

The Minnesota Public Library Development Program

Report to
The 1983 Minnesota Legislature

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Division of Special Services
Office of Public Libraries and Interlibrary Cooperation

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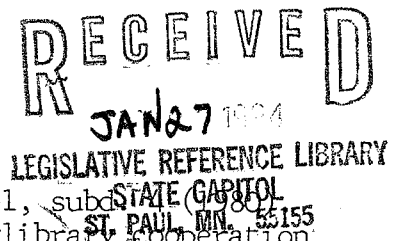
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I. Introduction

A. Scope of Report

This report is filed pursuant to Minnesota Statutes § 134.31, subd. 1 (1980), and § 134.351, subd. 5 (1980), addresses multi-county multi-type library systems. It addresses public library development and statewide interlibrary cooperation activities. A separate report, filed pursuant to Minnesota Statutes § 134.351, subd. 5 (1980), addresses multi-county multi-type library systems.



B. Overview of the Minnesota Public Library Development Program

The basic purpose of the Minnesota library development program is established in Minn. Stat. § 134.31, subd. 1 (1980) as follows: "The state shall, as an integral part of its responsibility for public education, support the provision of library service for every citizen and the development of cooperative programs for the sharing of resources and services among all libraries." The Minnesota Department of Education is assigned responsibility for providing advice and consultant assistance for library development and for administering state appropriations and federal funds for library grant programs. Within the Department of Education, these responsibilities are performed by the Office of Public Libraries and Interlibrary Cooperation in the Division of Special Services.

The library grant program promotes, encourages and assists in the development of adequate public library services for every Minnesotan. Grants are provided for establishment of public library services for citizens in areas presently without such services, for development of multicounty regional public library systems to strengthen and improve public library services, for statewide activities of interlibrary cooperation to facilitate sharing of resources and reference information, for innovative and experimental projects to improve library services, and for strengthening library services in institutions of the Department of Corrections and the Department of Welfare. Sources of funds for the grant program are a state appropriation and Federal Library Services and Construction Act (LSCA) funds.

II. Status of Public Library Development in Minnesota

A. The Population Served

The library grant program strengthens library services available to 3,870,000 Minnesotans, constituting 95% of the state's population. As of July 1, 1982 the thirteen regional public library systems provide county-wide library service to 71 counties (shown on map and listed in Appendix A). There are 21 city libraries in 10 additional counties affiliated with regional public library systems. Because the decision to join a regional library system can be made by a county or city at any time, the population served and the number of participating governmental units frequently changes.

There are 325 public library service outlets in Minnesota, organized into 134 administrative units - regional, county and city libraries. Twenty-four city libraries serving a total of 82,427 people have chosen to remain independent from regional public library systems. Sixteen counties remain which have no countywide library service. The population having no tax-supported public library service is 130,732 persons.

B. Use of Public Library Services

In periods of reduced personal income and increased unemployment, public library use has always increased. Such is the case now. Library staff report increased use of reference information, and increased use by persons seeking information on employment opportunities and on updating job skills or learning new job skills.

In 1981, Minnesotans borrowed 25,626,370 items from public libraries or an average of 6.5 items per capita. This reflects an increase of 5.2% over 1980. The total reflects only materials checked out of libraries and does not reflect use of materials in the library. Although the ratio of in-library use to out-of-library use will vary from library to library and from year to year, performance studies undertaken in some Minnesota public libraries indicate a range of one in-library use for every out-of-library use to one in-library use for every three items checked out.

C. Public Library Finance

Public library service in Minnesota continues to be financed primarily from county and city funds. Public library receipts for operating purposes in 1981 totaled \$46,155,281, an increase of 9.5% over 1980. County and city funds, which account for 84% of the total, increased 11.4%. State and federal funds provided 10% of the total, and increased by 6%. The remaining 6% is miscellaneous income from sources such as grants, fines, gifts and interest.

Per capita receipts from local sources increased from \$8.92 in 1980 to \$9.83 in 1981. With some exceptions, local support tends to be highest in the seven county Twin Cities metropolitan area. Excluding these counties, average local support per capita in 1981 was \$5.87. Clearly there is a general need for increased financial support for Minnesota public libraries.

Operating expenditures of Minnesota public libraries in 1981 totaled \$44,709,426. Expenditures for personnel were 66.7% of total expenditures. Expenditures for materials were 15.5% of total expenditures. The remaining 17.8% was expended for all other operating costs such as utilities, insurance, supplies, equipment, rent and communications.

Detailed data on public library service is published annually in the spring issue of Minnesota Libraries.

D. Operation of Grant Programs, F.Y. 1981, F.Y. 1982, F.Y. 1983

Minnesota Statutes § 134.32 (1980) establishes five types of grants in the public library development program. These grants are:

1. Establishment Grants to regional public library systems for addition of counties previously without countywide library service;
2. Regional Library Basic System Support Grants to assist in the ongoing operation of the thirteen regional public library systems;
3. Special Grants for innovative and experimental projects of library service;
4. Grants for interlibrary sharing of resources and materials; and
5. Grants to improve library services at institutions of the Department of Welfare and the Department of Corrections, and for library service for the blind and physically handicapped.

The law allows the State Board of Education to make grants from available state and Federal funds. Expenditures for grant programs during F.Y. 1981 and F.Y. 1982 and estimated expenditures for F.Y. 1983 are as follows:

F.Y. 1981

	State	Federal LSCA Title I	Federal LSCA Title III	Total
Establishment Grants				
Regional Public Library Basic				
System Support Grants	\$3,533,124	\$700,000		\$4,233,124
Special Grants		248,983		248,983
Interlibrary Sharing	80,836	174,793	48,664	304,293
Institution Library Services, Blind & Physically Handicapped		<u>52,142</u>		<u>52,142</u>
Total	\$3,613,960	\$1,175,918	\$48,664	\$4,838,542

F.Y. 1982

	State	Federal LSCA Title I	Federal LSCA Title III	Total
Establishment Grants		\$18,347		\$ 18,347
Regional Public Library Basic				
System Support Grants	\$3,854,864	600,000		\$4,454,864
Special Grants		15,449		15,449
Interlibrary Sharing	88,336	112,822	48,664	249,822
Institution Library Services, Blind & Physically Handicapped		<u>52,141</u>		<u>52,141</u>
Total	\$3,943,200	\$798,759	\$48,664	\$4,790,623

Estimated F.Y. 1983

	State	Federal LSCA Title I*	Federal LSCA Title III*	Total
Establishment Grants		\$9,174		\$9,174
Regional Public Library Basic				
System Support Grants	\$3,804,227**	600,000		4,404,227
Special Grants		13,500		13,500
Interlibrary Sharing	94,598	155,000	48,664	298,262
Institution Library Services, Blind & Physically Handicapped		<u>52,142</u>		<u>52,142</u>
Total	\$3,898,825**	\$829,816	\$48,664	\$4,777,305

*Congress has not yet appropriated F.Y. 1983 amounts, so Federal amounts are estimates based on data supplied by the U.S. Department of Education.

**State amounts are entitlements rather than appropriations. During the 1982 session of the Minnesota Legislature, library grant programs were placed on an 85/15 payment schedule providing 85% of funds during the fiscal year and the remaining 15% of funds during the first quarter of the following fiscal year. \$3,210,058 will be paid to regional public library systems during F.Y. 1983 and \$549,169 will be paid during F.Y. 1984.

While state funds granted to regional public library systems increased between F.Y. 1981 and F.Y. 1982, funds for F.Y. 1983 were reduced by the 1982 Minnesota Legislature due to the state revenue short fall. Regional public library systems are adjusting to the reduction in different ways. Some have had to reduce budgets for library materials. Some have reduced hours that libraries are open and reduced the frequency of bookmobile service. Some have sought increases in county and city funds to replace the state funds lost.

Special project grants from Federal funds in F.Y. 1981 supported developmental and innovative activities. The largest Federally funded Special Grant project was for a new interlibrary communication system. Teletype machines were replaced by terminals and communications storage and control units. The communication system, which became operational in September, 1980, is used primarily to transmit interlibrary loan requests and messages. Transmission costs for libraries have been substantially reduced because the new equipment transmit requests and messages at a faster rate than the old equipment. The same equipment also is used by libraries to search data bases and to access city and county computers.

Other F.Y. 1981 Special Grant projects including initiation of rotating collections of ½" videocassettes for public libraries to check out to users, training of public library staff to work more effectively with deaf and hearing impaired persons, and dissemination of information on energy conservation and alternative energy sources.

Due to the uncertainty of Federal funds, no new Special Grant projects were initiated in F.Y. 1982 or F.Y. 1983. A project providing library services on the White Earth Indian Reservation is the only continuing Special Grant.

During each of the fiscal years, Federal funds have also supported operation of the Public Library Access Network (PLANET). Requests for library materials that cannot be supplied within the regional public library systems are transmitted to the PLANET office at the St. Paul Public Library. Searching collections of the St. Paul Public Library, other public libraries in the Twin Cities metropolitan area, the James J. Hill Reference Library and libraries of the private colleges, items located are loaned to libraries throughout the state. Due to reductions in state funds, PLANET was supported entirely by Federal funds in F.Y. 1981. In F.Y. 1982, PLANET was supported by a combination of state and Federal funds. In F.Y. 1983, PLANET once again is supported by Federal funds.

IV. Future Consideration

A. Revision of Public Library Laws

A proposal has been drafted to revise provisions of Minnesota Statutes for public libraries. Changes are proposed to:

- (1) update, clarify and recodify existing statutory language for establishment and operation of city and county public libraries and regional public library systems;
- (2) repeal obsolete statutory provisions; and
- (3) strengthen the organization and operation of public libraries and public library systems by adding new sections.

Successive drafts were developed with involvement of the Public Library Division of the Minnesota Library Association, the Council of Regional Public Library System Administrators and the Advisory Council to the Office of Public Libraries and Interlibrary Cooperation. On November 9, 1982, the State Board of Education voted to send the proposal to the Governor's Office to be considered for possible inclusion in the Governor's legislative program.

Major changes proposed include:

- (1) Repealing the current 2.67 mill "cap" on city expenditures for public library services; the "cap" for county libraries was repealed nearly ten years ago.
- (2) Establishing the size of county library boards to be 5, 7 or 9 members, instead of the current provision for at least five members.
- (3) Limiting terms of service on city, county and regional public library system boards to three consecutive three year terms; there is no limit now.
- (4) Requiring that counties provide at least the minimum level of local support for public library services and that they participate in regional public library systems.
- (5) Establishing specific provisions on protection of library property; there are no specific provisions in statute now.

In many instances the proposed changes modify statutory provisions which have been in place for up to eighty years. Review and revision of the statutes would provide a stronger operating base for public library services.

B. Remaining Unserved Areas

Sixteen counties remain with no countywide public library service. Although there are city libraries in these counties, 130,732 persons who live in the rural areas and small towns have no access to public library services.

For more than forty years, Minnesota counties have been encouraged to levy a tax to support public library service countywide. With the passage of the Federal Library Services Act in 1956 and the appropriation by the 1957 Minnesota Legislature of matching funds for public library services, these efforts intensified. The 1960's and 1970's were periods of growth in library services, when the majority of Minnesota counties began taxing for public library services and participating in regional public library systems. Today 71 Minnesota counties have public library services countywide, but only one county, Pope County, has initiated public library service in the past three years. Regrettably, Yellow Medicine County ceased supporting public library service in 1981 and Lac qui Parle County has announced its intention to do so on December 31, 1982. Unless the Lac qui Parle County Commissioners reverse this decision, the Western Plains Library System on July 1, 1983 will be serving only two counties, Chippewa and Big Stone, and will not meet the statutory requirement of three counties to be eligible for Regional Library Basic System Support Grants.

To ensure access to public library services for every Minnesotan, consideration again should be given to mandating county financial support for public library services. Perhaps because of severe financial pressures and a lack of understanding of the benefits of public library services, county commissioners in Brown, Clearwater, Cottonwood, Dodge, Fillmore, Houston, Hubbard, Lincoln, Mahnomen, Murray, Pipestone, Renville, Swift, Traverse, and Wilkin Counties have not established countywide library services, and Yellow Medicine County discontinued service. The result is that citizens in small towns and rural areas in these counties have no access to public library services to meet their informational, educational, cultural and recreational needs.

While many county commissioners tend to take a dim view of state mandated programs, this may be the only available method to ensure access to information and service for persons residing in those sixteen counties now lacking services. Such action is not unprecedented. The state of Iowa mandates county tax support for public library services.

C. Minimum Levels of Local Support

The 1978 Minnesota Legislature changed the method for determining minimum levels of local support for public library services from a mill rate on current assessed property valuation to minimum dollar amounts equivalent to .3 mill on the adjusted valuation from the second preceding year during the first year of a county's participation, and .4 mill on the adjusted valuation from the second preceding year during the second and subsequent years of a county's participation. A "cap" of 10% protects counties whose adjusted valuations increase more than 10% from one year to the next, or those counties which would have to increase support by more than 10% per year in order to shift from the method previously used to calculate minimums.

To meet the needs of those counties having high adjusted valuations and sparse populations, the 1979 Minnesota Legislature adjusted the minimum level of local support requirement. The adjustment allows the county to provide the amount of the adjusted valuation or a minimum per capita amount, whichever is less. The per capita amount was established at \$3.00 per capita for 1980, and is increased in subsequent years by one-half of the percentage increase of the state adjusted assessed valuation. For 1983, the minimum per capita amount is \$3.49.

Appendix B compares county financial support of public library services from 1980 to 1982. The data demonstrates that in 63 of the 71 participating counties, assessed valuations increased more rapidly than support for public library services increased, and in 37 of the 71 participating counties the adjusted assessed valuation increased more rapidly than support for public library services increased. County support for public library service comes from a variety of sources other than the property tax, but it appears that in 63 Minnesota counties, when measured by the assessed valuation, financial support for libraries is a smaller share of a county's resources in 1982 than in 1980.

County Commissioners in several counties have indicated that they will seek to eliminate a minimum level of local support requirement. Interest appears strongest in several counties which are already supporting public library services below the minimum per capita or adjusted valuation amounts established in statute. These counties are under the 10% "cap" described previously. A list of counties under the 10% "cap" is included in Appendix C.

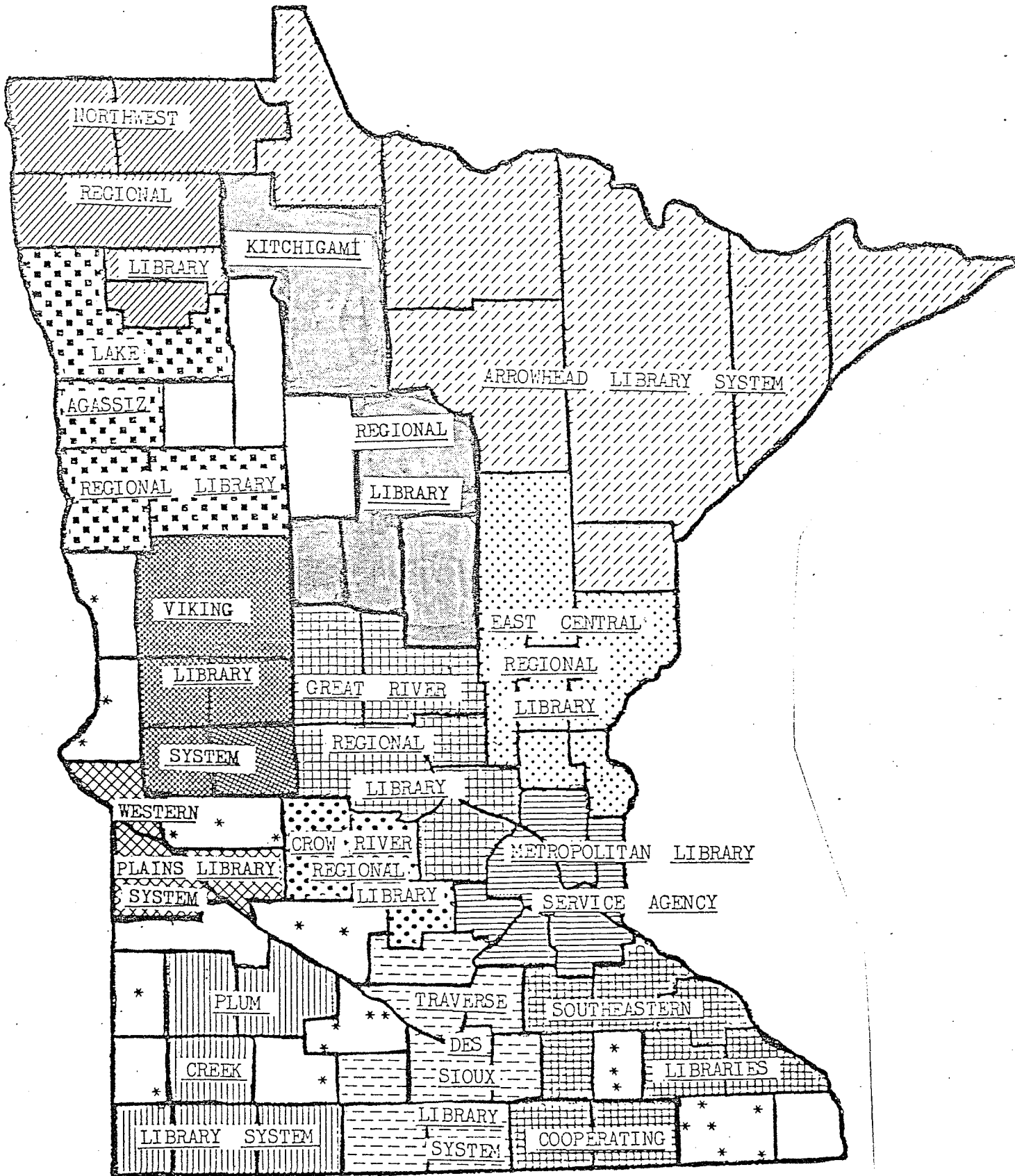
Staff of the Department of Education's Office of Public Libraries and Interlibrary Cooperation do not recommend eliminating or modifying the minimum level of local support requirement. The minimum level of local support ensures that public libraries will have a stable base of financial support. It assures more effective use of state appropriated funds by assuring that local government units will provide at least minimum funding in order to be eligible for services supported by state funds. Since the federal Library Services and Construction Act establishes a maintenance of effort requirement, elimination of a state minimum level of local support could make library systems ineligible for federal funds.

D. Status of the Federal Library Services and Construction Act

The federal Library Services and Construction Act (LSCA) has been extended through September 30, 1984. Representative Paul Simon, Chairman of the House Post-secondary Education Subcommittee has announced his intention to introduce a five year extension of LSCA early in 1983, along with technical amendments to strengthen the law. Developments will be monitored to ensure that LSCA remains complementary to library development efforts in Minnesota.

There have been no appropriations for LSCA since F.Y. 1980. In F.Y. 1981, F.Y. 1982 and F.Y. 1983, funds have been released under a series of continuing resolutions. F.Y. 1982 funds were reduced four percent below the F.Y. 1981 level, and the Office of Public Libraries and Interlibrary Cooperation has been notified that no increase is likely in F.Y. 1983. Despite the difficulties of uncertainty in funding, LSCA remains an important program for public library development and interlibrary cooperation in Minnesota.

MINNESOTA REGIONAL PUBLIC LIBRARY SYSTEMS



*City Libraries participating in Regional Public Library systems.

Appendix B

County Financial Support of Public Library Services - 1980 and 1982

County	Budgeted Dollars		Mills on Assessed Valuation		Mills on Adjusted Valuation		Dollar Per Capita	
	1980	1982	1980	1982	1980	1982	1980**	1982***
Aitkin	33,205	38,936	.54	.46	.37	.31	2.91	2.90
*Anoka	1,330,637	1,832,199	2.25	2.30	1.83	1.80	11.37	11.43
*Becker	50,500	59,940	.75	.55	.41	.37	2.72	2.70
*Beltrami	22,143	26,793	.61	.44	.33	.28	1.55	1.38
*Benton	43,698	64,404	.88	.85	.52	.61	2.62	3.14
*Big Stone	13,623	21,370	.50	.54	.28	.35	3.00	4.87
*Blue Earth	118,700	152,394	.85	.75	.41	.44	5.54	6.44
*Carlton	31,046	33,282	.64	.48	.41	.35	1.82	2.01
Carver	145,000	219,061	1.00	1.06	.65	.77	5.12	5.91
*Cass	48,002	54,475	.62	.44	.35	.31	2.99	2.74
*Chippewa	137,954	137,954	1.83	1.27	1.07	.93	9.54	9.75
*Chisago	53,639	62,564	.71	.56	.49	.42	3.17	2.49
*Clay	67,000	73,700	.74	.59	.38	.36	3.96	3.81
*Cook	12,479	12,479	.64	.46	.42	.31	5.88	4.45
*Crow Wing	66,838	73,522	.58	.44	.37	.30	3.36	2.73
*Dakota	1,259,110	1,638,011	1.62	1.63	1.16	1.09	10.97	9.47
*Douglas	42,130	50,977	.54	.48	.34	.35	2.64	2.52
Faribault	76,000	90,288	.57	.43	.26	.30	3.64	4.58
*Freeborn	68,600	68,600	.51	.37	.29	.27	3.68	4.00
*Goodhue	79,700	86,076	.79	.59	.48	.46	4.66	5.30
*Grant	18,750	19,532	.48	.31	.24	.23	3.14	3.36
*Hennepin	8,039,993	9,970,416	2.45	2.29	2.03	1.81	15.29	17.48
Isanti	48,533	56,609	.79	.72	.55	.51	2.93	2.40
*Itasca	42,400	48,705	.65	.55	.39	.40	2.07	2.50
*Jackson	61,336	70,058	.53	.41	.31	.30	5.68	7.08
Kanabec	23,192	26,800	.84	.69	.56	.44	2.37	2.20
*Kandiyohi	62,110	72,504	.62	.46	.32	.32	3.51	3.47
Kittson	18,000	21,780	.35	.27	.15	.19	2.63	3.26
*Koochiching	20,068	24,276	.90	.65	.52	.53	1.88	2.03

*Cities which have their own separate tax levy are excluded from these figures.

**1980 per capita amounts calculated using 1970 census data, the latest data available at the time budgets were established for 1980.

***1982 per capita amounts calculated using 1980 census data.

County	Budgeted Dollars		Mills on Assessed Valuation		Mills on Adjusted Valuation		Dollar Per Capita	
	1980	1982	1980	1982	1980	1982	1980**	1982***
*Lac Qui Parle	29,000	33,225	.48	.42	.30	.31	4.01	5.13
*Lake	35,500	35,500	2.10	1.28	1.28	.81	6.56	5.83
*Lake of the Woods	6,960	8,226	.76	.55	.37	.38	2.85	3.17
LeSueur	104,604	126,571	1.27	1.09	.68	.63	4.90	5.40
*Lyon	66,000	72,800	.95	.77	.56	.54	6.26	7.21
*McLeod	46,857	55,074	.67	.53	.32	.33	3.04	3.44
Marshall	19,528	25,850	.27	.22	.11	.13	1.50	1.98
Martin	178,290	195,573	1.00	.82	.55	.55	7.33	7.92
*Meeker	43,032	50,233	.61	.46	.34	.31	3.29	3.42
Mille Lacs	40,488	40,488	.85	.65	.52	.40	2.58	2.20
*Morrison	47,921	69,197	.82	.75	.47	.53	2.46	3.14
*Mower	80,250	96,434	.73	.62	.42	.44	5.15	6.89
Murray		27,507		.25		.19		3.54
*Nicollet	48,885	56,081	.81	.62	.38	.38	5.53	6.43
Nobles	180,160	200,000	1.40	1.14	.81	.85	7.76	9.16
Norman	39,363	46,764	.66	.51	.32	.36	3.93	4.99
*Olmsted	164,700	218,731	1.32	1.35	.76	.91	6.14	7.47
*Otter Tail	79,173	95,799	.61	.51	.33	.34	2.56	2.63
*Pennington	15,000	16,500	.59	.39	.25	.23	3.23	2.68
Pine	41,503	48,409	.89	.58	.49	.40	2.47	2.44
*Polk	101,265	115,560	.87	.64	.39	.36	5.47	6.54
*Pope (new)		20,460				.21		2.24
*Ramsey	1,691,989	2,170,441	1.91	1.69	1.47	1.33	10.16	11.45
Red Lake	13,895	17,780	.68	.53	.31	.25	2.58	3.25
*Redwood	40,950	41,044	.35	.24	.19	.17	3.26	3.61
*Rice	68,800	74,844	.87	.73	.52	.50	4.66	4.33
*Rock	32,750	40,947	.58	.50	.30	.37	4.93	6.67
Roseau	22,776	27,559	.54	.36	.24	.22	1.97	2.19
*St. Louis	160,000	170,000	.76	.57	.50	.41	2.66	2.68
Scott	230,898	260,110	1.34	1.06	.84	.74	7.12	5.94
*Sherburne	96,118	96,118	.54	.45	.44	.40	6.66	3.77
Sibley	87,700	96,470	1.01	.74	.51	.46	5.53	6.24
*Stearns	153,484	226,148	.78	.82	.47	.59	2.64	3.29

*Cities which have their own separate tax levy are excluded from these figures.

**1980 per capita amounts calculated using 1970 census data, the latest data available at the time budgets were established for 1980.

***1982 per capita amounts calculated using 1980 census data.

1987 Dec
1987
1987 Dec
1987 Dec

County	Budgeted Dollars		Mills on Assessed Valuation		Mills on Adjusted Valuation		Dollar Per Capita	
	1980	1982	1980	1982	1980	1982	1980**	1982***
*Steele	40,500	49,696	.59	.50	.31	.35	4.14	5.11
*Stevens	19,500	18,807	.49	.32	.24	.22	3.86	3.70
*Todd	49,787	64,098	.87	.78	.50	.54	2.56	2.87
*Wabasha	28,586	31,742	.52	.46	.31	.34	3.12	3.02
*Wadena	10,679	12,922	.62	.48	.34	.35	1.37	1.36
*Waseca	78,598	92,683	1.09	.90	.56	.61	7.96	9.06
*Washington	615,000	768,000	1.66	1.45	1.17	1.04	9.66	8.49
Watonwan	140,350	177,500	1.60	1.50	.89	1.01	10.55	14.36
*Winona	67,900	80,758	.88	.80	.56	.58	4.24	4.25
Wright	116,799	184,431	.52	.61	.37	.45	3.00	3.15
*Yellow Medicine	44,700		.63		.38		4.53	

*Cities which have their own separate tax levy are excluded from these figures.

**1980 per capita amounts calculated using 1970 census data, the latest data available at the time budgets were established for 1980.

***1982 per capita amounts calculated using 1980 census data.

Appendix C

Counties Certified at 10% Cap.

1980

Lake of the Woods Co.
 Aitkin Co.
 Beltrami Co.
 Cass Co.
 (Longville)
 Wadena Co.
 Kittson Co.
 Marshall Co.
 Red Lake Co.
 Roseau Co.
 Douglas Co.
 Otter Tail Co.

1981

Beltrami Co.
 Wadena Co.
 Kittson Co.
 Marshall Co.
 Red Lake Co.
 Roseau Co.
 Douglas Co.
 Otter Tail Co.

1982

Lake of the Woods Co.
 Beltrami Co.
 (Blackduck)
 Cass Co.
 (Longville)
 Crow Wing Co.
 Wadena Co.
 Kittson Co.
 Marshall Co.
 Pennington Co.
 Red Lake Co.
 Roseau Co.
 Wabasha Co.
 Douglas Co.
 Otter Tail Co.

1983

Carlton Co.
 Aitkin Co.
 Beltrami Co.
 (Blackduck)
 Cass Co.
 (Longville)
 Crow Wing Co.
 Wadena Co.
 Marshall Co.
 Pennington Co.
 Roseau Co.
 Wabasha Co.
 Douglas Co.
 Otter Tail Co.