprised of a single island located roughly 4,000 miles west of Hawai'i. The 2010 Census identified the population of Guam to be 159,358. The 2000 Census estimated that nearly 37% of Guam is ethnically Chamorro, 33% Asian, and 7% white. About 62% of the population speaks a language other than English at home.

In 2003, the estimated per capita gross domestic product (GDP) for Guam was \$11,254. Unemployment in 2004 was reported to be 8% (Bureau of Statistics and Plans, 2005). Internet access is available, although not as widespread as in the continental U.S. and slightly more expensive. A monthly 7.0 Mbps Internet plan, for example, costs \$84.35 (GTA Teleguam, 2012).

In 2000, 76.3% of Guam adults (defined as 25 years and over) held a high school diploma. 20% held a bachelor's degree or higher.

EVALUATION PLANNING

PREL's evaluation of the GPLS *LSTA* Five-Year Plan is guided by respect for the uniqueness of the Guamanian environment. The needs of the Guamanian community differ greatly from communities in the continental U.S., and the operations of the GPLS are designed to satisfy those particular needs. Our evaluation questions and methods, therefore, are likewise adapted for the specific context of Guam and the GPLS.

Evaluation Questions

- 1) To what extent were the goals described in the *LSTA* Five-Year Plan achieved?
- 2) How was data used to alter the *LSTA* Five-Year Plan?
- 3) How can data be used to develop the next *LSTA* Five-Year Plan?

METHODOLOGY

DATA COLLECTION

A PREL evaluator visited GPLS in early March 2012 and interviewed GPLS staff. A follow-up Skype meeting was held in mid-March to address remaining topics. GPLS provided PREL staff with the following sources of data and information:

- 2011 survey results
- List of Bookmobile locations
- List of ILL requests
- Inventory of equipment purchases
- Circulation records
- Internet usage records

DATA ANALYSIS

2011 survey results

In 2011, GPLS distributed a questionnaire at random to patrons at all GPLS branches and made the survey available online. The survey consisted of basic demographic questions, closed-ended responses on a Likert Scale of one to five with a “no knowledge” option, and an open-ended “comments” section. Closed-ended responses were exported in Microsoft Excel format, and sent to PREL for analysis. Open-ended responses were not part of the file sent to PREL.

List of Bookmobile locations

The schedule of the Bookmobile was given to PREL and contained all Bookmobile locations and attendance dating back to January 2011. Because the Bookmobile is intended to serve hard-to-reach patrons, GPLS explained to the PREL evaluator which populations are the target of Bookmobile services at the various locations.

List of ILL requests

A list of all informal ILL requests dating back to April 2008 was provided to PREL. The list indicates when the request was made, by whom, what the materials requested were, and how many copies were requested. Because the list was provided in physical format, PREL analyzed it manually.

Inventory of equipment purchases

A detailed inventory of all equipment purchases made by GPLS dating back to November 2009 was given to PREL in physical format. Due to the size of the document, and it being in nondigital format, GPLS staff explained to a PREL evaluator what the inventory represents and where important information can be found.

Circulation records

Circulation records dating back to 2008 were provided to PREL. The records were disaggregated by month and library branch. Library downtime due to closures or facility repairs was indicated. Records were provided in PDF format, and converted to Microsoft Excel format for easier manipulation and analysis.

Internet usage records

Internet usage records dating back to 2008 were provided to PREL. The records were disaggregated by month and library branch. Library downtime due to closures or facilities repair was indicated. Records were provided in PDF format, and converted to Microsoft Excel format for easier manipulation and analysis.

FINDINGS

Findings are organized according to the four goals outlined in the GPLS *LSTA* Five-Year Plan. A description of each goal and the *LSTA* priorities it addresses introduces each finding. Those descriptions are followed by summaries detailing to what extent the goals' programs, output targets, and outcome targets were achieved, and then more in-depth explanations of each of the components.

GOAL 1

Improve library service to patrons by providing GPLS branches with intranet connectivity to the Horizon catalog system. This goal addresses *LSTA* priority #1: Expanding services for learning and access to information and educational resources in a variety of formats, in all types of libraries, for individuals of all ages.

Success of Goal 1

Programs	Did not complete	Somewhat complete	Complete
Work with the Government of Guam Department of Administration, Data Processing Department, to plan the linkage of all GPLS branches and the Bookmobile to the intranet Horizon catalog system. Time frame: 2008.			X
Provide technology support (workstations) ensuring that GPLS staff will have access at all branches to the intranet Horizon library catalog. Time frame: 2008–2009.			X
Provide training of GPLS staff on how to transition from the previous manual processes to effectively utilize the Horizon system for processing and circulation of library materials. Time frame: 2009–2010.			X
Set a time line for the completion of inputting of branch materials into the Horizon system. Time frame: 2009.			X
Implement the full Horizon catalog system at the branches, eliminating manual cataloging and circulation/processing procedures. Time frame: 2010–2012.			X
Provide at least two computers for patrons at each branch with exclusive access to the Horizon catalog system. Time frame: 2010–2012.			X
Publicize the Horizon catalog services islandwide, to increase awareness of residents of the services. Time frame: 2009–2012.			X
Output Targets			
GPLS branch libraries (five branches) and the GPLS Bookmobile (100%) will have access to the intranet Horizon system by September 2012.			X
By September 2010, 50% of GPLS branch libraries will have 100% of respective branch materials entered into the Horizon system. By September 2012, 100% of GPLS branch libraries will have 100% of respective branch materials entered into the Horizon system.		X	
Outcome Targets			

35% of patrons completing a random in-library survey in March 2010, and 50% completing another survey in March 2012, will rate their satisfaction of their experience in using the electronic Horizon database to search for and access information as "high" or "very high."

X

Programs

Program 1—Work with the Government of Guam Department of Administration, Data Processing Department, to plan the linkage of all GPLS branches and the Bookmobile to the intranet Horizon catalog system. Time frame: 2008

In 2009, GPLS purchased a 5 MBPS Metro E broadband Internet connection. The main library and all five branches are now connected via Metro E. As a result, all libraries now have access to the Horizon library catalog system. Moreover, GPLS purchased a laptop with a wireless modem for the Bookmobile, so that it is also able to access Horizon.

Program 2—Provide technology support (workstations) ensuring that GPLS staff will have access at all branches to the intranet Horizon library catalog. Time frame: 2008–2009

Branch libraries were previously equipped with computers and workstations. However, due to the lack of connectivity, workstations could only access materials located in their respective branches. GPLS staff would bring activity logs with them to the main library branch and manually input usage and catalog data.

After the purchase of Metro E, GPLS's staff computers and workstations from branch libraries were connected to the Horizon system, and cataloging became automated.

Program 3—Provide training of GPLS staff on how to transition from the previous manual processes to effectively utilize the Horizon system for processing and circulation of library materials. Time frame: 2009–2010

Once GPLS branches received connectivity and access to the Horizon system, an information technology specialist trained all staff from all branches in using the Horizon system. Initial training was 1 day for all staff. After the initial training, the information technology specialist traveled to the branches to inspect staff's usage of the Horizon system. If deemed necessary, the specialist would provide on-site "crash course" training for GPLS staff in using the Horizon system.

Program 4—Set a time line for the completion of inputting of branch materials into the Horizon system. Time frame: 2009

Pursuant to Goal 4, GPLS plans to input 25% of materials into Horizon by September 2010 and 50% of materials by September 2012.

Program 5—Implement the full Horizon catalog system at the branches, eliminating manual cataloging and circulation/processing procedures. Time frame: 2010–2012

All library branches now utilize the Horizon system. Manual cataloging is no longer performed at any branch.

Program 6—Provide at least two computers for patrons at each branch with exclusive access to the Horizon catalog system. Time frame: 2010–2012

Each library branch is now equipped with at least ten computer workstations. Each workstation has access to the Horizon system.

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Program 7—Publicize the Horizon catalog services islandwide, to increase awareness of residents of the services. Time frame: 2009–2012

After Metro E was purchased and all library branches connected to Horizon, GPLS began publicizing their new services via press releases and radio broadcasting. A copy of the press release was made available on the GPLS website, along with other advertising for the Horizon system.

Output Targets

Output Target 1—GPLS branch libraries (five branches) and the GPLS Bookmobile (100%) will have access to the intranet Horizon system by September 2012.

By the beginning of 2012, all library branches and the Bookmobile could access the Horizon system.

Output Target 2—By September 2010, 50% of GPLS branch libraries will have 100% of respective branch materials entered into the Horizon system. By September 2012, 100% of GPLS branch libraries will have 100% of respective branch materials entered into the Horizon system.

All GPLS branches enter materials into the Horizon system on a continuous basis. The following table shows the number of materials from each branch that has been entered into the Horizon system, and the number of total materials housed at each branch as of January 2012.

Number of Materials in Each Library Branch in the Horizon System

Branch	Materials in Horizon	Total Materials	Percent of Materials in Horizon
Agat	6,871	34,367	20%
Barrigada	4,648	35,224	13%
Bookmobile	2,508	3,913	64%
Dededo	5,160	37,493	14%
Hagåtña	26,759	118,485	23%
Merizo	5,125	24,173	21%
Yona	5,847	19,854	29%

Outcome Targets

Outcome Target 1—35% of patrons completing a random in-library survey in March 2010, and 50% completing another survey in March 2012, will rate their satisfaction of their experience in using the electronic Horizon database to search for and access information as “high” or “very high.”

51.6% of patrons completing an in-library survey in 2011 rated their satisfaction in using the Horizon database as “4-Mildly Satisfied,” or “5-Very Satisfied.”

GOAL 2

Customer satisfaction and ILL efficiency for GPLS need to be improved by creating an inclusive islandwide ILL network supported by automation and islandwide delivery service. This goal addresses LSTA priorities #3 and #5: Providing electronic and other linkages among and between all types of libraries, and developing public and private partnerships with other agencies and community-based organizations.

Success of Goal 2

Programs	Did not complete	Somewhat complete	Complete
Establish an islandwide ILL Network among GPLS branch libraries and local partner libraries, including agreements and protocols for lending and borrowing. Time frame: The islandwide ILL Network will be established between FY 2008–2012, with GPLS and	X		

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two local library partners participating by September 2012.	
Conduct a study of options for islandwide delivery among GPLS and partner libraries. Time frame: FY2008.	X
Implement an automated ILL system that will enable residents to initiate their own ILL requests, and will be used by public library staff to manage ILL requests. Time frame: FY 2009–2012.	X
Implement an islandwide delivery system based on the recommendations of the study. Time frame: FY2009–2012.	X
Publicize the ILL services islandwide, to increase residents' awareness of the services and the "patron-placed ILL" opportunity. Time frame: 2009–2012.	X
Output Targets	
GPLS branch libraries (five branches) and the GPLS Bookmobile (100%) will be participants in the islandwide ILL Network by September 2012. GPLS and two local library partners will provide "patron-placed ILL" capabilities to their customers.	X
By September 2012, 70% of ILL requests made through the ILL Network in 2012 will be filled within 2 weeks from the time the request is made until it is available to the customer.	X
Outcome Targets	
25% of library patrons completing a random in-library survey in March 2010, and 35% completing another survey in March 2012, will rate their satisfaction with ILL service as "high" or "very high."	X

Programs

Program 1—Establish an islandwide ILL network among GPLS branch libraries and local partner libraries, including agreements and protocols for lending and borrowing. Time frame: Islandwide ILL Network will be established between FY 2008–2012, with GPLS and two local library partners participating by September 2012.

Developing a formal ILL network among GPLS branches was initiated by the acting director of GPLS. Upon further review by GPLS staff and stakeholders, however, it was determined that the current ILL processing procedures are adequate to fulfill the needs of the Guam community, and that a formal ILL network does not need to be established at this time. The conclusions they reached are as follows:

1. Due to the close proximity of libraries on the island of Guam, including academic libraries at the University of Guam and Guam Community College, patrons are able to acquire materials not available at their local library relatively easily by themselves.
2. Due to the geographic location of Guam, loaning materials can often take a very long time if the request is made from an off-island location. Instead, GPLS uses loan duplication. Patrons communicate with GPLS via phone, email, or communicate through on-island proxies, such as relatives, and inform staff of material requests. GPLS staff asks patrons to complete a Loan Duplication Form, and then reproduce their requested materials (e.g., photographs or book pages). Duplicated materials are then delivered to patrons electronically to ensure expedited service.

3. An informal ILL system has always operated at GPLS. Requests are received personally by staff who inform patrons about the availability of specific materials at all branches. If an item is available, patrons can quickly travel to the branch with the item, or ask that the item be mailed to their local branch, or be placed on the Bookmobile. For patrons with limited mobility, GPLS operates a homebound service. Currently there are 19 patrons registered for this service.
4. The volume of informal ILL requests is small enough to be successfully processed without developing a formal automated system. From April 2008 to February 2012, 95 unique informal ILL requests were made by GPLS patrons. This results in approximately 2.07 requests per month.

Program 2—Conduct a study of options for islandwide delivery among GPLS and partner libraries. Time frame: FY2008.

Because GPLS decided not to create a formal ILL system, this program was not completed.

Program 3—Implement an automated ILL system that will enable residents to initiate their own ILL requests, and will be used by public library staff to manage ILL requests. Time frame: FY 2009–2012.

Because GPLS decided not to create a formal ILL system, this program was not completed.

Program 4—Implement an islandwide delivery system based on the recommendations of the study. Time frame: FY2009–2012.

Because GPLS decided not to create a formal ILL system, this program was not completed.

Program 5—Publicize the ILL services islandwide, to increase residents' awareness of the services and the "patron-placed ILL" opportunity. Time frame: 2009–2012.

Because GPLS decided not to create a formal ILL system, this program was not completed.

Output Targets

Output Target 1—GPLS branch libraries (five branches) and the GPLS Bookmobile (100%) will be participants in the GPLS and Islandwide Partnership ILL Network by September 2012. GPLS and two local library partners will provide "patron-placed ILL" capabilities to their customers.

Because GPLS decided not to create a formal ILL system, this output target was not met.

Output Target 2—By September 2012, 70% of ILL requests made through the ILL Network in 2012 will be filled within 2 weeks from the time the request is made until it is available to the customer.

Because GPLS decided not to create a formal ILL system, this output target was not met.

Outcome Targets

Outcome Target 1—25% of library patrons completing a random in-library survey in March 2010, and 35% completing another survey in March 2012, will rate their satisfaction with ILL service as "high" or "very high."

45.19% of patrons completing an in-library survey in 2011 rated their satisfaction with the ILL service as "4-Mildly Satisfied," or "5-Very Satisfied."

GOAL 3

Improve the services and appeal of GPLS for individuals, diverse families, individuals with disabilities, and the elderly on Guam by developing and enhancing existing community-based literacy programs and making available necessary service equipment within the library. This goal

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addresses *LSTA* priorities #5, #6, and #7: Developing public and private partnerships with other agencies and community-based organizations; targeting library services to individuals of diverse geographic, cultural, and socioeconomic backgrounds, to individuals with disabilities, and to individuals with limited functional literacy or informational skills; and targeting library and information services to persons having difficulty using a library and to urban and rural communities, including children from families with incomes below the poverty line.

Success of Goal 3

Programs	Did not complete	Somewhat complete	Complete
Hire two program coordinators to research and develop programs targeting underserved individuals, diverse families, individuals with disabilities, and the elderly on Guam. Time frame: FY2008.		X	
Implement one community-based literacy program targeting the special populations. Time frame: FY2009-FY2010.			X
Publicize the literacy programs to increase awareness and participation of the special population targeted by the community-based literacy program. Time frame: FY2009–2010.			X
Develop and implement two new community-based literacy programs targeting the special population. Time frame: 2011–2012.			X
Publicize the literacy programs to increase awareness and participation of the special population targeted by the two new community-based literacy programs. Time frame: FY2011–2012.			X
Identify how facilities can be improved to attract patronage of underserved and diverse families on Guam. Time frame: 2008.			X
Enhance library service by replacing and equipping library with functional materials and equipment to meet the needs of special population groups. Time frame: 2008–2012.			X
Output Targets			
By September 2010, achieve at least a 25% increase in patrons representing families of diverse background or need; and by September 2012, at least another 25% increase of patrons representing families of diverse background or need .	X		
By September 2012, replace 50% of outdated equipment and materials with those current and relevant to the needs of patrons.			X
One new literacy program targeting individuals or families of diverse background or need will be developed and sustained annually by September 2010; A total of two new islandwide literacy programs targeting individuals or families of diverse background or need will be developed and sustained by GPLS.			X
Outcome Targets			
Increase use of library facilities and materials by 25% in September 2010, and by 50% in September 2012.		X	
25% of library patrons completing a random in-library survey in March 2010, and 50% completing another survey in March 2012, will rate their satisfaction of		X	

GPLS facilities as “high” or “very high.”	
25% of library patrons completing a random in-library survey in March 2010, and 35% completing another survey in March 2012, will rate their satisfaction of GPLS’s community-based literacy programs as “high” or “very high.”	X

Programs

Program 1—Hire two program coordinators to research and develop programs targeting underserved individuals, diverse families, individuals with disabilities, and the elderly on Guam. Time frame: 2008.

One program coordinator was hired in 2008 and is still employed at GPLS. The program coordinator has worked with the numerous programs listed below in Program 4.

Program 2—Implement one community-based literacy program targeting the special populations. Time frame: FY2009—FY2010.

Due to the similar nature of this program with Program 4 listed below, they were evaluated in conjunction with each other. The findings for both programs are provided in the Program 4 section below.

Program 3—Publicize the literacy programs to increase awareness and participation of the special population targeted by the community-based literacy program. Time frame: FY2009–2010.

Literacy programs were advertised through the newspaper, radio, and online. No follow-up evaluation was conducted to ascertain to what extent these methods achieved their intended results.

Program 4—Develop and implement two new community-based literacy programs targeting the special population. Time frame: 2011–2012.

GPLS developed and implemented numerous community-based literacy programs that targeted special populations. They are listed and described below.

Saturday Story Hour

Every month the Main Library in Hagåtña and the Dededo Library Branch holds Saturday Story Hour in the children’s areas of their respective libraries. Volunteers and staff tell stories and sing songs to young children for 1 hour. Afterward, children participate in arts and crafts activities.

Saturday Story Hour Attendance

Year	Children	Adults	Total
2008	1,053	581	1,634
2009	1,117	724	1,841
2010	1,952	1,070	3,022
2011	1,384	794	2,178
2012	186	150	336

Toddler’s Weekday Storytelling

In 2009, GPLS developed Toddler’s Weekday Storytelling. Every Wednesday, preschool children are told stories for 30 minutes, and then participate in arts and crafts for 1 hour. Parent volunteers act as the storytellers.

Toddler’s Weekday Storytelling Attendance

Year	Children	Adults	Total
2008	21	13	34

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2009	1,134	553	1,687
2010	1,017	502	1,519
2011	868	529	1,397
2012	160	91	258

Read Across America Day (Dr. Seuss's Birthday Celebration)

GPLS commemorated Read Across America Day on a Saturday morning for roughly 3 hours. Different stations referencing various Dr. Seuss characters were created to celebrate reading as a fun activity. Activities included singing songs, making cupcakes, arts and crafts, puppet shows, and a parade.

Read Across America Day Attendance

Year	Children	Adults	Total
2008	125	35	160
2009	94	64	158
2010	163	87	250
2011	112	89	201

Summer Reading Program

GPLS has hosted an annual Summer Reading Program based on the national theme during a 6-week period from June through July at the Main Library in Hagåtña. Registrants were provided with book logs that recorded the number of time or hours spent reading and number of books read. Participants were also recognized for their efforts with a “wrap-up” celebration party where prizes were awarded. For 2012, GPLS is anticipating extending the program to 7 weeks.

Summer Reading Program Attendance

Year	Total
2009	332
2010	177
2011	117

Wrap-Up Celebration Attendance

Year	Total
2009	154
2010	98
2011	100

Manamko

Manamko engages elderly Guamanians in information literacy education. Patrons 55 years and older received training in browsing the Internet, creating email accounts, and sending emails. Patrons also learned basic word processing using Microsoft Word.

Manamko Attendance

Year	Children	Adults	Total
2008	125	35	160
2009	94	64	158
2010	163	87	250
2011	112	89	201

Program 5—Publicize the literacy programs to increase awareness and participation of the special population targeted by the two new community-based literacy programs. Time frame: FY2011–2012.

Literacy programs were advertised through the newspaper, radio, and online. No follow-up evaluation was conducted to ascertain to what extent these methods achieved their intended results.

Program 6—Identify how facilities can be improved to attract patronage of underserved and diverse families on Guam. Time frame: 2008.

Suggestion boxes were placed at all GPLS branches to solicit feedback regarding facilities and equipment. Three hundred surveys were also passed out at each GPLS branch. A copy of the survey was also made available on the GPLS website.

In addition, meetings were held with a library patron with a visual impairment and a representative from the Guam Department of Integrated Services for Individuals with Disabilities, a Guam Assistive Technology Specialist from the Guam System for Assistive Technology, and with representatives from the University of Guam CEDDERS. These individuals suggested acquiring *Americans with Disabilities Act (ADA)*-compliant furniture, a chime for the entrance and exit, more visible signs to direct patrons around the library, a rail to assist individuals entering the library, special doors, magnifying glasses, and special computer peripherals such as trackballs and touch pads.

Program 7—Enhance library service by replacing and equipping library with functional materials and equipment to meet the needs of special population groups. Time frame: 2008–2012.

ADA-compliant tables were purchased to better accommodate the needs of patrons with disabilities. All GPLS branches have also been equipped with at least one trackball mouse and touchpads.

Since 2008, GPLS has been providing Homebound Services to individuals with disabilities that are registered with the National Library Services for the Blind and Physically Handicapped (NLS). Nineteen patrons are registered for this service and have materials delivered to their homes, including listening tapes and books in Braille.

Output Targets

Output Target 1—By September 2010, achieve a 25% increase in patrons representing families of diverse background or need; and by September 2012, at least another 25% increase of patrons representing families of diverse background or need.

GPLS does not collect demographic information about patrons related to diversity, such as racial or ethnic background. Therefore, it is difficult to determine how much patron diversity has increased.

However, Bookmobile locations are chosen specifically for targeting diverse patrons, including low-income patrons, elderly patrons, and ill patrons. The following table indicates, on average, how many patrons are served each month at various Bookmobile locations. Figures were calculated by GPLS and provided to PREL.

Bookmobile Locations and Attendance

Location	Average Monthly Attendance
Group Homes—Catholic Social Services	48
Guam Housing and Urban Renewal Housing	156
Public Schools—Elementary	764
Child Day Care	148
Hospitals/Clinic	90
Senior Citizen Homes	182
Other Community Visits (e.g. mayor's office)	8

Output Target 2—By September 2012, replace 50% of outdated equipment and materials with those current and relevant to the needs of patrons.

According to the GPLS information technology specialist, 85% of outdated equipment and materials were replaced. This figure was reached by studying the library's purchasing inventory and dividing the number of new computers acquired by the number of total computers.

Output Target 3—One new literacy program targeting individuals or families of diverse background or need will be developed and sustained annually by September 2010; A total of two new islandwide literacy programs targeting individuals or families of diverse background or need will be developed and sustained by GPLS.

Goal 3, Program 4, lists the various programs that have been developed by GPLS. Many of these programs target populations with diverse backgrounds and/or special needs. For example, Toddler Storytelling targets very young children, and Manamko targets the elderly. Goal 3, Program 7, also mentions the Homebound Service, which delivers materials to the homes of the physically disabled.

Goal 3, Output Target 1, also describes the locations the Bookmobile serves. Many of these locations have been selected due to the diversity of the people who live there.

Outcome Targets

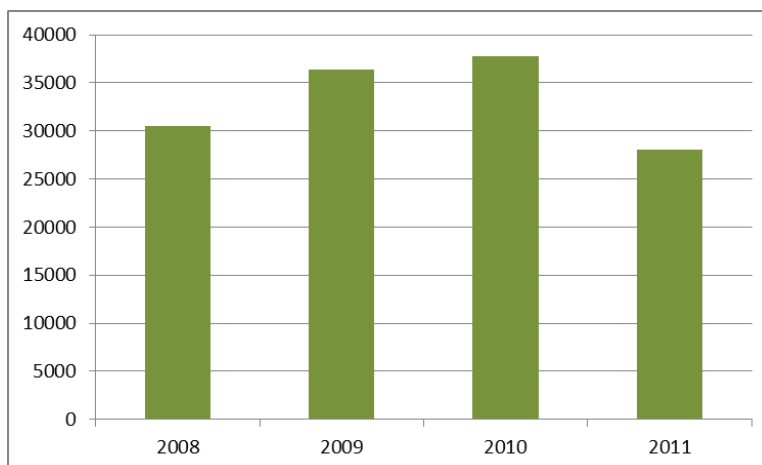
Outcome Target 1—Increase use of library facilities and materials by 25% in September 2010, and by 50% in September 2012.

The following tables and charts represent total circulation and public Internet users, and the increase in total circulation and public Internet users at all GPLS branches from 2008 to 2011.

Circulation at All GPLS Branches 2008–2011

Branch	2008	2009	2010	2011	Total
Hagåtña	17,901	17,958	23,938	22,509	82,306
Agat	2,689	2,331	994	1,675	7,689
Barrigada	2,450	5,801	1,966	1,141	11,358
Bookmobile	3,756	2,991	2,727	1,014	10,488
Dededo	772	6,151	6,597	1,570	15,090
Merizo	1,848	98	822	12	2,780
Yona	1,094	1,036	728	164	3,022
Total	30,510	36,366	37,772	28,085	132,733

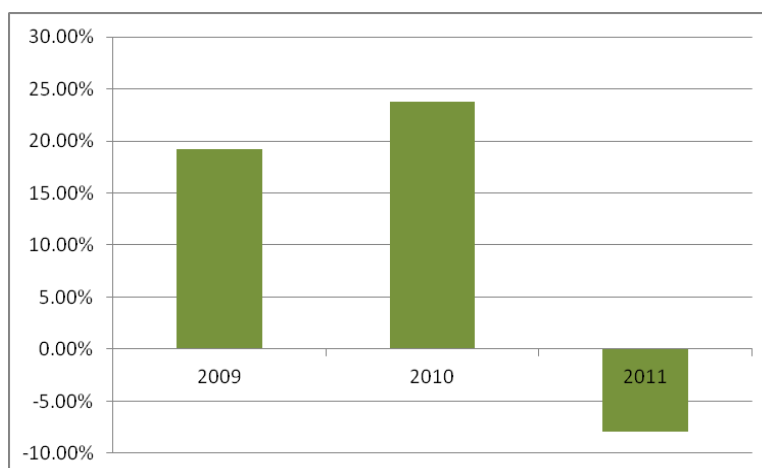
Total Circulation at All GPLS Branches 2008–2011



Increase in Circulation at All GPLS Branches (Compared to 2008) 2009–2011

Branch	2009	2010	2011
Hagåtña	0.32%	33.72%	25.74%
Agat	-13.31%	-63.03%	-37.71%
Barrigada	136.78%	-19.76%	-53.43%
Bookmobile	-20.37%	-27.40%	-73.00%
Dededo	696.76%	754.53%	103.37%
Merizo	-94.70%	-55.52%	-99.35%
Yona	-5.30%	-33.46%	-85.01%
Total	19.19%	23.80%	-7.95%

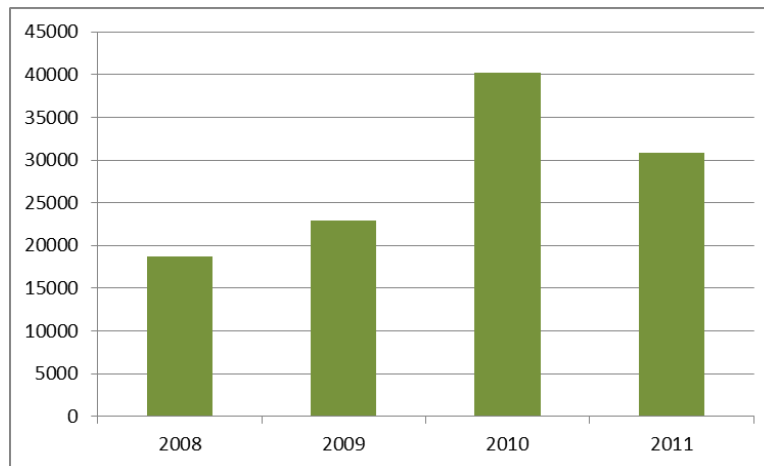
Increase in Total Circulation at All GPLS Branches (Compared to 2008) 2009–2011



Internet Users at All GPLS Branches 2008–2011

Branch	2008	2009	2010	2011	Total
Hagåtña	12,934	12,490	28,371	24,343	78,138
Agat	2,565	3,019	1,475	458	7,517
Barrigada	895	2,251	2,251	920	6,317
Dededo	614	3,170	6,346	3,560	13,690
Merizo	1,080	634	541	139	2,394
Yona	618	1,305	1,244	1,397	4,564
Total	18,706	22,869	40,228	30,817	112,620

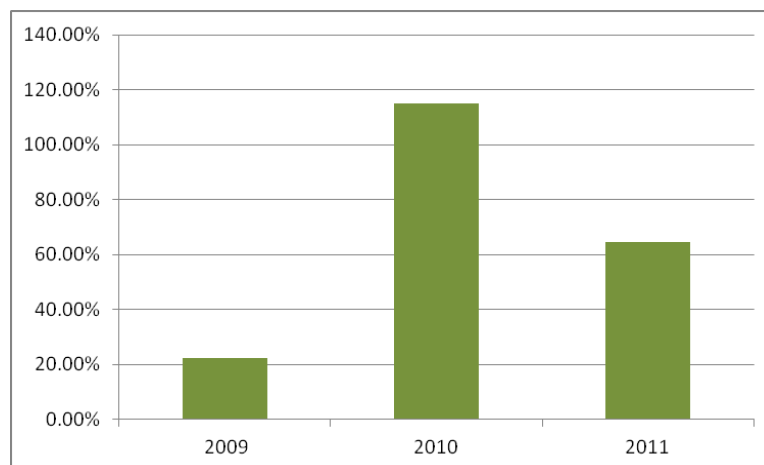
Total Internet Users at All GPLS Branches 2008–2011



Increase in Internet Users (Compared to 2008) 2009–2011

Branch	2009	2010	2011
Hagåtña	-3.43%	119.35%	88.21%
Agat	17.70%	-42.50%	-82.14%
Barrigada	151.51%	151.51%	2.79%
Dededo	416.29%	933.55%	479.80%
Merizo	-41.30%	-49.91%	-87.13%
Yona	111.17%	101.29%	126.05%
Total	22.25%	115.05%	64.74%

Increase in Total Internet Users (Compared to 2008) 2009–2011



Outcome Target 2—25% of library patrons completing a random in-library survey in March 2010, and 50% completing another survey in March 2012, will rate their satisfaction of GPLS facilities as “high” or “very high.”

Results showed that 48.1% of patrons completing an in-library survey in 2011 rated their satisfaction with library facilities as “4-Mildly Satisfied” or “5-Very Satisfied.”

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Outcome Target 3—25% of library patrons completing a random in-library survey in March 2010, and 35% completing another survey in March 2012, will rate their satisfaction of GPLS community-based literacy programs as “high” or “very high.”

The following table illustrates the percentage of patrons who completed a survey in 2011 and rated various GPLS programming as either “4-Mildly Satisfied” or “5-Very Satisfied.”

Patron Satisfaction with GPLS Programming

GPLS Program	Percentage of patrons who are “mildly” or “very satisfied”
National Library Service for the Blind	47.37%
Saturday Story Hour	46.04%
Toddler Storytelling	44.7%
Elderly Outreach	51.9%

GOAL 4

Improve reference service by providing the necessary resources, professional support, and training to GPLS library technicians on the scanning, preservation, and archival of important government and historical documents. This goal addresses *LSTA* priority #1: Expanding services for learning and access to information and educational resources in a variety of formats, in all types of libraries, for individuals of all ages.

Success of Goal 4

Programs	Did not complete	Somewhat complete	Complete
GPLS will conduct an assessment of resources, materials, training, and technology needs for the scanning, preservation, and archiving of important and historical documents. Meet with the Department of Chamorro Affairs and University of Guam for collaboration efforts. Time frame: FY2008.			X
Conduct training on scanning, preservation, and archival practices to be adopted by GPLS. Time frame: FY2008.			X
Develop a scanning, preservation, and archival management system for the preservation of important and historical documents. Time frame 2009.			X
Implement the scanning, preservation, and archival management system for important and historical documents. Time frame: 2009.			X
Implement scanning, preservation, and archival process at the main branch. Time frame: 2010–2012.			X
Output Targets			
100% of library staff will be trained on current scanning and archival practices, including electronic archiving, storage, and retrieval of historical, government, and other critical reference materials.			X
By March 2009, have a management system plan in place for the scanning and archival of historical and important documents.			X
By September 2009, materials and technology will be in place at the main library for the archiving and scanning of important and historical documents.			X
25% of historical and important documents will be archived through the new scanning and archival management system by September 2010, and 50% by September 2012.		X	

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By September 2012, 50% of existing space reserved for reference materials is freed up.	X
Outcome Targets	
Customers needing archived materials will be able to accurately retrieve information 75% of the time.	X

Programs

Program 1—GPLS will conduct an assessment of resources, materials, training, and technology needs for the scanning, preservation, and archiving of important and historical documents. Meet with the Department of Chamorro Affairs and University of Guam for collaboration efforts. Time frame: FY2008.

GPLS created an initial inventory of extant materials and technology available. Based upon that inventory, a decision was made to acquire the Alchemy Document Management System and the accompanying equipment.

GPLS is currently under the jurisdiction of the Department of Chamorro Affairs, and, as such, communicates with the Department of Chamorro Affairs frequently. A representative from the Department of Chamorro Affairs was present when a PREL evaluator visited GPLS to collect data.

The University of Guam Library's current director was the previous director of GPLS, and helped GPLS assess the need for a formal ILL system. The University of Guam also collaborates with GPLS in fulfilling informal ILL requests.

Program 2—Conduct training on scanning, preservation, and archival practices to be adopted by GPLS. Time frame: FY2008.

The Alchemy vendor trained the GPLS Computer Systems Analyst in how to use the Alchemy Document Management System. Later, the vendor trained the library technical supervisor and three library technicians.

Program 3—Develop a scanning, preservation, and archival management system for the preservation of important and historical documents. Time frame: 2009.

GPLS purchased the Alchemy System for the purpose of scanning and preserving materials. In addition, GPLS also performs annual maintenance to ensure the proper operation of Alchemy.

Program 4—Implement the scanning, preservation, and archival management system for important and historical documents. Time frame: 2009.

One library technician now works specifically in Guam Special Collections. This technician keeps a log of all materials scanned and archived. Currently archived items include original documents from Guam's legislative sessions and photographs.

Program 5—Implement scanning, preservation, and archival process at the main branch. Time frame: 2010–2012.

After completing their training, GPLS staff developed and implemented a Standard Operating Procedure (SOP) for the archiving of materials intended for Guam Special Collections. This SOP establishes a process for the scanning, preservation, and archiving of materials at GPLS.

Output Targets

Output Target 1—100% of library staff will be trained on current scanning and archival practices, including electronic archiving, storage, and retrieval of historical, government, and other critical reference materials.

After GPLS switched to the Alchemy System, all library staff were trained in how to use the new system. Moreover, all staff was trained in the new SOP that was developed in conjunction with the new scanning and archiving system.

Output Target 2—By March 2009, have a management system plan in place for the scanning and archival of historical and important documents.

The SOP that was developed manages the scanning and archiving of historical and important documents.

Output Target 3—By September 2009, materials and technology will be in place at the main library for the archiving and scanning of important and historical documents.

The Alchemy System, and accompanying technology such as scanners, are in place at the main library for the purpose of archiving and scanning important and historical documents.

Output Target 4—25% of historical and important documents will be archived through the new scanning and archival management system by September 2010, and 50% by September 2012.

The following table illustrates what percentage of historical and important documents received by GPLS have been archived.

Historical Items Received and Archived at GPLS

Items	FY2009	FY2010	FY2011
Received	218,878	219,515	220,532
Archived	2,655	2,734	3,751
Percent Archived	1.20%	1.23%	1.67%

Output Target 5—By September 2012, 50% of existing space reserved for reference materials is freed up.

GPLS is in the process of converting the reference materials from a *multiple copies configuration* to a *cross referencing configuration*. Instead of numerous copies of one document being placed in multiple locations (e.g., under multiple subject headings), one copy of the document will be kept, indexed, and then referenced as many times as needed. This configuration preserves limited space in the library.

Due to the continuous amount of reference materials that enter the library and need to be processed, thus altering how much free space exists, it is unknown just how much space has been reserved due to this new configuration.

Outcome Targets

Outcome Target 1—Customers needing archived materials will be able to accurately retrieve information 75% of the time.

Library staff have been trained in understanding the GPLS catalog system and how to search for materials. Anecdotal comments from patrons, relayed by library staff, reflect favorable service. A formal assessment has yet to be conducted into customer satisfaction with information retrieval.

DISCUSSION

MODIFICATIONS TO THE FIVE-YEAR PLAN

GPLS's decision not to develop an automated, formal ILL system represents a deviation from the original Five-Year Plan. Staff report that the intent to create an ILL system originated from the interim director of GPLS. After the interim director departed from GPLS, staff consulted with a former director of GPLS, who advised that developing an ILL system was not necessary.

DATA-BASED DECISION MAKING

Data was used in deciding not to pursue developing an ILL system. Nevertheless, the data is almost exclusively in the form of direct consultation from a former director of GPLS. Further effort could have been made to collect data from other sources.

For example, the 2011 survey distributed by GPLS contained a question pertaining to ILL. According to that survey, 45.19% of patrons who responded to the survey rated GPLS's current ILL system as either "4-Mildly Satisfactory" or "5-Very Satisfactory." Had this information been collected earlier, it would have corroborated GPLS's decision not to develop an automated, formal ILL system.

Moreover, GPLS tracks the number of informal ILL requests made using the current system. PREL's analysis of this data can be found in Goal 2, Program 1. The data show that an average of 2.07 informal ILL requests are made per month. This small volume of requests corroborates GPLS's decision to continue using the current ILL method. However, this information, like the 2011 survey information, was not consulted when GPLS decided not to develop a formal ILL system.

LIMITED AND MISLEADING OUTCOME DATA

The survey developed by GPLS was administered in 2011. Goals from the Five-Year Plan ask for survey data from 2010 and 2012. Since the survey was only administered once, data over time cannot be analyzed for any of the outcome measures in the Five-Year Plan. Not having data over time prevents GPLS from tracking the satisfaction of patrons as new services, such as the Horizon catalog, are implemented and used. It also prevents GPLS from monitoring the success of their informal ILL system, which is important given the focus it receives in the Five-Year Plan.

Furthermore, the survey that was developed by GPLS is misleading in the possible responses. A Likert Scale is utilized, with "1" representing least satisfactory and "5" representing most satisfactory. However, the value of "3" is labeled "satisfactory," "4" is "mildly satisfactory," and "5" is "very satisfactory." The wording of the values might have potentially confused respondents, and affected the validity of the survey results.

REPETITIVE GOALS

Some goals set by GPLS repeated each other. The following table lists some goals from the Five-Year Plan that repeat each other.

Repetitive Goals in the GPLS Five-Year Plan

Similar Goal	Similar Goal
Goal 3, Program 2—Implement one community-based literacy program targeting the special population.	Goal 3, Program 4—Develop and implement two new community-based literacy programs targeting the special population.
Goal 3, Program 3—Publicize the literacy programs to increase awareness and participation of the special population targeted by the community-based literacy program.	Goal 3, Program 5—Publicize the literacy programs to increase awareness and participation of the special population targeted by the two new community-based literacy programs.
Goal 4, Program 4—Implement the scanning, preservation,	Goal 4, Program 5—Implement scanning, preservation, and

and archival management system for important and historical documents.	archival process at the main branch.
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The examples from Goal 3 are all concerned with developing literacy programs that target special populations. The only perceivable difference is that one goal wishes to develop one program, while another wishes to develop two. Follow-up goals then suggest that the developed programs be publicized. The examples from Goal 4 focus on implementing GPLS's new SOP for archiving materials. Goal 4, Program 4, stipulates that it be implemented, while Goal 4, Program 5, stipulates that it be implemented at the library in Hagåtña.

While repetition does not prevent either goal from being achieved, it can be confusing when implementing the goals, and often duplicates staff effort. Additionally, both goals will require evaluation, consuming more staff time, evaluator time, and ultimately increasing expenses.

RECOMMENDATIONS

Based upon the evaluation conducted, PREL has developed the following recommendations for GPLS.

EVALUATE THE NECESSITY OF DEVELOPING AN ILL SYSTEM

The emphasis given to developing an automated, formal ILL system in the Five-Year Plan necessitates that a comprehensive study be conducted. It seems that the initial decision to develop an ILL system was not based upon data, and that the consequent decision not to pursue development was only based upon limited data.

Data collected and analyzed for the purpose of this evaluation corroborates GPLS's decision not to develop an ILL system. However, even this data is limited in scope. Specifically, only one question on the 2011 survey distributed by GPLS addressed the ILL system.

Because informal ILL requests are recorded, interviews with users of the informal ILL system can be conducted to better ascertain client satisfaction with the system. A small survey can also be distributed at random to library patrons to ask if they are aware that an informal ILL system currently operates, and, if not, whether they would use such a system after becoming aware. It is possible that more patrons would use ILL if they knew of its existence, and that this added volume would necessitate an automated ILL system. A more in-depth study such as this would reveal definitively if an ILL system needs to be developed immediately, in the future, or not at all.

COLLECT PRECISE OUTCOME DATA MORE FREQUENTLY

Outcome data was collected by GPLS, but at infrequent intervals. A potentially misleading survey was distributed in 2011, but very little other outcome data was gathered. The confusion regarding the label "mildly satisfying" can be easily corrected by either eliminating the option or modifying the wording to more accurately reflect the intended degree of satisfaction.

The surveys themselves should be distributed more frequently so GPLS can learn about patron satisfaction over time, especially concerning newly developed services. Of particular interest is collecting outcome data from diverse patrons, since that is a strong focus of the Five-Year Plan. The 2011 survey asks for gender and age, but perhaps a new survey can be developed that also collects data about ethnicity, place of birth, and language spoken at home. These demographic questions would allow GPLS to separate survey responses from diverse patrons in the analysis process.

Items can also be added to the survey that address those services that might be used more frequently by diverse patrons. The 2011 survey contained items about services to the disabled and

elderly. A new survey might also include items about foreign language materials, culturally relevant materials, among others.

USE EXTANT DATA TO INFORM THE NEW FIVE-YEAR PLAN

The comprehensiveness of GPLS's data collection suggests that data-based decision making could have been much more widespread. Using its data to inform the new Five-Year Plan would establish a favorable future precedent at GPLS for using data to make decisions.

Specifically, it appears that circulation and Internet usage both decreased in 2011, after increasing in 2010 and 2009. In the case of circulation, 2011 figures were even lower than 2008 figures. GPLS can use this data as an impetus to develop an instrument to collect outcome data (see second recommendation) to determine why patron usage of these two services is diminishing. Possible explanations could be increasing patron laptop use, leading to a decrease of using GPLS Internet workstations. More patrons might also be accessing information online, leading to a decrease in circulation.

After this information has been collected and analyzed, GPLS can use the results to inform goal setting for these two activities in the next Five-Year Plan. Perhaps more space for laptops needs to be created, or resources diverted from receiving physical materials to acquiring more electronic materials.

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Bureau of Statistics and Plans. (2005). *2004 Guam statistical yearbook*.

GTA Teleguam. (2012). Retrieved February 17, 2012, from <http://www.gta.net/residential/spyder-internet/dsl/overview>

APPENDICES

APPENDIX A. LIST OF ACRONYMS

- PREL–Pacific Resources for Education and Learning
- GPLS–Guam Public Library System
- *LSTA–Library Service Technology Act*
- ILL–Interlibrary Loan
- SOP–Standard Operating Procedure

APPENDIX B. LIST OF PEOPLE INTERVIEWED

- Administrative Officer
- Library Technician Supervisor
- Program Coordinator I
- Administrative Assistant
- Secretary I

APPENDIX C. BIBLIOGRAPHY OF ALL DOCUMENTS REVIEWED

Guam Public Library System. (2012). *2011 survey results*. Unpublished internal document.

Guam Public Library System. (2012). *Circulation records*. Unpublished internal document.

Guam Public Library System. (2012). *Internet usage records*. Unpublished internal document.

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Guam Public Library System. (2012). *Inventory of equipment purchases*. Unpublished internal document.

Guam Public Library System. (2012). *List of ILL requests*. Unpublished internal document.

Guam Public Library System. (2012). *List of Bookmobile locations*. Unpublished internal document.

APPENDIX D. 2011 GPLS 2011 PATRON SURVEY

1. Please mark the library branch you frequent the most.						
Hagatna (Main)	Agat	Barrigada	Dededo	Merizo	Yona	Bookmobile
Comments:						
2. Please provide information for the person completing the survey.						
Female	Male	Child (up to age 12)	Teen (13-19)	Adult (20-54)	Senior (55+)	
Comments:						
3. Please rate your satisfaction with each of the following services						
<i>Service</i>	1-Very Dissatisfied	2-Dissatisfied	3-Satisfied	4-Mildy Satisfied	5-Very Satisfied	6-No Knowledge
Collection (Books, Magazines, Audios, DVDs, CDs, etc.)						
Customer Service						
Hours of Operation						
Computer Workstation						
On-line catalog (Horizon)						
Interlibrary Loan – ILL (On-island)						
National Library Service for the Blind, etc. (NHL)						
Young Adults						
Saturday Story Hour						
Toddler Storytelling						
Computer Workshop (Elderly/Student)						
Elderly Outreach						
Comments:						

4. When you visit the library what did you think of the change in appearance with new furniture?					
1-Very Dissatisfied	2-Dissatisfied	3-Satisfied	4-Mildy Satisfied	5-Very Satisfied	6-No Knowledge
Comments:					

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5. How would you rate our existing facilities (<i>buildings</i>)?					
1-Very Dissatisfied	2-Dissatisfied	3-Satisfied 3	4-Mildy Satisfied	5-Very Satisfied	6-No Knowledge
Comments:					
6. How satisfied are you with the time in retrieving a Reference request.					
1-Very Dissatisfied 2	2-Dissatisfied	3-Satisfied 1	4-Mildy Satisfied	5-Very Satisfied	6-No Knowledge
Comments:					
In the space below (or separate piece of paper), please give any other comments you care to make about the library.					