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The Minnesota Public Library Development Program

Report to
The 1987 Minnesota Legislature

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Management Effectiveness Division
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I. Introduction

A. Scope of Report

This report is filed pursuant to Minnesota Statutes § 134.31, subd. 4 (1984). It addresses public library development and statewide interlibrary cooperation activities. A separate report, filed pursuant to Minnesota Statutes § 134.351, subd. 5 (1984), 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 (1984) 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 Effectiveness 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 Human Services. 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. 1987, twelve regional public library systems will provide countywide library service in 76 counties (shown on map and listed in Appendix A). There are 17 city libraries in 8 additional counties affiliated with regional public library systems.

In F.Y. 1985, Dodge County began participating in Southeastern Libraries Cooperating, Clearwater County began participating in the Lake Agassiz Regional Library, and Swift County began participating in the Pioneerland Library System. Fillmore County has voted to begin participation in Southeastern Libraries Cooperating (SELCO) in F.Y. 1987.

There are 337 public library service outlets in Minnesota, organized into 135 administrative units - regional, county and city libraries. Nineteen city libraries serving a total of 64,093 people have chosen to remain unaffiliated with regional public library systems. Eleven counties remain which have no countywide public library service. The population having no tax supported public library service is 108,372.

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 1985, Minnesotans borrowed 31,264,957 items from public libraries or an average of 7.9 items per capita. This reflects an increase of 5.58% over 1984, and an increase of 28.27% 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 1985 totaled \$65,573,598, an increase of 8.2% over 1984. County and city funds, which account for 85.7% of the total, increased 9.1%. State and federal funds provided 8.7% of the total, a decline of .5%. The remaining 5.5% is miscellaneous income from sources such as grants, fines, gifts and interest.

Per capita receipts from local sources increased from \$13.00 in 1984 to \$14.14 in 1985. 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 1985 was \$7.71. Clearly there is a general need for increased financial support for Minnesota public libraries.

Operating expenditures of Minnesota public libraries in 1985 totaled \$62,122,345. Expenditures for personnel were 65.9% of total expenditures. Expenditures for materials were 15.4% of total expenditures. The remaining 18.7% 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

Minnesota Statutes § 134.32 (1984) 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 Human Services and the Department of Corrections, and for library service for the blind and physically handicapped.

In addition, Minnesota Statutes § 134.32, subd. 7 (1984), 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. 1985 and F.Y. 1986 and estimated expenditures for F.Y. 1987 are as follows:

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	12,000	26,359		38,359
Institution Library Services and Blind & Physically Handicapped		52,142		52,142
Interlibrary Sharing Grants	174,475	163,500		337,975
Public Library Construction Grants				
Total	<u>\$4,632,000</u>	<u>\$1,154,585</u>		<u>\$5,786,585</u>

F. Y. 1986

	State*	Federal LSCA Title I	Federal LSCA Title II	Total
Establishment Grants		\$ 29,138		\$ 29,138
Regional Library Basic System				
Support Grants	\$4,754,800	1,000,000		5,754,800
Special Purpose Grants		430,481		430,481
Institution Library Services and Blind & Physically Handicapped		55,912		55,912
Interlibrary Sharing Grants	220,000	178,600		398,600
Public Library Construction Grants				
Total	<u>\$4,974,800</u>	<u>\$1,694,131</u>		<u>\$6,668,931</u>

Estimated F. Y. 1987

	State*	Federal LSCA Title I**	Federal LSCA Title II**	Total
Establishment Grants		\$ 30,550		\$ 30,550
Regional Library Basic System				
Support Grants	\$4,253,700	1,000,000		5,253,700
Special Purpose Grants		76,546		76,546
Institution Library Services and Blind & Physically Handicapped		55,912		55,912
Interlibrary Sharing Grants	220,000	194,600		414,600
Public Library Construction Grants			\$ 829,142	829,142
Total	\$4,473,700	\$1,357,608	\$ 829,142	\$6,660,450

*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.

Due to a projected state revenue shortfall, state funds for F.Y. 1987 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 Dodge County to Southeastern Libraries Cooperating, Clearwater County to the Lake Agassiz Regional Library and Swift County to the Pioneerland Library System. In F.Y. 1987, first year Establishment Grants will support the addition of Fillmore County to Southeastern Libraries Cooperating.

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

In F.Y. 1985, Congress appropriated construction funds under provisions of Title II of the Library Services and Construction Act. The State Board of Education awarded grants for projects in Cloquet, Minneapolis, New Prague and St. Peter. Additional LSCA appropriations for F.Y. 1986 will be awarded during F.Y. 1987.

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. 1985 and F.Y. 1986, state funds 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.

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

Congress has 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. Appropriations, however, have not yet been made on the basis of 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 Duluth Public Library and the Great River Regional Library have each been awarded grants of \$25,000 under Title VI for F.Y. 1986.

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. 1987, LSCA is funded at a level higher than F.Y. 1986 but final allocation amounts for Minnesota are not yet known.

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

F. Minnesota Library Reciprocal Borrowing Compact

A milestone in public library service was reached on July 1, 1986, when an agreement among all Minnesota public libraries participating in the state program agreed to honor library cards from all other participating public libraries. This agreement, the Minnesota Library Reciprocal Borrowing Compact, means that 96 percent of Minnesota's population may use any one of over 300 public library buildings and 28 bookmobiles, from Caledonia to Hallock, from Luverne to Grand Marais.

This is a pilot program for two years, from July 1, 1986, through June 30, 1988. During the pilot period, use of the compact is monitored through quarterly reports. Procedures are changed as necessary to keep the program operating as smoothly as possible. An evaluation will be performed to determine whether or not action is needed by the Minnesota Legislature to continue the program on an ongoing basis.

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 3530.0200-3530.2644. These rules are now being reviewed for possible revision. Rules were adopted for public library construction grants in F.Y. 1986.

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 1987, the minimum per capita amount is \$3.58.

Adjusted assessed valuations for 1983, 1984 and 1985 have declined. As a consequence, minimum levels of local support or maintenance of effort amounts for public library support in 1987 were certified at 1985 levels for many participating counties.

A few city council members and county commissioners have indicated that they may seek to eliminate a minimum level of local support requirement. Interest appears strongest in several counties which are supporting public library services at very low levels.

Staff of the Department of Education's Office of Library Development and Services do not recommend eliminating 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 service 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. Staff are currently studying the issue to determine any appropriate recommendations to the Legislature in 1987.

C. Remaining Unserved Areas

Eleven counties remain with no countywide public library service. Although there are city libraries in these counties, 95,168 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, Fillmore, 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, Houston, Hubbard, Lincoln, Mahnomen, 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 1987 Minnesota Legislature.

D. Public Library Construction

A grant program is needed to stimulate improvement of public library buildings. Of 337 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 over 160 public library buildings of less than 2,500 square feet, thus not meeting the minimum size for public library buildings established in state goals.

Recent experience with Public Library Construction Grants from federal Emergency Jobs Bill funds has also verified the need for a state funded grant program. Applications are submitted for hundreds of thousands of dollars more than is available.

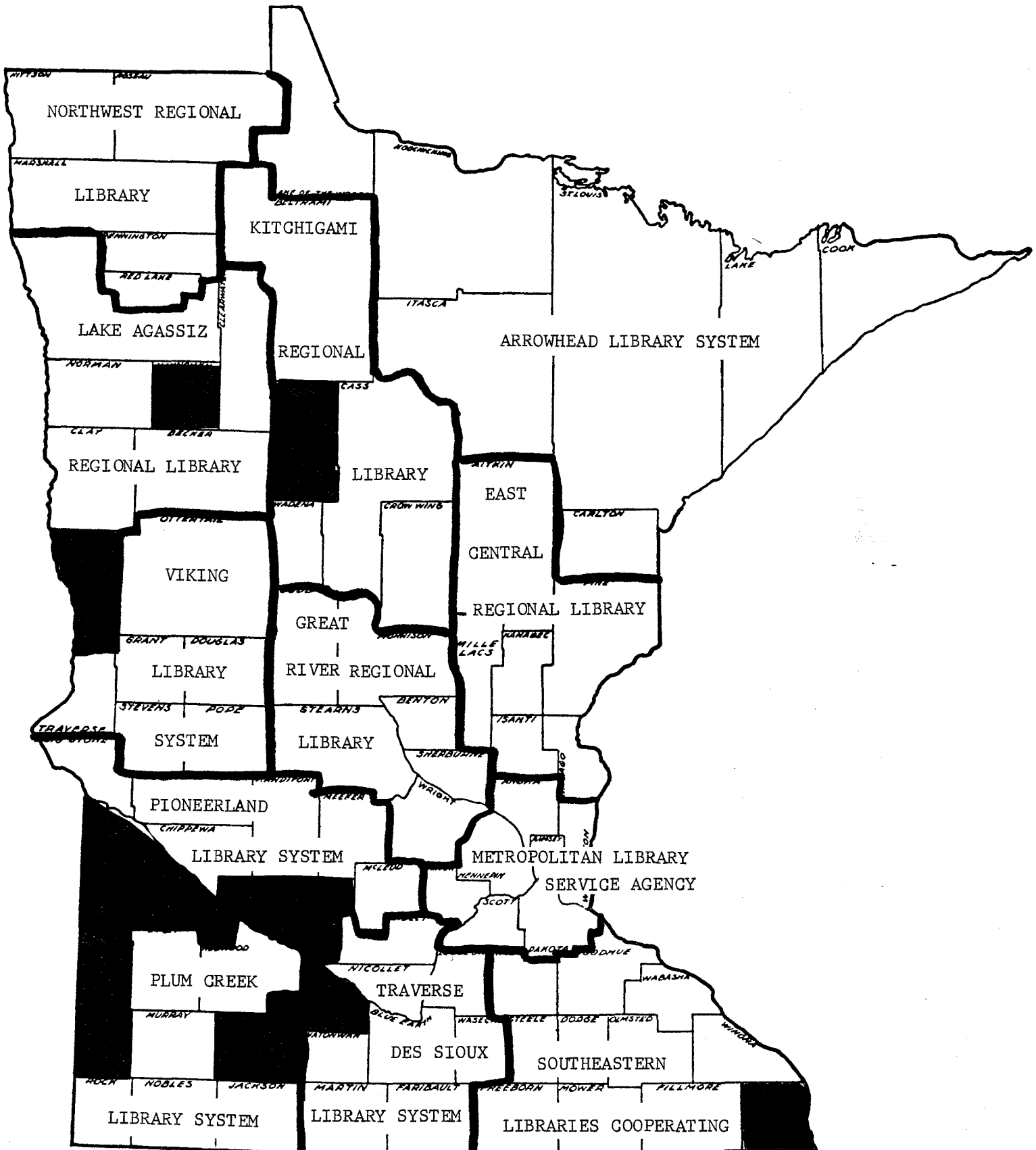
The Department of Education has proposed to the Governor's Office a public library construction grant program funded at \$1,000,000 for each year of the biennium. This proposal is under consideration now for possible recommendation to the 1987 Minnesota Legislature.

E. Public Library Automation Developments

For the past few years, automation systems for library operations have been developed and improved to the point that they have become extremely valuable in enabling libraries to perform many of their operations more efficiently and more effectively. These systems allow the libraries to offer more and better service to their clients. One of the most important services which the computer enables is the development of data bases which allow staff and clients of one library to know the library materials holdings of another library, thereby facilitating the sharing of these expensive resources among the users of other libraries.

As these developments have been occurring, libraries in Minnesota have been engaging in planning activities so that they will be able to take appropriate steps when the time comes. Substantial expenditures of local, state and federal funds have been made in the areas of planning, preparation and, in some instances, implementation. However, few libraries have been able to secure or accumulate the substantial funding needed to purchase the hardware and software which is necessary to operate the automated systems. The Department of Education has advanced a proposal to the Governor's office for a grant program for automation implementation costs for consideration by the 1987 Legislature.

MINNESOTA PUBLIC LIBRARY SYSTEMS
1986



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: 267,767

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

Kitchigami Regional Library

Population: 104,347

Beltrami County
Cass County
Crow Wing County
Wadena County

Lake Agassiz Regional Library

Population: 127,019

Becker County
Clay County
Clearwater 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: 130,036

Big Stone County
Chippewa County
Kandiyohi County
McLeod County
Meeker County
Swift County

Plum Creek Library System

Population: 106,138

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

Southeastern Libraries Cooperating

Population: 387,992

Dodge County
Fillmore County (Service to
begin in 1987)
Goodhue County
Mower County
Olmsted County
Rice County
Steele County
Wabasha County
Winona County

Traverse des Sioux Library System

Population: 213,951

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

Total population: 3,918,705