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TO: All persons receiving Minnesota Public Library Development Program - Report to the 1985 Minnesota Legislature

FROM: Bill Asp, Director *Bill Asp*
Library Development and Services

SUBJECT: Correction of population data in report and insertion of missing phrase

Please correct Appendix A of the Minnesota Public Library Development Program - Report to the 1985 Minnesota Legislature as follows:

Population served by Southeastern Libraries Cooperating	372,992
Total population served by regional public library systems	3,895,038

Please insert a missing phrase (underlined) on page 10 in the last sentence of the fifth paragraph as follows:

In addition, 7.5% of the funds would be distributed equally among the systems, and 17.5% of the funds would be prorated among systems serving counties with adjusted assessed valuations per capita below the state average.

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The Minnesota Public Library Development Program.

Report to
The 1985 Minnesota Legislature

November 15, 1984

Prepared by
Minnesota Department of Education
Management Assistance Division
Office of Library Development and Services

Pursuant to Mn Stat 134.31, sd 4

The Minnesota Public Library Development Program

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I. Introduction

A. Scope of Report

This report is filed pursuant to Minnesota Statutes § 134.31, subd. 4 (1982). It addresses public library development and statewide interlibrary cooperation activities. A separate report, filed pursuant to Minnesota Statutes § 134.351, subd. 5 (1982), 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 (1982) 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 Library Development and Services in the Management Assistance Division.

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 more than 3,900,000 Minnesotans, constituting 95.8% of the state's population. During F.Y. 1985, twelve regional public library systems will provide countywide library service in 75 counties (shown on map and listed in Appendix A). There are 20 city libraries in 8 additional counties affiliated with regional public library systems.

In F.Y. 1984, Traverse County began participation in the Viking Library System. In F.Y. 1985, Dodge County began participating in Southeastern Libraries Cooperating and Clearwater County will begin participating in a regional library system. Voters in Swift County on November 6, 1984, approved by a wide margin establishment of countywide library service. It is expected that Pioneerland Library System will begin operating public library services in Swift County in 1985.

There are 330 public library service outlets in Minnesota, organized into 135 administrative units - regional, county and city libraries. Twenty-one city libraries serving a total of 74,034 people have chosen to remain unaffiliated with regional public library systems. Twelve counties remain which have no countywide public library service. The population having no tax supported public library service is 98,772.

B. Use of Public Library Services

More Minnesotans are using more public library services more often than ever. Library staff report increased requests for reference information. The number of books checked out from libraries is increasing. Public libraries offering their users new formats of materials, such as videocassettes, videodiscs and microcomputer software, report that these items are in high demand. Some public libraries formally support literacy programs in their communities by providing space for classes and tutoring, and by providing materials for new adult readers to practice reading skills. Many public libraries have assisted unemployed persons in locating job opportunities and in providing materials to update job skills or learn new job skills.

In 1983, Minnesotans borrowed 28,684,321 items from public libraries or an average of 7.2 items per capita. This reflects an increase of 6.46% over 1982, and an increase of 17.8% since 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 1983 totaled \$53,893,631, an increase of 10.3% over 1982. County and city funds, which account for 86.4% of the total, increased 12.7%. State and federal funds provided 8.1% of the total, a decline of 3.1%. The remaining 5.5% is miscellaneous income from sources such as grants, fines, gifts and interest.

Per capita receipts from local sources increased from \$10.48 in 1982 to \$11.81 in 1983. 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 1983 was \$6.48. Clearly there is a general need for increased financial support for Minnesota public libraries.

Operating expenditures of Minnesota public libraries in 1983 totaled \$52,024,335. Expenditures for personnel were 67% of total expenditures. Expenditures for materials were 15.3% of total expenditures. The remaining 17.7% 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. 1983, F.Y. 1984, F.Y. 1985

Minnesota Statutes § 134.32 (1982) 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 twelve 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.

In addition, Minnesota Statutes § 134.32, subd. 7 (1983 Suppl.), authorizes grants for construction or remodeling of library facilities from any state and federal funds specifically appropriated for this purpose.

The law allows the State Board of Education to make grants from available state and Federal funds. Encumbered and expended funds for grant programs during F.Y. 1983 and F.Y. 1984 and estimated expenditures for F.Y. 1985 are as follows:

	F.Y. 1983			Total
	State*	Federal LSCA Title I & Title II	Federal LSCA Title III	
Establishment Grants		\$9,174		\$9,174
Regional Library Basic System Support Grants	\$3,768,315	600,000		4,368,315
Special Purpose Grants		13,056		13,056
Institution Library Services, Blind & Physically Handicapped		52,142		52,142
Interlibrary Sharing	94,598	155,000	\$48,664	298,262
Total	\$3,862,913	\$829,372	\$48,664	\$4,740,949

	F.Y. 1984			Total
	State*	Federal LSCA Title I**	Federal LSCA Title II**	
Establishment Grants		\$11,292		\$11,292
Regional Library Basic System Support Grants	\$4,328,239	957,834		5,286,073
Special Purpose Grants		95,063		95,063
Merger Incentive Grant***	24,000			24,000
Institution Library Services, Blind & Physically Handicapped		52,142		52,142
Public Library Construction			\$735,868	735,868
Interlibrary Sharing	101,761	175,000		325,425
Total	\$4,454,000	\$1,291,331	\$735,868	\$6,529,863

Estimated F.Y. 1985

	State*	Federal LSCA Title I**	Federal LSCA Title II**	Total
Establishment Grants		\$63,920		\$63,920
Regional Library Basic System Support Grants	\$4,445,525	848,664		5,294,189
Special Purpose Grants		172,345		172,345
Merger Incentive Grant***	12,000			12,000
Institution Library Services, Blind & Physically Handicapped		55,892		55,892
Public Library Construction			\$437,090	437,090
Interlibrary Sharing	<u>174,475</u>	<u>163,500</u>		<u>337,975</u>
Total	\$4,632,000	\$1,304,321	\$437,090	\$6,373,411

*All state funds shown are entitlements. Since F.Y. 1983, grant payments from state funds have been made on an 85/15 payment schedule, with 85% of grant funds paid during the fiscal year and the remaining 15% of grant funds paid after the first quarter of the following fiscal year.

**All federal amounts shown are encumbrances, based on allotment information provided by U.S. Department of Education on November 7, 1984.

***The 1983 Minnesota Legislature authorized payment to and amounts of Merger Incentive Grants to the Pioneerland Library System in F.Y. 1984 and F.Y. 1985.

Due to the state revenue shortfall, state funds for F.Y. 1983 were reduced. To adjust to this reduction, some regional public library systems had to reduce budgets for library materials. Some reduced hours that the libraries were open and reduced the frequency of bookmobile service. Some sought increases in county and city funds to replace state funds lost. Several regional public library system administrators continue to report difficulties in cash flow due to the switch to the 85/15 payment schedule.

Federal funds have supported through Establishment Grants the addition of Pope and Traverse Counties to the Viking Library System. In F.Y. 1985, first year Establishment Grants will support the addition of Dodge County to Southeastern Libraries Cooperating, Clearwater County to the Kitchigami Regional Library, and Swift County to the Pioneerland Library System. Traverse County will earn for Viking Library System a second year Establishment Grant.

Special Grants include the continuing operation of bookmobile service by Lake Agassiz Regional Library on the White Earth Indian Reservation, the purchase of library directional signs, and the provision of consultant assistance for planning, acquiring and installing automated systems in public libraries.

In F.Y. 1985, Congress appropriated funds under the federal Emergency Jobs Bill (Public Law 98-8) to be administered under provisions of Title II of the Library Services and Construction Act. The State Board of Education adopted temporary rules for construction grants, and grants were awarded for projects in Aurora, Grand Marais, Hibbing, Red Lake Falls and Wadena. In September, 1984, the Grand Marais City Council determined that it was unable to secure satisfactory bids for its project and notified the Department of Education that funds encumbered could be reassigned for use elsewhere. On October 9, the State Board of Education authorized granting these funds for enlarging the Hibbing project and for assisting in financing construction of a new public library building in Fergus Falls.

Federal funds also support 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. Collections of the St. Paul Public Library, other public libraries in the Twin Cities metropolitan area, the James Jerome Hill Reference Library and libraries of the private colleges are searched. Items located are loaned to library users throughout the state.

In F.Y. 1983 and F.Y. 1984, federal funds also were used to support public library access to services of the Minnesota Interlibrary Telecommunications Exchange (MINITEX). MINITEX services include delivery of items requested from the University of Minnesota libraries and other Twin Cities libraries, inclusion in the Minnesota Union List of Serials database, access to computerized cataloging through the Online Computer Library Center, Inc., and back-up reference service. In F.Y. 1985, these services will be supported with state funds.

E. Revision of Public Library Laws

The 1983 Minnesota Legislature enacted a major revision of statutes relating to public library service. The purposes of the revision were to update, clarify and recodify existing statutory language for establishment and operation of city and county public libraries and regional public library systems; to repeal obsolete statutory provisions; and to strengthen the organization and operation of public libraries and public library systems by adding new provisions. This was the first comprehensive recodification and revision of public library statutes in eighty years.

F. Establishment of Pioneerland Library System

On July 1, 1983, the Pioneerland Library System was established through the merger of the Crow River Regional Library and the Western Plains Library System. The new system serves the counties of Big Stone, Chippewa, Kandiyohi, McLeod and Meeker, and several city libraries in Lac Qui Parle, Renville and Swift Counties.

The merger was necessitated by action of the Lac Qui Parle County Commissioners, who discontinued library service on December 31, 1982. This left the Western Plains Library System with only two counties; Minnesota Statutes require a system to have three counties in order to earn regional library basic system support grants.

Board members and staff of the two systems, with assistance from staff of the Office of Library Development and Services, successfully negotiated and implemented the merger. Action by the 1983 Minnesota Legislature provided for merger incentive grants in F.Y. 1984 and F.Y. 1985 to assist in funding integration of system services.

G. Extension and Revision of Federal Library Services and Construction Act

In October, 1984, Congress extended the Library Services and Construction Act (LSCA) through F.Y. 1989. Amendments to LSCA establish several new priorities for use of funds, add three new titles, and for the first time provide for forward funding.

Title I, Public Library Services, continues to emphasize extending library services to persons lacking such service, strengthening public library services where they are inadequate, improving library services for persons in state correctional facilities and welfare institutions and improving library services for blind and physically handicapped persons. New emphasis is given for programs that serve the elderly, programs designed to combat illiteracy, programs that assist public libraries to serve as community information referral centers, and programs that increase services and access to services through effective use of technology.

LSCA Title II continues as Public Library Construction, allocating funds to the states for grants for construction of new public library buildings, for remodeling to make public libraries accessible to the physically disabled, and for remodeling to make public library buildings more energy efficient.

LSCA Title III, Interlibrary Cooperation and Resource Sharing, provides funds for planning and operating cooperative programs involving academic, public, school and special libraries.

The three new titles are administered directly by the U.S. Department of Education, not by state library agencies. Title IV, Library Services for Indian Tribes, provides grants to Indian tribes to establish, operate or contract for library services. Title V, Foreign Language Materials Acquisition, allows state library agencies and public libraries to apply for grants of up to \$15,000 to acquire foreign language materials. Title VI, Library Literacy Programs, allows state library agencies and public libraries to apply for grants of up to \$25,000 to support development of literacy services in libraries and to promote cooperation among providers of literacy services.

The present administration has, in each of its budgets, requested no funding for LSCA. Each year Congress has restored funds at least to the level of the previous year. For F.Y. 1985, LSCA is funded under a continuing resolution providing increases of approximately 15% in Titles I and III, and funds under Title II for the first time in ten years. A possibility remains of a deferral request from the administration to Congress.

Despite the difficulties of uncertainty in funding, LSCA remains an important program for public library development and multi-type library cooperation in Minnesota.

III. Future Consideration

A. Rules for Library Grant Programs

In addition to statutory provisions, library grant programs are governed by Rules of the State Board of Education, Parts 3530.0200-3530.1500. These rules are now being reviewed for possible revision. Rules also are being drafted for public library construction grants.

B. 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 1985, the minimum per capita amount is \$3.58.

Adjusted assessed valuations for 1983, payable 1984, declined. As a consequence, minimum levels of local support or maintenance of effort amounts for public library support in 1985 were certified at 1984 levels or lower for 62 participating counties.

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 supporting public library services at or below the minimum per capita or adjusted valuation amounts established in statute. The latter counties are under the 10% "cap" described previously. A list of counties under the 10% "cap" is included in Appendix B.

Staff of the Department of Education's Office of Library Development and Services 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.

C. Remaining Unserved Areas

Twelve counties remain with no countywide public library service, excluding the three counties which have or will begin services in F.Y. 1985. Although there are city libraries in these counties, 98,772 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. Growth has been slower in the 1980's, with only Clearwater, Dodge, Pope, Swift and Traverse initiating public library service. Regrettably, Yellow Medicine County ceased supporting public library service in 1981, and Lac Qui Parle County ceased supporting public library service in 1982.

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, Cottonwood, Fillmore, Houston, Hubbard, Lincoln, Mahnomon, Pipestone, Renville, and Wilkin Counties have not established countywide library services, and Lac Qui Parle and Yellow Medicine Counties 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.

In several sessions, legislation has been introduced requiring counties to provide funding for public library services and join a regional public library system. The Department of Education has advanced this proposal again to the Governor's office for consideration in the 1985 Minnesota Legislature.

D. Formula for Regional Library Basic System Support Grants

Since F.Y. 1979, Regional Library Basic System Support Grants have been calculated using a statutory formula (Minn. Stat. § 134.35). The original formula was enacted by the 1978 Minnesota Legislature and modified by the 1979 Minnesota Legislature.

The formula allots 55% of available funds to the 12 systems in an equal amount per capita and 15% in an equal amount per square mile. Each system is allotted \$35,000 for basic system services. Remaining funds are for equalization, prorated among systems serving counties with adjusted assessed valuations per capita below the state average.

The formula worked rather well for six years, but modification is needed now. As dollar amounts have increased, an insufficient portion is distributed in an equal amount per capita. The valuation factor is now a variable in the formula, accounting for 19.8% of the total in F.Y. 1980 and 22.8% in F.Y. 1984. It needs to be fixed at a specific percentage in order to contribute to stability in system funding.

Over a period of approximately eighteen months, the Council of Regional Public Library System Administrators and the Advisory Council to the Office of Library Development and Services have discussed and studied many formula alternatives. Concepts endorsed by these groups are reflected in a modification to the formula proposed by the Department of Education and under consideration by the Governor for the 1985 Minnesota Legislature.

The proposal would allot 60% of available funds among the 12 systems in an equal amount per capita and 15% in an equal amount per square mile. In addition, 7.5% of the funds would be distributed equally among the systems serving counties with adjusted assessed valuations per capita below the state average.

By increasing the per capita factor, this proposal emphasizes that the number of people to be served is a major factor in the cost of public library service. It retains the area factor at the same percentage as the current formula, recognizing that the geographic size of a system is also a cost factor. Establishing the basic system services factor as a percentage of the total rather than a dollar amount allows it to increase as total available funds increase. Establishing the equalization factor as a percentage should contribute to more stability in system funding.

Funding this proposed formula so that no system receives a reduction in funds is estimated to cost, in addition to inflation adjustments, approximately \$300,000 for the biennium over the amount needed to retain the current formula.

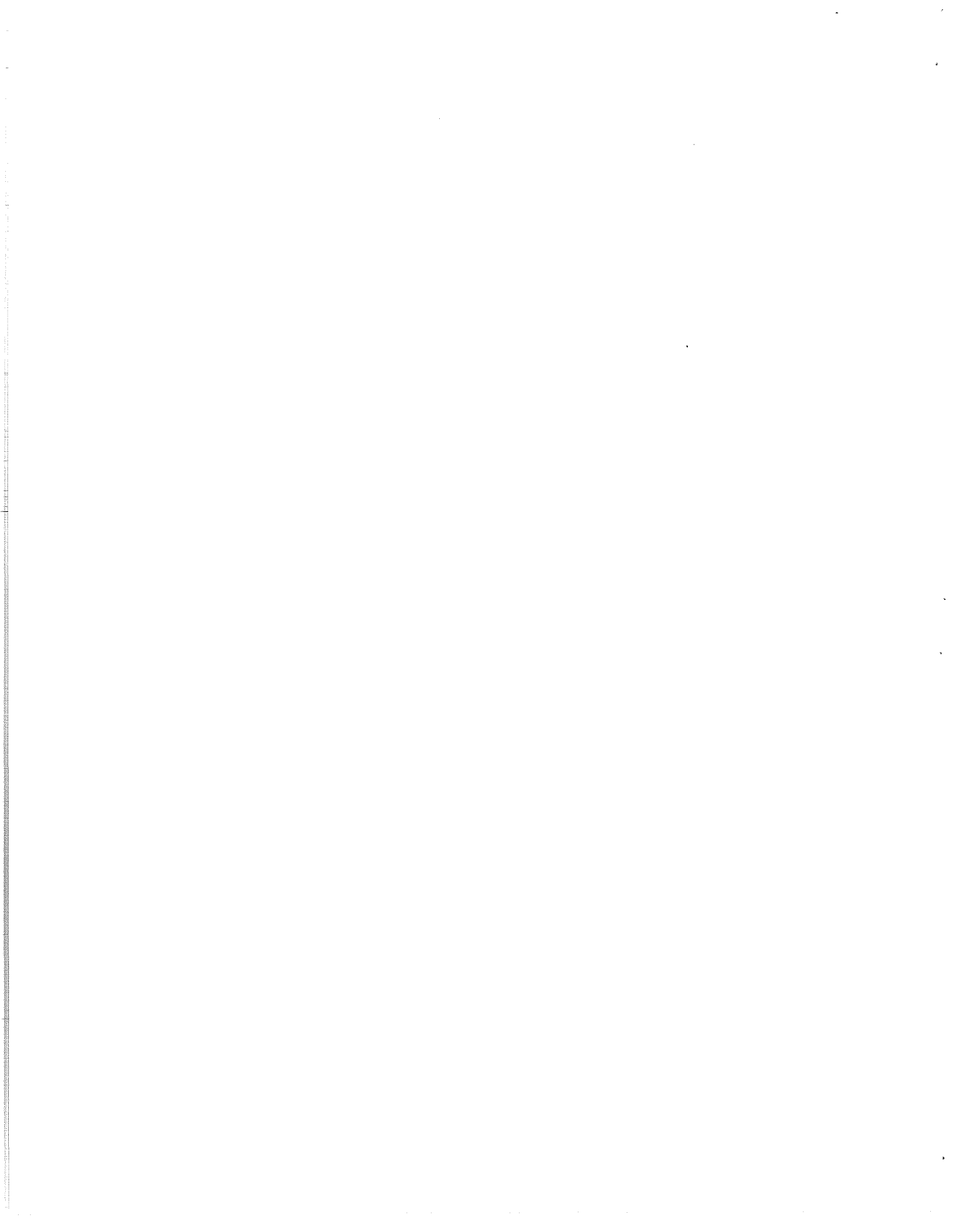
E. Public Library Construction

A grant program is needed to stimulate improvement of public library buildings. Of 330 public library buildings in Minnesota, only 150 were built as public libraries. Of these, 34% were built between 1899 and 1919, and 46% were built before 1960. These older buildings tend to be inaccessible to the physically handicapped, wasteful of energy, inadequate in space, inefficient for operation, and unsuited to the installation of new technology.

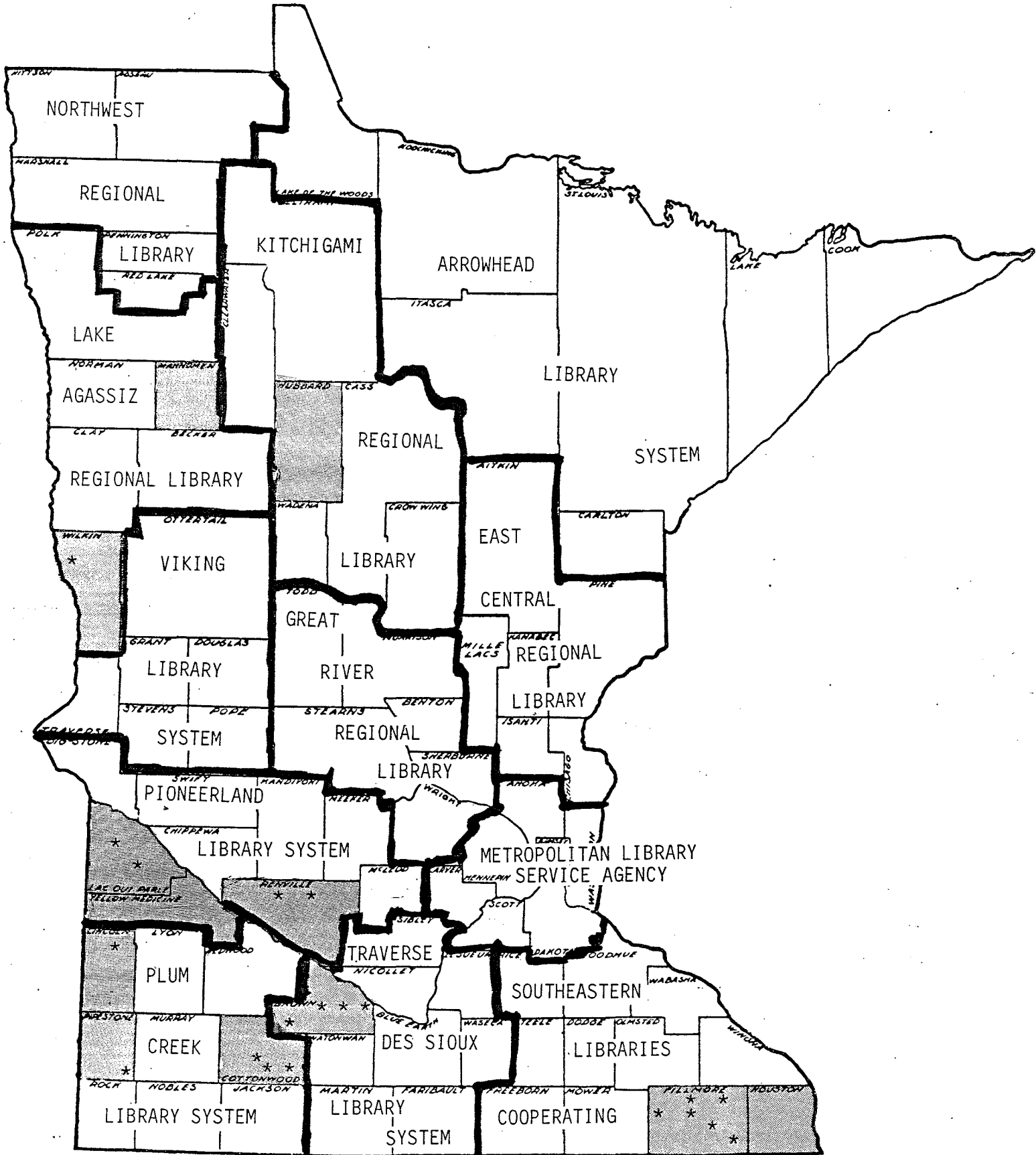
In only about half of the state's public library buildings can a person in a wheelchair enter the building and approach the circulation desk unassisted. In even fewer public libraries have the restrooms been remodeled for use by the physically disabled. There are 163 public library buildings of less than 2,500 square feet, thus not meeting the minimum size for public library buildings established in state goals.

Experience in F.Y. 1984 with Public Library Construction Grants from federal Emergency Jobs Bill funds also verified the need for a state funded grant program. Twelve grant applications were received but funds were available for only five projects. Funds requested for the projects not funded totalled approximately \$1,000,000.

The Department of Education has proposed to the Governor's Office a public library construction grant program funded at \$1,000,000 for each year of the biennium. This proposal is under consideration now for possible recommendation to the 1985 Minnesota Legislature.



MINNESOTA PUBLIC LIBRARY SYSTEMS
1984



*City Libraries participating in Regional Public Library systems.
Counties which do not tax for public library service, nor
participate in regional public library systems are shaded.



Appendix A

Arrowhead Library System

Population: 314,565

Carlton County
Cook County
Itasca County
Koochiching County
Lake County
Lake of the Woods County
St. Louis County

East Central Regional Library

Population: 112,560

Aitkin County
Chisago County
Isanti County
Kanabec County
Mille Lacs County
Pine County

Great River Regional Library

Population: 260,517

Benton County
Morrison County
Sherburne County
Stearns County
Todd County
Wright County

Kitchigami Regional Library

Population: 104,611

Beltrami County
Cass County
Crow Wing County
Wadena County

Lake Agassiz Regional Library

Population: 118,258

Becker County
Clay County
Norman County
Polk County

Metropolitan Library Service Agency

Population: 1,985,860

Anoka County
Carver County
Dakota County
Hennepin County
Ramsey County
Scott County
Washington County

Northwest Regional Library

Population: 53,002

Kittson County
Marshall County
Pennington County
Red Lake County
Roseau County

Pioneerland Library System

Population: 128,784

Big Stone County
Chippewa County
Kandiyohi County
McLeod County
Meeker County
Swift County (Service to
begin in F.Y. 1985)

Plum Creek Library System

Population: 106,138

Jackson County
Lyon County
Murray County
Nobles County
Redwood County
Rock County

Southeastern Libraries Cooperating

Population: 381,118

Dodge County (Service to
begin in F.Y. 1985)
Freeborn County
Goodhue County
Mower County
Olmsted County
Rice County
Steele County
Wabasha County
Winona County

Traverse des Sioux Library System

Population: 213,522

Blue Earth County
Faribault County
LeSueur County
Martin County
Nicollet County
Sibley County
Waseca County
Watonwan County

Appendix A (Cont)

Viking Library System

Population: 115,468

Douglas County

Grant County

Otter Tail County

Pope County

Stevens County

Traverse County

Note: Clearwater County, with a population of 8,761 persons, also will begin participating in a regional library system in 1985.

Total population: 3,903,164

Appendix B
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.

1984

Aitkin Co.
Beltrami Co.
Cass Co.
Crow Wing Co.
Marshall Co.
Pennington Co.
Roseau Co.
Otter Tail Co.

1985

Marshall Co.
Roseau Co.

