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This study examines the problem patron policy statements of twenty large and twenty small public libraries in order to find any commonalities and differences between policy content. Forty public libraries were selected based on legal service population and a content analysis was conducted on the patron conduct policies that were discovered. The researcher theorized that larger, urban library systems would have more anti-homeless policies and this theory was partially supported by the data. A significant finding of this study is the relative lack of correlation between library service population size and quantity and content of patron behavior policies.

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Problem Patron Policies in Public Libraries: A Content Analysis

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Introduction

Problem patrons can make their presence known in any library, but the eclectic clientele of a public library truly brings the problem patron to the forefront. To illustrate this point, I would like to provide a few true stories about problem patrons. Working at the circulation desk in a public library involves handling overdue fines. If a fine is on a record for a certain amount of time, it must be paid in full before a patron can check out any items. I tried to explain this to a man who wanted to check out a stack of children's materials, but had an excessively high, unpaid fine. Rather than pay the fine, the man merely picked up the stack of books and started toward the exit. I called out to the man, telling him that he hadn't checked anything out, but my protestations fell on deaf ears. It took a warrant and police officers to finally retrieve those books.

On a separate occasion, I had to deal with a belligerent patron. She was using a computer without making the proper reservation, and when I diplomatically informed her of this, she exploded with rage, telling me that she didn't like my attitude. Later that day, she yelled at several of the circulation staff when they couldn't find the children's books in the back room that she wanted. The only way to defuse the situation was to threaten police action.

These anecdotes help to illustrate two types of problem patron behaviors: a general behavior issue and a problem with belligerence. Leaving the library without properly checking out materials is against the rules, but since it can be done accidentally and without malice, I consider it to be a general, and not belligerent/illegal behavior problem. Harassing staff is contentious behavior bordering on illegality, depending on the extent of the harassment.

When I consulted our library policies on the county web site, I couldn't find any patron behavior or conduct pages that outlined unacceptable behavior, nor could I find

any consequences for offensive patrons. Granted, our library never had too many problems with patrons, but I was surprised that no policy was available to inform patrons of improper conduct.

Policies are created for several reasons, some of which are preventative in nature. Other policies may occur as a response to a particular event. For example, a public library may have a conduct policy which states that patrons can't bring weapons into a library. Perhaps no one has ever brought a weapon into this particular library, but this listed policy is preventatively created as a deterrent to potential weapons bearers. Conversely, a policy against leaving unattended children in the library may have been created out of a response to several children found left alone in the library at closing time.

The purpose of this study is to examine the content of patron conduct policies from a variety of public libraries to make note of commonalities, differences, and enforcement mechanisms.

Background

The decision was made to examine the policies of twenty large public libraries and twenty small public libraries. For the purpose of this study, the researcher created definitions of "large" and "small" public libraries. A "large" public library is defined as one that serves a community of 300,000 people or more. A "small" public library is defined as one that serves a community of 80,000 people or less. I used the National Center for Education Statistics to find the libraries. The NCES defines the "legal service population" as "the number of people in the geographic area for which the public library has been established to offer services and from which (or on behalf of which) the library derives revenue, plus any areas served under contract for which the library is the primary service provider." In other words, the library's service population is comprised of the people whose taxes fund the library as well as any nearby environs from which patrons

come. These population figures come from the State Data Center and the available figures from 2002.

After finding lists of libraries from each section (300,000 or more and 80,000 or less), the researcher went to various public library websites in search of patron conduct policies. If no policy was found, the next library on the list was selected. So as not to get many libraries in the same geographic area, I would find a library in one state and move to the next state in alphabetical order. Therefore, the forty public libraries which were chosen are geographically diverse.

Geographic diversity is important in this study because it represents the similarities and disparities between densely and sparsely populated areas from around the United States. The following is a list of the “large” libraries with 2002 legal service population figures in parentheses: Charleston, South Carolina (312,007); Omaha, Nebraska (425,386); Pittsburgh, Pennsylvania (458,597); Albuquerque, New Mexico (556,678); Cleveland, Ohio (556,806); Seattle, Washington (570,800); Boston, Massachusetts (589,141); Milwaukee, Wisconsin (596,671); Austin, Texas (656,562); Portland, Oregon (666,350); Charlotte, North Carolina (713,780); Tucson, Arizona (816,400); Detroit, Michigan (951,270); Las Vegas, Nevada (1,150,279); Honolulu, Hawaii (1,227,024); San Diego, California (1,255,700); Miami, Florida (1,939,755); Chicago, Illinois (2,896,016); New York City, New York (3,313,573); Los Angeles, California (3,807,400).

The following “small” libraries were located in: Dover, Delaware (41,693); Chapel Hill, North Carolina (52,440); Chicopee, Massachusetts (54,653); DeKalb, Alabama (55,436); Niagara Falls, New York (55,593); Ames, Iowa (56,115); Abington, Pennsylvania (58,680); Des Plaines, Illinois (58,720); Nacogdoches, Texas (59,203); Williamsburg, Virginia (60,100); Palo Alto, California (60,500); Tigard, Oregon (60,676); Chippewa River, Michigan (60,979); Nassau, Florida (61,094); Texarkana, Arkansas (61,230); Roswell, New Mexico (61,382); Carmel Clay, Illinois (64,709);

North Olympic, Washington (64,900); Sheboygan, Wisconsin (70,132); Iowa City, Iowa (79,863).

Literature Review

Much has been written about problem patrons, including case studies (Shuman 2002) and library security overviews (Cravey), but not much material has been penned concerning problem patron policies specifically. The constitutionality of specific problem patron policies has been questioned in the case of “Kreimer v. Bureau of Police, Morristown, N.J.”. Richard Kreimer was a homeless man who, when expelled from the Morristown Public Library for being malodorous, sued due to an alleged infringement of his First Amendment rights. A federal district court sided with Kreimer, ruling that the library had unconstitutionally denied him access to materials. However, a federal appeals court overturned that decision, holding that the only constitutional rights that must be protected are those regarding “traditional” library behaviors such as reading and studying. Therefore, smelling so badly that other patrons are highly offended is an acceptable policy (Comstock-Gay). As Stuart Comstock-Gay wrote, a library serves its users well by “establishing clear conduct rules and by letting everyone know what behavior is acceptable ... and what behavior is unacceptable.” The Kreimer decision has probably led to many libraries creating hygiene-related policies and other policies that are constitutionally sound as well as acceptable to the community at large.

In “On the Frontlines”, Charles and Jeffrey Salter advocate that all libraries have conduct policies, created by boards of supervisors or trustees, and that such policies should be posted in public view. The authors also explain that many public libraries eschew the posting of policies, because it could create a hostile and distrustful environment for patrons. However, this book was written in 1988, an age in which most

libraries lacked access to the World Wide Web, Online Public Access Catalogs and library web pages.

Anne Turner wrote that “making rules and policies in advance allows one to consider the situation, whatever it is, objectively, and outside the context of the particular perpetrators of the moment.” (12 Turner) In other words, having a written policy before an incident occurs allows staff to formulate standard operating procedures that won’t leave staff puzzling over solutions to problem situations. Turner also notes that problems arise in “balancing the needs of the larger group (either patrons or staff) with those of individual users” (15 Turner) when formulating a patron behavior policy.

Bruce Shuman divides problem patrons into two classes. “Class 1 Problem Patrons” are considered to be nuisances who exhibit non-threatening behaviors. Among this class are: beggars, people who bring in non-service animals, malodorous people, and unattended latchkey children. While the researcher does agree with these particular choices as falling into the “Class 1” category of patrons, Shuman also considers “mutilators and defacers of library property”, “thieves and pickpockets” and graffiti artists to be members of this class. The research believes these people do exhibit a threatening and illegal behavior, as vandalism of items as well as the physical building and thievery create an unwelcome and threatening environment that discourages library use by law-abiding patrons. Shuman’s “Class 2 Problem Patrons” are those who pose safety and security threats to staff and other library patrons. Members of “Class 2” include weapons carriers, sexual predators, and drug dealers/users (80 Shuman). These choices are acceptable, but overall, the researcher does not agree with the problem patron paradigm that Shuman has created. Because of this, the researcher has created three categories of problem behaviors: general behaviors, belligerent/illegal behaviors, and personal appearance problems. These categories will be explored further at a later point. Kramer does make a valid point in noting that public libraries may create laundry list

policies, but few define what terms mean such as “disruption” or “interference”, which could leave a library unprepared in the event of a legal challenge to policy (104 Shuman).

Nicolle Steffan advocates the preventative measure of posting clearly stated policies conspicuously, as “seeing it in writing will help the patron recognize the validity of the policy and give the librarian credibility.” Steffan goes on to say that “policies should be fair and understandable as well as flexible and responsive to public needs” without interfering “with the library’s services and should apply to behavior, not people.”

As far as specific policies are concerned, the 1988 National Survey of Latchkey Children in Public Libraries sent a questionnaire to a random sample of 125 of the 425 public library systems listed in the directory, “Coordinators of Children’s and Young Adult Services in Public Library Systems Serving at Least 100,000 People”. Fifty-nine of the surveyed libraries did not even have policies or procedures for latchkey children and most of the libraries with policies said that they wrote their policies “after experiencing a problem” and very few created policies “before experiencing a problem”, “after reviewing policies and procedures of other libraries”, “after discussing the topic with persons from other community agencies,” or “after a library committee/task force met to gather facts or make recommendations.” As far as the actual content of these policies was concerned, most of the policy statements included wording to the general effect that “parents or guardians are responsible for the behavior of their child while in the library” and that “children under a specific age should not be left unattended in the library.” (86 Dowd) Even though this study was seventeen years ago, the results are highly indicative of the thought process that backs policy creation and the general policy wordings are the same today, and this study found some form of the “unattended children” policy in over 75% of the examined policy statements.

Methodology

This study is a content analysis of problem patron policy statements from forty different public library systems. As has been mentioned, twenty large and twenty small public libraries were selected to be analyzed. Rather than have a list of policies to check for, a new category was created for each new policy encountered. For example, the first a “no eating” policy was found, a “no eating” category was created and for every subsequent policy with some form of a “no eating” policy, a tick mark was made by the “no eating” category.

Forty libraries were selected based on legal service population. Twenty large and twenty small public libraries were chosen based on this criterion. After viewing each of the forty patron conduct policies, it was decided to group the policies into three distinct areas: *personal*, *general behavior*, and *belligerence/illegality*. *Personal*-related policies concern the physical appearance and personal hygiene of individuals. The personal policies fell into five categories: poor hygiene, shoes/shirts requirement, must wear pants, inappropriately unbuttoned garments, and wet clothing.

General behavior policies concern what patrons bring to libraries and actions which are not illegal and not necessarily done with malice or forethought. For instance, removing an item without properly checking it out could happen to an absent-minded individual who receives an emergency call and unknowingly walks away with an item. Likewise, a kleptomaniac may remove an item after considerable forethought. The twenty-seven general behavior policies are:

- adults without children using the children’s area
- animals that are not service animals
- wheeled apparati in the library (such as bicycles and skateboards) that are not for disabled patrons
- blocking the entry/exit/aisles

- bringing bedrolls and/or large personal belongings
- bringing in garbage
- campaigning
- cardplaying
- cell phone use (in undesignated areas)
- distributing/posting literature without library approval
- drinking unapproved liquids and/or in unapproved containers
- eating in unauthorized areas
- excessive noise
- placing of the feet on tables/chairs
- improper bathroom use (ie. for bathing, clothes washing)
- moving library furniture
- parking on library premises without using the library
- staff phone usage
- removing items without checkout
- running
- selling
- sleeping
- smoking
- soliciting
- talking loudly
- unattended/unsupervised children
- unattended personal belongings.

The final policy category, *belligerence/illegality*, deal with aggressive and illegal patron behaviors. These twenty-four behaviors are:

- being in the library during non-service hours
- being in unauthorized areas

- making bomb threats
- child abuse
- copyright infringement
- criminal/civil code violations
- possessing or being under the influence of drugs and alcohol
- fighting
- gambling
- harassment
- indecent exposure
- installing corrupt software
- littering
- loitering
- displaying obscene text or graphics
- using obscenities
- panhandling
- refusing to leave the library when asked by staff
- sex acts
- theft
- voyeurism and peeping
- vandalism
- weapons possession (when not a law enforcement agent).

The large public library data were gathered separately from the small public library data. It was assumed that the larger libraries would have more problem patron policies. The researcher analyzed these policies before the small libraries' policies. This allowed for a fairly fleshed-out template to work with when going through the small library policies. While this process in no way indicates that the fifty-six policies are all-

inclusive, it is believed that they represent most of the policy options used by public libraries.

Analysis

The content analysis results were separated according to library size and then combined to create a list of forty public libraries. The most frequently occurring policies among the twenty large public libraries are listed in the following table (Table 1):

Table 1: Most frequently occurring policies from 20 Large Libraries

Policy Type	Policy Name	No. of Libraries (out of 20)
General	Eating	20
General	Smoking	19
General	Animals	18
General	Sleeping	18
General	Soliciting	18
Belligerence	Vandalism	18
General	Drinking (in unapproved container or area)	17
General	Unattended Children	17
Personal	Shoes and Shirt	16
General	Excessive Noise	15
General	Improper Bathroom Use	15

As one can see in Table 1, the only policy to be adopted across the board was a “no eating” policy. Most of the frequently occurring policies of the larger public libraries were of a *general* nature, with only one *personal* and one *belligerence*-related policy. The complete list of policies broken down by each of the large public libraries can be found in Appendix C.

Moving on to the smaller libraries, the following table shows the most frequently occurring policies that were discovered:

Table 2: Most frequently occurring policies from 20 Small Libraries

Policy Type	Policy Name	No. of Libraries (out of 20)
General	Drinking (in unapproved container or area)	16
General	Animals	15
General	Soliciting	15
Belligerence	Harassment	15
General	Eating	14
General	Smoking	14
General	Unattended Children	14
General	Excessive Noise	13
Belligerence	Vandalism	13
Personal	Shoes and Shirt	10
General	Talking Loudly	10

Unlike the twenty large public libraries, there were no unanimous policies to be found among the twenty small libraries' policy statements which were examined.

However, there was one less general behavior policy and one more belligerence policy than in Table 1. The complete list of policies broken down by each of the small public libraries can be found in Appendix D.

Finally, the ten most frequently occurring policies from the forty libraries which were examined:

Table 3: Most frequently occurring policies from 40 Public Libraries

Policy Type	Policy Name	No. of Libraries (out of 40)
General	Eating	34
General	Drinking	33
General	Smoking	33
General	Soliciting	33
General	Unattended Children	31
Belligerence	Vandalism	31
Belligerence	Harassment	29
General	Excessive Noise	28
Personal	Shoes and Shirt	26
General	Sleeping	25

Like the smaller libraries list, the most frequent policies overall are made up of seven general behavior policies, two belligerence policies and one personal policy. The complete list of policies broken down by each type of library can be found in Appendix E.

Another way to analyze the results is by the largest number of policies that were found in a single public library system. The six large libraries with the most policies overall were: Seattle (29), Boston (28), Charlotte (28), Tucson (28), Albuquerque (26), and Detroit (26). The five small libraries with the most policies were: Nacogdoches (31), Niagara Falls (26), Chapel Hill (24), Chippewa River (22), and DeKalb (22).

Discussion

The researcher was rather surprised by these findings. It was thought that the larger public libraries that serve relatively urban populations would have more policies dealing with homelessness and the criminal element in the library. Homeless-centric policies were few in number within the twenty large public libraries. Although anyone is susceptible to poor hygiene, policies dealing with hygiene can be interpreted as anti-homeless measures meant to discourage the presence of homeless persons in the public library. The researcher expected to find a majority of poor hygiene policies for the larger, more urban libraries. However, only eleven of the twenty large public libraries had policies regarding poor hygiene. Homeless people, who usually have no place to leave their possessions, can carry all of their possessions with them at all times. Therefore, libraries that want to limit the presence of homeless people within their walls would be expected to have policies limiting the amount and size of baggage that a person can bring into the library. Yet less than half (9/20) of the large libraries had prohibitions on bringing large bedrolls and large containers filled with personal belongings. The researcher's theory that larger libraries would have more homeless-centric policies seems

to hold true in two areas: sleeping and the improper use of restroom facilities. Logically, libraries are warm in the winter and cool in the summer and the homeless seek refuge in the comfort of a climate controlled library. Eighteen of twenty large libraries had anti-sleeping policies as opposed to seven out of twenty small libraries. As the homeless usually have no facilities to wash themselves, or their personal belongings, bathrooms can be used for these purposes. Fifteen of the twenty large libraries prohibit the improper use of restroom facilities, while only five out of twenty small libraries have such a policy.

In no way is the researcher passing judgment on homelessness. However, data show that homelessness is most prevalent in large, urban cities. The U.S. Census Bureau provides the population of homeless people by metropolitan areas with 100 or more homeless people. Each of the large cities within the researcher's study can be found on this list and the figures range from 230 (Charleston, S.C.) to 35,691 homeless people (New York, N.Y.). Only one small city from the researcher's study was listed, which barely met the criteria with 131 homeless people (Dover, DE). Thus, homelessness can be found in smaller areas, but are not as visible as in an urban sprawl.

It was also rather surprising to find that general behavior policies were more common than belligerent/illegal behavior policies within all of the libraries combined. However, many belligerent behaviors are illegal and therefore do not need to be enumerated. Likewise, the general behavior policies mostly deal with issues that are not necessarily illegal in the outside world, but are frowned upon within the confines of the library setting. Examples of these types of policies are eating and drinking, two behaviors that are perfectly acceptable in the outside world, but are limited or banned in public libraries that do not wish to have damaged materials and computer keyboards due to spills.

There were some similarities between the types and quantities of policy statements between the large and small public libraries. Several areas where the same number of policies existed between the two types of libraries were: adults using the

children's area without children, campaigning, selling, being in unauthorized areas, and installing damaging software on computers. Relatively close figures were found between each of the libraries in these areas as well: cell phone use, drinking, eating, excessive noise, unattended children, and harassment. Many of these behaviors seem ubiquitous, as the policies could equally be applied to large or small public libraries. Overall, the most surprising thing about problem patron policies is the sheer amount of policy types. Fifty-six different policy types were uncovered in this study. However, it may be readily assumed that more types of policies exist.

Conclusions

The policies listed in this study can provide a template for new library systems that can use the 56 options to select which policies they think are appropriate for their area. There is much room for further study. More library systems, large and small, could be studied and those without online policies could be asked, over the phone or by mail, to provide their problem patron policies. Also, a more sociological, demographics-based study could be done that analyzes why certain libraries resort to creating certain policies. Another interesting study could involve examining all of the problem patron policies of every library in a particular state or region.

This study is not completely without problems. The classification scheme is quite subjective, as some policies that were considered to be "general" may in fact be more suited to the "belligerent/illegal" area and vice versa. Also, enforcement issues of policies were not examined. This is mainly because there simply were not many policy enforcement mechanisms to be found on the Internet. Also, interviews with library officials, regarding the rationale of certain policies, would be a logical extension of this study.

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Appendix A: Policy Websites of Large Public Library Systems

Albuquerque/Bernalillo County Library System -

<http://www.cabq.gov/library/policies/index.html>

Austin Public Library - <http://www.ci.austin.tx.us/library/policies.htm>

Boston Public Library - <http://www.bpl.org/general/policies/acceptableuse.htm>

Carnegie Library of Pittsburgh - <http://www.clpgh.org/about/policies.html>

Charleston County Public Library -

<http://www.cpl.org/content.asp?id=15123&action=detail&catID=5381&parentID=5368>

Chicago Public Library - <http://www.chipublib.org/003cpl/guidelines.html>

Cleveland Public Library - <http://www.cpl.org/Locations.asp?FormMode=Patrons>

Detroit Public Library - http://www.detroit.lib.mi.us/About_DPL/Library_Environment.htm

Hawaii State Public Library System - <http://www.librarieshawaii.org/information/policies.htm>

Las Vegas/Clark County Library District -

http://www.lvccld.org/about/publications/policies/rules_of_conduct.htm

Los Angeles Public Library - <http://www.lapl.org/about/rulesofconduct.html>

Miami-Dade Public Library System - <http://www.mdpls.org/info/policies/rules.asp>

Milwaukee Public Library - http://www.mpl.org/File/library_conduct.htm

Multnomah County Library (Portland, OR) - <http://www..multcolib.org/about/pol-use.html>

New York Public Library - <http://www.nypl.org/legal/rules.cfm>

Omaha Public Library - <http://www.omahapubliclibrary.org/aboutus/policies/conduct.html>

Public Library of Charlotte & Mecklenburg County -

<http://www.plcmc.org/aboutUs/policiesConduct.htm>

San Diego Public Library - http://www.sandiego.gov/public-library/pdf/rulescond14_1nov04.pdf

Seattle Public Library - http://www.spl.org/default.asp?pageID=about_policies_conduct

Tucson-Pima Public Library - <http://www.lib.ci.tucson.az.us/behavior.htm>

Appendix B: Policy Websites of Small Public Library Systems

Abington Township Public Library (PA) - <http://abg.mclinc.org/PolicyPatron.htm>

Ames Public Library (IA) - <http://www.ames.lib.ia.us/policy/4-conduct.htm>

Carmel Clay Public Library (IN) - <http://www.carmel.lib.in.us/info/conduct.htm>

Chapel Hill Public Library (NC) - <http://townhall.townofchapelhill.org/library/policies/behavior.htm>

Chicopee Public Library (MA) -

<http://www.chicopeepubliclibrary.org/library%20policies.htm#Patron%20Behavior%20Policy>

Chippewa River District Library (MI) -

<http://www.youseemore.com/chippewa/about.asp?p=131>

DeKalb County Public Library (GA) - <http://www.dekalb.public.lib.ga.us/about/policies.htm>

Des Plaines Public Library (IL) - <http://www.desplaines.lib.il.us/library/RulesConduct.html>

Dover Public Library (DE) -

<http://www.cityofdover.com/media/library/general-Library-Policies.htm>

Iowa City Public Library (IA) - <http://www.icpl.org/library/policy-conduct.php>

Mead Public Library (Sheboygan, WI) - <http://www.sheboygan.lib.wi.us/pages/conductcode.html>

Nacogdoches Public Library (TX) - <http://npl.sfasu.edu/behavior.htm>

Nassau County Public Library (FL) - <http://sirsi.nassau.lib.fl.us/policy.asp#code>

Niagara Falls Public Library (NY) - <http://www.niagarafallspublclib.org/conduct.htm>

North Olympic Library System (WA) - <http://www.nols.org/admin/policy/rights.htm>

Palo Alto City Library (CA) - <http://www.city.palo-alto.ca.us/library/help/policies.html>

Roswell Public Library (NM) - <http://www.roswellpubliclibrary.org/ServPol/Rules.htm>

Texarkana Public Library (AR) -

<http://www.txar-publib.org/TEXARKANA%20PUBLIC%20LIBRARY.htm#Rules>

Tigard Public Library (OR) - http://www.ci.tigard.or.us/library/using/use_guidelines.asp

Williamsburg Regional Library (VA) - <http://www.wrl.org/info/policies/rules.html>

Appendix C: Large Library Problem Patron Policies

Policy	Albuquerque	Austin	Boston	Charleston	Charlotte
adults using children's area					x
animals (except service dogs)	x	x	x	x	x
being in library during non-service hours	x		x	x	
being in unauthorized areas		x	x	x	
bicycles (or other wheeled vehicles) in library	x		x		
blocking entry/exit/aisle	x		x		
bomb threats		x			
bringing in garbage			x		
bringing in bedrolls and/or large personal belongings		x			x
campaigning				x	
cell phone use	x	x	x		x
child abuse		x			
criminal/civil code violations	x		x	x	x
distributing/posting lit. w/o library approval	x			x	x
drinking	x	x	x	x	x
eating	x	x	x	x	x
excessive noises	x	x	x	x	x
fighting		x	x		x
gambling			x		
harassment	x	x	x		
improper use of restrooms	x	x	x	x	x
indecent exposure		x	x		
infringing on valid copyright protection					

Policy	Albuquerque	Austin	Boston	Charleston	Charlotte
littering			x		
loading damaging software on library computers					
loitering					
moving furniture					x
must wear pants		x			
must wear shoes/shirt	x	x	x	x	x
obscene language					
obscene text/graphics					
panhandling	x	x			
parking on library premises w/o library usage					
placing feet on tables or chairs				x	x
playing cards					x
poor hygiene	x		x		
possessing drugs/alcohol	x		x		x
public disturbance					
refusing to leave library when asked by staff		x			
removing items without checkout	x	x		x	x
running				x	
selling	x			x	x
sexual acts					
sleeping	x	x	x	x	x
smoking	x	x	x	x	x
soliciting	x	x	x	x	x
talking loudly	x				
theft				x	x

Policy	Albuquerque	Austin	Boston	Charleston	Charlotte
unattended children	x	x	x		x
unattended packages, bags, or personal belongings		x			
under influence of drugs/alcohol	x	x	x		x
using phones too long					x
using telephone				x	
vandalism	x	x		x	x
voyeurism and peeping		x	x		
weapons	x	x	x	x	x
wearing unbuttoned shirts, dresses, or pants		x			x
wet clothing		x			

Policy	Chicago	Cleveland	Detroit	Hawaii	Las Vegas
adults using children's area					
animals (except service dogs)	x	x	x	x	x
being in library during non-service hours					
being in unauthorized areas					
bicycles (or other wheeled vehicles) in library		x		x	
blocking entry/exit/aisle					
bomb threats					
bringing in garbage					
bringing in bedrolls and/or large personal belongings	x	x	x		x
campaigning			x		
cell phone use			x		
child abuse					
criminal/civil code violations	x				
distributing/posting lit. w/o library approval	x				
drinking	x	x	x	x	x
eating	x	x	x	x	x
excessive noises	x	x	x	x	
fighting			x	x	
gambling			x		
harassment	x		x		
improper use of restrooms	x		x		
indecent exposure			x		
infringing on valid copyright protection					
littering		x			
loading damaging software on library computers			x		

Policy	Chicago	Cleveland	Detroit	Hawaii	Las Vegas
loitering	x		x		
moving furniture					
must wear pants					
must wear shoes/shirt	x	x	x		x
obscene language			x		
obscene text/graphics			x	x	
panhandling	x				
parking on library premises w/o library usage					
placing feet on tables or chairs					
playing cards					
poor hygiene	x		x	x	x
possessing drugs/alcohol					
public disturbance			x		
refusing to leave library when asked by staff					
removing items w/o checkout	x		x	x	
running					
selling	x		x		x
sexual acts					
sleeping	x	x	x		x
smoking	x	x	x	x	x
soliciting	x	x	x		x
talking loudly	x				
theft		x			x
unattended children	x	x	x	x	x
unattended packages, bags, or personal belongings				x	

Policy	Chicago	Cleveland	Detroit	Hawaii	Las Vegas
under influence of drugs/alcohol		x		x	
using phones too long					
using telephone					
vandalism	x	x	x	x	x
voyeurism and peeping					
weapons		x	x		
wearing unbuttoned shirts, dresses, or pants					
wet clothing					

Policy	Los Angeles	Miami-Dade	Milwaukee	New York	Omaha
adults using children's area					
animals (except service dogs)	x	x		x	x
being in library during non-service hours					
being in unauthorized areas			x	x	
bicycles (or other wheeled vehicles) in library	x	x	x	x	
blocking entry/exit/aisle					
bomb threats					
bringing in garbage					
bringing in bedrolls and/or large personal belongings					
campaigning					
cell phone use	x		x		x
child abuse					
criminal/civil code violations	x	x			
distributing/posting lit. w/o library approval					
drinking	x	x		x	
eating	x	x	x	x	x
excessive noises	x	x			
fighting					
gambling				x	
harassment	x	x		x	x
improper use of restrooms	x	x			x
indecent exposure	x				
infringing on valid copyright protection		x			
littering					

Policy	Los Angeles	Miami-Dade	Milwaukee	New York	Omaha
loading damaging software on library computers	x				
loitering		x	x	x	
moving furniture					
must wear pants					
must wear shoes/shirt		x		x	x
obscene language	x	x		x	x
obscene text/graphics					
panhandling					x
parking on library premises w/o library usage					
placing feet on tables or chairs		x			
playing cards				x	
poor hygiene		x		x	
possessing drugs/alcohol				x	
public disturbance					
refusing to leave library when asked by staff					
removing items w/o checkout		x		x	x
running					
selling	x				
sexual acts				x	
sleeping	x	x		x	x
smoking	x	x		x	x
soliciting	x	x		x	x
talking loudly					
theft			x		
unattended children	x	x			x

Policy	Los Angeles	Miami-Dade	Milwaukee	New York	Omaha
unattended packages, bags, or personal belongings	x				
under influence of drugs/alcohol		x		x	x
using phones too long					
using telephone					
vandalism	x	x	x	x	x
voyeurism and peeping					
weapons				x	
wearing unbuttoned shirts, dresses, or pants					
wet clothing					

Policy	Pittsburgh	Portland	San Diego	Seattle	Tucson-Pima
adults using children's area					
animals (except service dogs)		x	x	x	x
being in library during non-service hours				x	
being in unauthorized areas				x	
bicycles (or other wheeled vehicles) in library		x	x	x	
blocking entry/exit/aisle		x		x	
bomb threats					
bringing in garbage					x
bringing in bedrolls and/or large personal belongings			x	x	x
campaigning		x			
cell phone use	x				x
child abuse					x
criminal/civil code violations		x		x	x
distributing/posting lit. w/o library approval		x			
drinking	x		x	x	x
eating	x	x	x	x	x
excessive noises	x	x		x	x
fighting				x	x
gambling				x	x
harassment	x	x	x	x	x
improper use of restrooms	x	x	x	x	x
indecent exposure				x	x
infringing on valid copyright protection					

Policy	Pittsburgh	Portland	San Diego	Seattle	Tucson-Pima
littering				x	
loading damaging software on library computers					
loitering			x		
moving furniture				x	
must wear pants					
must wear shoes/shirt		x	x	x	x
obscene language					x
obscene text/graphics					
panhandling					
parking on library premises w/o library usage		x			
placing feet on tables or chairs					x
playing cards					
poor hygiene		x		x	x
possessing drugs/alcohol		x		x	x
public disturbance					
refusing to leave library when asked by staff					
removing items w/o checkout				x	x
running					
selling					x
sexual acts				x	
sleeping	x	x	x	x	x
smoking	x	x	x	x	x
soliciting	x	x	x	x	x
talking loudly					
theft					

Policy	Pittsburgh	Portland	San Diego	Seattle	Tucson-Pima
unattended children	x	x	x	x	x
unattended packages, bags, or personal belongings					
under influence of drugs/alcohol	x	x		x	x
using phones too long					
using telephone					
vandalism	x	x		x	x
voyeurism and peeping					
weapons	x			x	
wearing unbuttoned shirts, dresses, or pants					
wet clothing					

Appendix D: Small Library Problem Patron Policies

Policy	Abington	Ames	Carmel Clay	Chapel Hill	Chicopee
adults using children's area					
animals (except service dogs)	x	x	x		x
assault and battery					
bad hygiene	x				
bad language			x		x
being in library during non-service hours					
bicycles (or other wheeled vehicles) in library			x		x
blocking entry/aisle/exit		x	x	x	
bringing in bedrolls and/or large personal belongings					
campaigning					
can't establish office in public area					
cell phone use		x	x	x	x
child abuse	x				
criminal/civil code violations	x	x	x		
distributing/posting lit. w/o library approval			x	x	
drinking	x		x	x	x
eating	x		x	x	x
entering unauthorized areas		x		x	x
excessive noises	x	x		x	x
fighting			x		
gambling					
harassment	x	x	x	x	x
improper use of restrooms		x		x	x
indecent exposure					

Policy	Abington	Ames	Carmel Clay	Chapel Hill	Chicopee
littering					
loading damaging software on library computers		x			
loitering					
moving furniture				x	
must wear shoes/shirt	x		x		x
obscene text/graphics					
panhandling					
photography and videotaping		x			
placing feet on tables or chairs					
possessing drugs/alcohol		x	x	x	x
proselytizing					
prostitution					
public displays of affection					
removing items w/o checkout	x			x	
running			x		x
selling		x		x	
sex acts			x		
sleeping				x	x
smoking	x		x	x	
snoring					
soliciting		x	x	x	x
talking loudly	x	x	x		x
theft		x		x	x
unattended children	x			x	x
unattended packages, bags or personal belongings		x			

Policy	Abington	Ames	Carmel Clay	Chapel Hill	Chicopee
under influence of drugs/alcohol	x	x	x	x	
using false ID to get library card				x	
using library phones w/o permission				x	
using someone's card w/o permission				x	
vandalism	x	x	x	x	x
weapons			x	x	x
wearing unbuttoned shirts, dresses, or pants					

Policy	Chippewa River	DeKalb	Des Plaines	Dover	Iowa City
adults using children's area					
animals (except service dogs)		X	X	X	X
assault and battery	X				
bad hygiene		X			X
bad language			X	X	
being in library during non-service hours	X				
bicycles (or other wheeled vehicles) in library				X	
blocking entry/aisle/exit	X		X	X	X
bringing in bedrolls and/or large personal belongings					
campaigning					X
can't establish office in public area					
cell phone use		X		X	
child abuse					
criminal/civil code violations		X	X		
distributing/posting lit. w/o library approval		X	X		
drinking	X	X	X	X	
eating			X	X	
entering unauthorized areas		X			X
excessive noises	X		X	X	X
fighting				X	
gambling	X				
harassment	X	X	X	X	X
improper use of restrooms					
indecent exposure	X	X			

Policy	Chippewa River	DeKalb	Des Plaines	Dover	Iowa City
littering	x				
loading damaging software on library computers					
loitering	x			x	
moving furniture					
must wear shoes/shirt	x	x		x	
obscene text/graphics					
panhandling				x	
photography and videotaping					x
placing feet on tables or chairs	x				
possessing drugs/alcohol	x				
proselytizing					
prostitution	x				
public displays of affection	x				
removing items w/o checkout		x			
running	x				
selling		x	x		x
sex acts					
sleeping		x		x	
smoking	x	x	x	x	
snoring	x				
soliciting		x	x	x	x
talking loudly	x	x	x		
theft	x	x	x		
unattended children			x	x	x

Policy	Chippewa River	DeKalb	Des Plaines	Dover	Iowa City
unattended packages, bags, or personal belongings		x		x	x
under influences of drugs/alcohol	x	x			
using false ID to get library card					
using library phones w/o permission		x		x	
using someone's card w/o permission					
vandalism	x	x	x		
weapons		x			
wearing unbuttoned shirts, dresses, or pants					

Policy	Mead	Nacogdoches	Nassau	Niagara Falls	North Olympic
adults using children's area		x			
animals (except service dogs)		x	x	x	x
assault and battery		x			
bad hygiene	x				
bad language	x	x		x	
being in library during non-service hours				x	
bicycles (or other wheeled vehicles) in library		x		x	
blocking entry/aisle/exit				x	
bringing in bedrolls and/or large personal belongings		x		x	
campaigning			x	x	
can't establish office in public area	x				
cell phone use		x			
child abuse					
criminal/civil code violations	x	x		x	
distributing/posting lit. w/o library approval		x		x	
drinking	x	x	x	x	
eating	x	x	x	x	
entering unauthorized areas		x			
excessive noises	x	x			
fighting		x		x	
gambling			x		
harassment	x	x	x	x	
improper use of restrooms		x		x	
indecent exposure				x	

Policy	Mead	Nacogdoches	Nassau	Niagara Falls	North Olympic
littering					
loading damaging software on library computers		x			
loitering				x	
moving furniture					
must wear shoes/shirt	x	x			
obscene text/graphics	x				
panhandling					
photography and videotaping	x				
placing feet on tables or chairs		x			
possessing drugs/alcohol		x		x	
proselytizing			x		
prostitution					
public displays of affection					
removing items w/o checkout		x			
running		x		x	
selling		x			
sex acts		x		x	
sleeping		x		x	
smoking	x	x	x		x
snoring					
soliciting		x	x	x	x
talking loudly				x	
theft	x				
unattended children		x	x	x	x

Policy	Mead	Nacogdoches	Nassau	Niagara Falls	North Olympic
unattended packages, bags, or personal belongings			x		
under influences of drugs/alcohol		x		x	
using false ID to get library card					
using library phones w/o permission			x	x	
using someone's card w/o permission					
vandalism	x	x	x		
weapons				x	
wearing unbuttoned shirts, dresses, or pants		x			

Policy	Palo Alto	Roswell	Texarkana	Tigard	Williamsburg
adults using children's area					
animals (except service dogs)		x	x		x
assault and battery					
bad hygiene					x
bad language		x			x
being in library during non-service hours					
bicycles (or other wheeled vehicles) in library				x	
blocking entry/aisle/exit					
bringing in bedrolls and/or large personal belongings					
campaigning					
can't establish office in public area					
cell phone use				x	
child abuse					
criminal/civil code violations					
distributing/posting lit. w/o library approval					x
drinking		x	x	x	x
eating		x	x	x	x
entering unauthorized areas					
excessive noises	x	x			x
fighting					
gambling					
harassment			x		
improper use of restrooms					
indecent exposure					

Policy	Palo Alto	Roswell	Texarkana	Tigard	Williamsburg
littering					
loading damaging software on library computers					
loitering			x		
moving furniture					
must wear shoes/shirt		x	x		
obscene text/graphics					
panhandling		x			
photography and videotaping					
placing feet on tables or chairs			x		
possessing drugs/alcohol					
proselytizing					
prostitution					
public displays of affection					
removing items w/o checkout			x		x
running	x				
selling		x			x
sex acts					
sleeping			x		
smoking		x	x		x
snoring					
soliciting		x	x		x
talking loudly	x			x	
theft					
unattended children		x	x	x	x

Policy	Palo Alto	Roswell	Texarkana	Tigard	Williamsburg
unattended packages, bags, or personal belongings					
under influences of drugs/alcohol			x		
using false ID to get library card					
using library phones w/o permission					
using someone's card w/o permission					
vandalism			x		x
weapons		x	x		
wearing unbuttoned shirts, dresses, or pants					

Appendix E: Summary Data

	Big Cities	Small Towns	Total
PERSONAL			
poor hygiene	11	5	16
shoes/shirt required	16	10	26
must wear pants	1		1
unbuttoned shirts	2	1	3
wet clothing	1		1
GENERAL			
adults using children's area	1	1	2
animals	4	15	19
bicycles in library	11	6	17
blocking entry/exit/aisle	4	8	12
bringing bedrolls and/or large personal belongings	9	2	11
bringing in garbage	2		2
campaigning	3	3	6
cardplaying	2		2
cell phone use	10	8	18
distributing/posting literature	5	7	12
drinking	17	16	33
eating	20	14	34
excessive noise	15	13	28
feet on tables/chairs	4	2	6
improper bathroom use	15	5	20
moving furniture	2	1	3

	Big Cities	Small Towns	Total
GENERAL (continued)			
parking on library premises w/o usage	1		1
phone usage	1	5	6
removing items w/o checkout	12	6	18
running	1	6	7
selling	8	8	16
sleeping	18	7	25
smoking	19	14	33
soliciting	18	15	33
talking loudly	2	10	12
unattended children	17	14	31
unattended personal belongings	3	5	8
BELLIGERENCE/ILLEGALITY			
being in library during non-service hours	4	2	6
being in unauthorized areas	6	6	12
bomb threats	1		1
child abuse	2	1	3
copyright infringement	1		1
criminal/civil code violations	10	8	18
drugs/alcohol – under influence	13	9	22
drugs/alcohol – possession	7	6	13
fighting	7	4	11
gambling	5	2	7
harassment	14	15	29

	Big Cities	Small Towns	Total
BELLIGERENCE/ILLEGALITY (continued)			
indecent exposure	6	3	9
installing corrupt software	2	2	4
littering	3	1	4
loitering	6	4	10
obscene text graphics	2	1	3
obscenities	6	9	15
panhandling	4	2	6
refusing to leave library when asked by staff	1		1
sex acts	2	3	5
theft	10	7	17
voyeurism and peeping	2		2
vandalism	18	13	31
weapons possession	10	7	17