

ARTICLE 47

# Public Library Services

by Alex Hess

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THE PUBLIC LIBRARY IS an educational institution whose purpose is to help people of all ages and interests continue to learn. Its function is to help individuals educate themselves, keep better informed about public affairs, and enjoy the pleasure of reading by acquiring, assembling, organizing, and making freely available the resources in its collection, and by providing access to remote information sources. Automation of local public library operations, the creation of systems of shared resources, and technological advances that give access to international networks of information and databases have combined to allow a tremendous increase in the speed and breadth of service delivery to library users.

## Library Establishment and Operation

### Statutory Authority

The public library—whether city, county, or multicounty (regional)—traditionally has been primarily the responsibility of local government. The legislature may grant authority to a local unit of government to establish library services by a general enabling law or by a special local act. Although most public libraries in the state have been established and are supported by local governments under the general law (G.S. Chapter 153A, Article 14), some operate under local acts with provisions different from the statewide statutes. The law also authorizes counties and cities to appropriate funds to support libraries that provide free services to all [G.S. 153A-263(6); 153A-264]. The local governing body should be familiar with all the laws that created and govern its library.

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## Library Board of Trustees

The governing body of a city or county (board of county commissioners or city council) may appoint a library board of trustees (G.S. 153A-265). Appointments to the board are made at the discretion of the local governing body, which is authorized to determine the number of trustees (not to exceed twelve), their terms of office, rules for their removal from office, and any compensation they might receive. Powers that may be delegated to a library board by a governing body are listed in G.S. 153A-266. The board is required to make an annual report on library operations to the local governing body and also to the Department of Cultural Resources as required by G.S. 125-5. (If a board of trustees has not been established, the local governing board itself would have to submit the report.)

## Library Employees

To serve as the chief administrator of any public library system in North Carolina, G.S. 153A-267 requires that a person have a professional librarian certificate issued by the Secretary of Cultural Resources, pursuant to G.S. 125-9 and 125-10 under regulations for certification established by the Public Librarian Certification Commission (G.S. 143B-67, 7 NCAC 2F). All employees of a public library are “for all purposes” bona fide employees of the county or city that supports it (G.S. 153A-267). They are covered by workers’ compensation insurance and are eligible for membership in the local retirement system and other fringe benefits. G.S. 160A-463 provides that employees of regional libraries (G.S. 153A-270) are entitled to the same rights and privileges as employees of the individual governments that participate in these libraries.

## Area Served by the Library

The earliest public libraries in the state were city libraries, serving the immediate community. Local initiative and interest were instrumental in their organization and support. By the mid-1920s, however, the county library had been recognized as a more efficient unit of library service. Primarily for this reason, more libraries that provide countywide service have been established than those within city limits. The fact that until 1979 state aid was given only to libraries that served entire counties also partly accounts for the preponderance of this type.<sup>1</sup>

The American Library Association (ALA) has stressed the importance of cooperation and joint action among libraries in reaching and sustaining adequate service, pointing out that only those bound together formally or informally in systems, sharing their services and materials, can meet the full needs of their clientele. The trend toward such broader-based library systems has proved practical not only because the per capita cost is less if the library serves a large area but also because the quality of services and resources can be improved through cooperation.<sup>2</sup>

The position of the North Carolina Library Association has also been to encourage public libraries to share resources and services. In 1987, it stated as follows:

Since on a per capita basis it takes more to run a small library than a large one, many communities cannot raise sufficient tax funds to support public libraries that will meet . . . minimum standards. Whenever inadequate support makes it impossible to meet these standards, libraries should find an alternative method of providing library service, either by combining [libraries in] small localities into a large library unit or by contracting for local services with an existing, strong library unit. In this way, effective library services can be made available to any community, no matter how small.<sup>3</sup>

Toward this end, the law enables two or more units of local government to operate libraries and other undertakings jointly (G.S. Ch. 160A, Art. 20, Pt. 1, 7 NCAC 2E § .0200) and to acquire or construct public buildings together (G.S. 153A-164). The units may acquire the necessary land for such purposes, or they may use land already belonging to one of the participating governments. In 2005, fifty-one counties and ten cities maintained their own individual

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1. In 1979 G.S. 125-7(c) was amended to allow city and regional libraries to share in state-provided library equalization funds.

2. American Library Association, *Minimum Standards for Public Library Systems, 1966* (Chicago: The Association, 1967), 10–11.

3. North Carolina Library Association, Public Libraries Section, Standards and Measures Committee, *Standards for North Carolina Public Libraries* (Raleigh, N.C.: Division of State Library, 1987), 7.

units, while forty-nine counties had formed fifteen regional library systems, making larger book collections and more varied services possible.<sup>4</sup> These systems are defined as “public authorities” and are subject to the Local Government Budget and Fiscal Control Act (LGBFCA).<sup>5</sup>

The examination of local needs in determining the best way to provide library services has now become the standard criteria. In 1980, the Public Library Association, a division of the ALA, first recommended that national standards for library performance be abandoned in favor of formulating local goals and objectives based on the needs of particular communities. In *A Planning Process for Public Libraries*,<sup>6</sup> a report of the recommendations from a study commissioned by the association, differences in communities were recognized. The report emphasized the needs of individual citizens as the basis for analyzing the area to be served, and it urged libraries to seek active participation from every segment of the locality in conducting a community survey. As currently formulated, excellence in providing library services must be defined locally and results when services match community needs, interests, and priorities. In addition, excellence in the provision of services is considered a moving target and its maintenance requires constant monitoring and planning.<sup>7</sup>

Following the ALA’s recommendation, community analyses were conducted by most of the public library systems in North Carolina, and now, as a requirement for eligibility to receive state aid, each library is required to compile an assessment of the needs of the library community, prepare and annually revise a long-range plan of service, and submit copies each year of the needs assessment and long-range plan to the North Carolina State Library.<sup>8</sup>

## Financing the Public Library

### Local Financial Support

Since library service to the general public has been considered chiefly a function of local government, financial backing has come predominantly from the locality served. Both counties and cities have authority to support libraries from any available source of funds [G.S. 153A-263(6); 153A-268], including, most importantly, the property tax [G.S. 153A-149(c)(19) (for counties); 160A-209(c)(20) (for cities)]. Since both types of governments may finance libraries, cities may contribute to the operation of county or regional libraries. Also, counties may make appropriations to city libraries that are used by county residents who live outside the city. In a few places, libraries are legally entitled to share in the profits of the local alcoholic beverage control (ABC) system,<sup>9</sup> and some of them have their own endowment funds.

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4. North Carolina Department of Cultural Resources, Division of State Library, Library Development Section, *Directory of North Carolina Libraries, 2005* (Raleigh, N.C.: The Section, 2005), 1–75.

5. Letter, Harlan Boyles, Secretary, N.C. Local Government Commission, to Elaine von Oesen, Assistant State Librarian, October 2, 1973.

6. Vernon E. Palmour, Marcia C. Bellassai, and Nancy V. DeWath, *A Planning Process for Public Libraries* (Chicago: Public Library Association, ALA, 1980), xi–xii.

7. Sandra Nelson, *The New Planning for Results: A Streamlined Approach* (Chicago: American Library Association, 2001), 1–2.

8. 7 NCAC 2E .0301(10); G.S. 125-5.

9. See, e.g., 1947 N.C. Sess. Laws ch. 835 for a specific grant of 5 percent of net ABC profits to the Public Library of Charlotte and Mecklenburg County.

## Federal Aid

### *The Library Services and Construction Act*

Federal aid began when Congress passed the Library Services Act<sup>10</sup> in 1956 to help states improve and extend public library services in rural areas. This act was replaced in 1964 by the Library Services and Construction Act (LSCA),<sup>11</sup> which broadened and increased federal assistance to the states for public library services and specified that urban areas could share in those funds on the same basis as rural areas. The 1964 act extended the use of federal allocations to library construction and gave the library agency of each state (the State Library of North Carolina in this state) full authority to plan for the use of LSCA funds.

The act was divided into titles to achieve its objectives. The three main titles to be administered by the State Library of North Carolina were established in the first two years of the LSCA's existence: Title I for Library Services, Title II for construction and improvements, and Title III to encourage interlibrary cooperation.<sup>12</sup> Five further titles were added over the next thirty years, extending the use of funding to include foreign language materials, literacy programs, services for Indian tribes, library learning centers, and provision for evaluation and assessment.<sup>13</sup> Aid for the physically handicapped was initially added as a separate title in 1966, but was later transferred to Title I as a part of public services.<sup>14</sup> The LSCA was reauthorized several times between 1964 and 1996 with new directives and requirements for the use of funds as well as extensions for new purposes. During that period, the State Library of North Carolina submitted annual plans and reports to the federal oversight agency (the U.S. Department of Education) for grants awarded under the LSCA, except for those under Title IV in which qualifying Indian tribes applied directly to the federal government.

In addition to Title II construction funds, LSCA funding for Titles I and III was distributed in the form of direct grants to enrich collections and services, to support special demonstration projects such as community information and referral systems, and to encourage interlibrary cooperation in collection development, planning, and resource sharing. North Carolina public libraries were aided in improving their facilities and resources, in automating services, and in developing a statewide network of shared information and services. Public Services grant awards for state fiscal years 1996–97 and 1997–98 included projects for data systems upgrades and transfers, public access, youth and student collections, video services, large print and books-on-tape collections, and Internet and local area network services.<sup>15</sup>

LSCA funds were also used to serve people across the state who needed materials in a language other than English, to support workshops and conferences that provided information and continuing education for librarians and library trustees, and by the Division of State Library for research and publications as well as to foster and strengthen cooperative efforts among libraries.<sup>16</sup>

### *The Library Services and Technology Act*

In 1996 Congress enacted the Library Services and Technology Act (LSTA).<sup>17</sup> It continued the LSCA approach of using a state agency (again, the North Carolina State Library in our state) as the conduit for federal funds to local libraries, but transferred federal oversight from the U.S. Department of Education to the Institute of Museum and

10. Pub. L. No. 84-597, 70 Stat. 293 (1956).

11. Pub. L. No. 88-269, 78 Stat. 11 (1964). Before its repeal in 1996, the LSCA was codified at 20 U.S.C. § 351 *et seq.*

12. Pub. L. No. 88-269, 78 Stat. 11 (1964); Pub. L. No. 89-511, 80 Stat. 313 (1966).

13. Pub. L. No. 98-480, 98 Stat. 2236 (1984) (Titles IV, V, VI); Pub. L. No. 101-254, 104 Stat. 107 (1990) (Titles VII, VIII).

14. Pub. L. No. 91-600, 84 Stat. 1660 (1970).

15. North Carolina Department of Cultural Resources, Division of State Library, *North Carolina Public Library Services Grant Awards, 1996–97* (last updated April 24, 1997), available at <http://statelibrary.dcr.state.nc.us/ld/pubaward.htm>; North Carolina Department of Cultural Resources, Division of State Library, *LSCA Title I Public Library Services Grants FY 1997–98* (no longer available on website; author has a printed copy).

16. David M. McKay, "Epilog," in Thornton W. Mitchell, *The State Library and Library Development in North Carolina* (Raleigh, N.C.: Division of State Library, 1983), 138–39.

17. Pub. L. No. 104-208, 110 Stat. 3009 (1996). The LSTA is codified at 20 U.S.C. § 9121 *et seq.*

Library Services and expanded the definition of which libraries were to be funded. The LSTA serves as a successor to the library programs found in the Higher Education Act (HEA) as well as those of the LSCA, and includes appropriations for programs for library education and academic libraries as well as for local public libraries.<sup>18</sup> The focus of the act is upon two key priorities: (1) activities using technology for information sharing among libraries and between libraries and other community services, and (2) programs that make library services more accessible to urban and rural communities, to low-income people, and to others who have difficulty using traditional library services.<sup>19</sup> Specifically, as reauthorized in 2003, the act requires that 96 percent of the funds provided to a state library administrative agency be expended directly, through subgrants, or cooperative agreements to be used for the following:

1. expanding services for learning and access to information and educational resources in a variety of formats, in all types of libraries, for individuals of all ages;
2. developing library services that provide all users access to information through local, State, regional, national, and international electronic networks;
3. providing electronic and other linkages among and between all types of libraries;
4. developing public and private partnerships with other agencies and community-based organizations;
5. targeting library services to individuals of diverse geographic, cultural, and socioeconomic backgrounds, to individuals with disabilities, and to individuals with limited functional literacy or information skills; and
6. targeting library and information services to persons having difficulty using a library and to underserved urban and rural communities, including children (from birth through age 17) from families with incomes below the poverty line. . . . (20 U.S.C. § 9141)

The LSTA provides greater flexibility and reduces the administrative burden on the state administering agency. There are no separate titles with individual purposes and no mandated set-asides for institutional library services and services for the blind and handicapped or for major urban resource libraries.<sup>20</sup> There is also no provision for a continuation of the old LSCA Title II construction and facilities funds. Continuity is found instead with the old Title I and III allocations for library services and cooperation, with an emphasis on technological innovation. The LSTA also required the state library agency to file a five-year implementation plan and included strong requirements for increased accountability and evaluation, including an independent evaluation prior to the end of the five-year plan.

The 2003 reauthorization changed the requirement of submitting an initial five-year implementation plan to one requiring a plan to be submitted to the Director of the Institute of Museum and Library Services once every five years. The State Library had already prepared an implementation plan in August 2002 that covered the next five-year span (2003–7). The plan filed by the North Carolina State Library includes criteria for eligibility and policies for evaluating proposals in the grant-awarding process established for future fund distribution to public, academic, school, special libraries, state agency libraries, and the State Library of North Carolina itself. Other eligible entities include library cooperative organizations, library-related organizations, state and local professional library associations, library/media center administrative units, graduate library educational programs, and national or regional library organizations.<sup>21</sup>

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18. North Carolina Department of Cultural Resources, Division of State Library, *Discussion Paper: Implementing the Library Services & Technology Act in North Carolina June 1997* (last updated June 5, 1997), available at [http://statelibrary.dcr.state.nc.us/nclin/ilc/lsta\\_dp.pdf](http://statelibrary.dcr.state.nc.us/nclin/ilc/lsta_dp.pdf).

19. North Carolina Department of Cultural Resources, Division of State Library, *Library Services & Technology Act: Plan for Implementation in North Carolina—2003–2007* (last updated August 2002), available at <http://statelibrary.dcr.state.nc.us/lsta/plan2003-07.pdf>.

20. The description in this paragraph is based on that found in North Carolina Department of Cultural Resources, Division of State Library, *Library Services and Technology Act: Plan for Implementation in North Carolina August 1997* (this version no longer available on website, author has a printed copy).

21. North Carolina Department of Cultural Resources, Division of State Library, *Library Services & Technology Act Plan for Implementation in North Carolina—2003–2007* (last updated August 2002), available at <http://statelibrary.dcr.state.nc.us/lsta/plan2003-07.pdf>.



The chief goals listed in the plan are to (1) achieve equity in library service so that all North Carolinians will have access to excellent library service without barriers; (2) create a climate for innovation and change—every North Carolina library will seek to continuously improve existing services and to create excellent, cutting-edge library services for all North Carolinians in response to changing needs, opportunities, and environments; (3) have libraries and librarians lead in support of learning and discovery for children and teens so that they will learn to read, love to learn, and have access to the world; (4) enable the State Library to serve as a leader in library and information services to aid North Carolina’s libraries in planning, evaluation, collaboration, professional development, and the use of technology to manage and deliver library services.<sup>22</sup>

To achieve these goals, the State Library is awarding a number of different types of grants. As part of the LSTA planning process, the grants are under constant review and are subject to modification depending upon their impact for positive change in meeting the goals of the program. Currently, public libraries are eligible to receive grants in several categories: EZ Grants, Project Grants, Statewide Leadership Grants, and Career Enrichment Grants.

EZ Grants have a simplified application process and do not require a letter of intent.<sup>23</sup> An LSTA Advisory Committee sets criteria for each grant program as part of an annual program. State Library staff review applications and make funding decisions (applicants have the opportunity to appeal those decisions to the LSTA Advisory Committee). There are two subcategories of EZ Grants. Regular EZ Grants use simpler forms that require little information other than a basic description of project plans. EZ Expanded Grants require more extensive information about local needs and plans for using the funds.

For the 2006–7 cycle, EZ Grants are available to public libraries for acquisition and replacement of basic computer equipment, for digitization of special collections, to aid the implementation of marketing and communication plans, and to help libraries improve print collections to meet user needs. Other EZ Grants exist to help public libraries in planning: for the first phase of an LSTA Project Grant (see below), for technology purposes, and for general programs, process analysis, youth services, and facilities. All EZ Grants are subject to a maximum request dollar amount and some require matching funds. Details and application packages are available at the State Library’s website under the LSTA section (<http://statelibrary.dcr.state.nc.us/lsta/lsta.htm>).

Project Grants are awarded for more complex projects and generally have funding at a higher level than EZ Grants.<sup>24</sup> Applicants are required to submit Letters of Intent (LOI). After a preliminary review of the LOI by the State Library Staff, the LSTA Advisory Board reviews them and makes recommendations—if an LOI is approved, then the submitting library is invited to submit a full application. State Library staff and peer reviewers evaluate the applications. The LSTA Advisory Committee then reviews the applications and the reviewer’s ratings, and makes funding recommendations to the State Librarian.

Project Grants available to public libraries for the 2006–7 cycle include Automated System Grants (to assist purchases of new or upgraded automated library systems or system components), Internet Infrastructure Improvement Grants, Library Outreach Services Grants, and two NC ECHO grant categories to aid digitization projects and to increase access to and to enlarge online content. A new category of Innovation Grants will be offered for projects designed to test concepts or to demonstrate new approaches or services.

As with the EZ Grants, all Project Grants are subject to a maximum request dollar amount—all also require matching funds. Multiyear projects submissions are also allowed for some of the Project Grants and is a requirement for one of the digitization grants. As with the EZ Grants, further information is available at the State Library’s website under the LSTA section (<http://statelibrary.dcr.state.nc.us/lsta/lsta.htm>).

Another category called Statewide Leadership Grants also exists for initiatives with a broad impact for libraries across the state and is managed directly by the State Library of North Carolina. Recently, Career Enrichment Grants have been added to the mix and can be sought by public library staff to provide help in attending state and national library conferences. As with the other grants, details and program deadlines are available at the LSTA section of the State Library website (<http://statelibrary.dcr.state.nc.us/lsta/lsta.htm>).

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22. *Id.*

23. This description of EZ Grants is based on information provided at the LSTA section of the State Library’s website, at <http://statelibrary.dcr.state.nc.us/lsta/lsta.htm> (use the “Overview” hyperlink for the latest grant cycle).

24. This description of Project Grants is based on information provided at the LSTA section of the State Library’s website, at <http://statelibrary.dcr.state.nc.us/lsta/lsta.htm> (use the “Overview” hyperlink for the latest grant cycle).

Public libraries are also required to comply with the provisions of the Children's Internet Protection Act (CIPA) in order to receive LSTA funds.<sup>25</sup> Actions required include a policy of Internet safety for minors that includes the operation of a technology protection measure with respect to any computers with Internet access. Further measures are required if the library also receives Universal Service (E-Rate) discounts for Internet access or internal connections. A detailed explanation of what is necessary for CIPA compliance can be found at the LSTA section of the State Library website in the Related Materials portion of the current grant program year (found at <http://statelibrary.dcr.state.nc.us/lsta/2006-2007Grants.htm>).

### ***Other Federal Aid***

Public libraries continue to apply for and receive funding from a variety of federal grant programs such as those of the National Endowment for the Humanities (NEH) or the Institute of Museum and Library Services (IMLS) in which the funds are distributed directly to the libraries. Naturally, the amount varies from year to year, but these funds can have a considerable impact. For the state as a whole, \$882,665 was received for the 2004–5 reporting period amounting to one out of every twenty dollars of total operating income for public libraries in that cycle.<sup>26</sup>

In November 2004, the Public Library of Charlotte and Mecklenburg County (PLCMC) was awarded a \$700,000 grant from the U.S. Department of Commerce through the department's Technology Opportunities Program, which funds model projects demonstrating innovative uses of network technologies. The award helps pay for interactive systems and attractions at a new facility that brings together a children's library and a theater and is a joint project of the PLCMC and the Children's Theatre of Charlotte.<sup>27</sup>

## **State Aid**

### ***History***

State financial aid to county and regional public libraries usually takes the form of cash grants and/or services. The state aid fund for public libraries was established in 1941. The first appropriation of \$100,000 per annum for "payment to counties" was increased during each successive session of the General Assembly until 1957, when the figure reached \$425,000. It remained at that level until an increase was approved in 1965.<sup>28</sup>

In 1964 the Governor's Commission on Library Resources was appointed to study the overall status of libraries in the state and to suggest ways to meet steadily increasing needs for educational and informational materials as well as services. The commission recommended that "continued study be given to the development of a plan for joint local-state-federal responsibility for public library financing."<sup>29</sup>

In 1967 the General Assembly created the Commission to Study Library Support in the state of North Carolina by joint resolution. Concluding that sources of public revenue for local governments are more limited than other sources of public revenue, this commission recommended that the state gradually assume equal responsibility with local government for public library support. It proposed that this goal be accomplished over a period of several years, during which time annual increases in state grants to public libraries would amount to approximately 20 cents per capita.<sup>30</sup>

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25. This brief description of CIPA certification requirements is based on information provided at the LSTA section of the State Library's website, at <http://statelibrary.dcr.state.nc.us/lsta/lsta.htm> (use the "Related Materials" hyperlink for the latest grant cycle).

26. North Carolina Department of Cultural Resources, Division of State Library, NC Public Library Statistics 2004/2005 [Draft] (last updated December 28, 2005), available at <http://statelibrary.dcr.state.nc.us/ld/plstats0405/plstats0405.htm>.

27. Public Library of Charlotte and Mecklenburg County, Public Library Receives Major Federal Grant for ImagineOn (last visited March 16, 2006), available at <http://www.plcmc.lib.nc.us/inTheNews/releaseDetails.asp?id=165>.

28. Financial records on file in the N.C. Department of Cultural Resources, Division of State Library, Raleigh.

29. North Carolina Governor's Commission on Library Resources, *Resources of North Carolina Libraries*, ed. Robert B. Downs (Raleigh, N.C.: The Commission, 1965).

30. North Carolina Legislative Commission to Study Library Support in the State of North Carolina, *Report* (Raleigh, N.C.: August 1968).

### *The Present System*

State funds are intended to stimulate the improvement and expansion of public library services. They are allocated among qualifying library systems on the basis of the rules and regulations formulated by the Secretary of the Department of Cultural Resources in accordance with G.S. 125-7 and G.S. 143B-10 (7 NCAC 2E § .0300).

The present formula for distributing state aid for public libraries was adopted in 1983 after a four-year study of the financial needs of library systems. Under this formula, 50 percent of the state aid appropriation is distributed among qualifying county and regional libraries in equal block grants. Regional libraries receive one overall grant in addition to the ones that are received for each county in the region. The remaining 50 percent of the appropriation is awarded as per capita income equalization grants. Each eligible county, regional, and city library system receives a per capita grant that is inversely proportional to the per capita income of the area served. In the most affluent system the local per capita income is approximately twice that of the least affluent. The per capita equalization grant, therefore, results in the poorest system receiving about twice as much per capita as the richest. The formula thus directs more aid to the counties and cities that are less able to support libraries from local treasuries.<sup>31</sup>

General Assembly appropriations for the state aid fund for public libraries increased rapidly from 1983 to 1987, with the annual total moving from \$4.8 million in fiscal year 1982–83 to \$11.3 million in fiscal year 1987–88. The annual appropriation declined to below \$11 million from 1990 to 1996 but started rising again in the late 1990s to a peak of 16.9 million for fiscal year 1998–99. Over the past seven years, the state appropriation has generally remained in the \$14–15 million range with \$15,776,010 appropriated for 2005–6 and 2006–7.<sup>32</sup>

In addition, the General Assembly made separate appropriations for library construction from 1987–90 and again in fiscal year 1995–96. The \$2 million in nonrecurring funding for 1995–96 was to be used as grants for construction or for the purchase of books for public libraries and public school libraries. The State Library administered \$1.5 million according to the state aid formula, with the remainder being distributed by the Department of Cultural Resources.<sup>33</sup> Starting with the 1997–98 fiscal year, the General Assembly has made several appropriations for the creation and development of the NC LIVE electronic library project (see below, under “Interlibrary Cooperation”).<sup>34</sup>

The rules for the allocation of state aid to public libraries are compiled by the Department of Cultural Resources and specify application procedures for receiving state aid (7 NCAC 2E.0301). If a library system receives an appropriation from local government sources less than that of the previous year, a state grant will not be terminated, but instead reduced in proportion to the decrease; state aid is designed to supplement local funds rather than to replace them [7 NCAC 2E.0301(4)].

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31. “Keeping Up,” *North Carolina Libraries* 41 (Fall 1983): 162; North Carolina Department of Cultural Resources, Division of State Library, *Allocation of State Aid to Public Libraries* (last visited March 16, 2006), available at <http://www.dcr.state.nc.us/ld/staid/allocat.htm>; Cal Shepard, *State Aid in North Carolina* (last updated April 15, 1999), available at <http://statelibrary.dcr.state.nc.us/ld/staid/present/index.htm>.

32. North Carolina Department of Cultural Resources, Division of State Library, Library Development Section, *Statistics and Directory of North Carolina Public Libraries 1981–1982 through 1999–2000* (Raleigh, N.C.: Library Development Section); North Carolina Department of Cultural Resources, Division of State Library, *State Aid to Public Libraries, 1999–2000 through 2005–2006, Allocation of State Aid, and State Aid in North Carolina* (last visited March 16, 2006), available at <http://statelibrary.dcr.state.nc.us/ld/ld.htm>; see also line item 6100—Aid to Counties, section 1470—Services to Public Libraries (1981–82 through 1994–95) and line item 6960, section 1480 Statewide Programs and Grants (1995–96 to present) under Cultural Resources in North Carolina Office of State Budget and Management, *North Carolina State Budget 1983–1985 through 1999–2001* (Raleigh, N.C.: N.C. Office of State Budget and Management) and North Carolina Office of State Budget and Management, *Recommended Continuation Budget 2003–2005 through 2005–2007* (Raleigh, N.C.: N.C. Office of State Budget and Management, Office of the Governor).

33. *Tar Heel Libraries* 18 (July/August 1995): 1; 1995 N.C. Sess. Laws ch. 507, § 12.4; Grace-Ellen McCrann, North Carolina Department of Cultural Resources, Division of State Library, telephone conversation with author, December 30, 1997.

34. See SL 1997-443, § 10.11; SL 2001-424, § 28.40(a); *Joint Conference Report on the Continuation, Expansion and Capital Budgets*, dated July 17, 2004, F7 and J8.



## Other Funding Sources: Bill and Melinda Gates Foundation Grants

The original intent of the Gates Foundation U.S. Library Program was to connect all public libraries with the Internet by providing assistance in purchasing computers, setting up networks, and providing training and technical support to library staff.<sup>35</sup> With that goal essentially accomplished (a 2005 report commissioned by the American Library Association and the Gates Foundation stated that 98.9 percent of all public libraries offered free public access to computers and the Internet),<sup>36</sup> the foundation's new challenge is to enable public libraries to sustain that progress. To accomplish this, the Staying Connected Challenge Grant Program was developed to help states and libraries replace or upgrade computers received through the original U.S. Library Program.

North Carolina was awarded a \$523,920 matching funds grant for use in 2005–6. Seventy-five percent of the \$1,048,000 total can be used only to purchase public access computers, a basic office software package for each PC, and/or certain specific purchases to increase the speed of an Internet connection. The remaining 25 percent allow expanded purchase options—anything in the 75 percent category and/or certain additional equipment and software licenses needed for public access computing. Tables 47-1 and 47-2 provide an overview of support for public library services.

**Table 47-1. Sources of Income for Public Library Services (in dollars)**

Year	City Funds	County Funds	State Aid*	Federal Aid**	Other Income	Total
1942–1943	194,741	201,377	95,380	—	120,168	611,666
1952–1953	612,138	717,319	350,000	—	214,868	1,329,457
1956–1957	822,816	1,019,072	390,000	14,301	266,184	2,245,919
1966–1967	1,649,781	3,041,989	686,250	717,713	550,587	6,095,733
1976–1977	4,454,919	10,859,461	3,514,635	1,262,289	1,969,069	22,060,373
1986–1987	8,026,586	36,347,438	10,789,462	1,335,700	4,911,091	61,410,277
1996–1997	14,828,375	77,065,067	13,910,516	2,534,943	7,783,003	116,121,904
2004–2005	22,731,404	120,168,793	15,740,422	2,323,093	11,634,260	172,597,972

\*Includes Aid to Public Libraries Fund

\*\*Includes LSCA & LSTA

*Note:* Capital expenditures are not shown in this table.

*Sources:* Biennial Reports of the North Carolina State Library; N.C. Department of Cultural Resources, Division of State Library, *Statistics & Directory of North Carolina Public Libraries* (annual); N.C. Department of Cultural Resources, Division of State Library, *NC Public Library Statistics* (annual).

35. This discussion of the Gates Foundation grant program is based on material found at the Gates Foundation website, Libraries section, available at <http://www.gatesfoundation.org/Libraries/> (follow “U.S. Library Program” hyperlink) and at the State Library website, Library Development section, available at <http://statelibrary.dcr.state.nc.us/ld/ld.htm> (follow “Gates Library Foundation Grants in North Carolina” hyperlink).

36. Bill and Melinda Gates Foundation, U.S. Public Libraries Providing Unprecedented Access to Computers, the Internet, and Technology Training (last updated June 23, 2005), available at <http://www.gatesfoundation.org/Libraries/USLibraryProgram/Announcements/Announce-050623.htm>.

**Table 47-2. Percentage Contribution and Per Capita Income for Libraries by Source, 1966–1967, 1986–1987, and 1995–1996**

Year	County and City Funds Contribution /Per Capita	State Aid Contribution /Per Capita*	Federal Aid Contribution /Per Capita**	Other Support Contribution /Per Capita***	Population July 1
1966–1967	71% / \$0.96	10% / \$0.14	11% / \$0.15	8% / \$0.11	4,896,000
1976–1977	69% / \$2.73	16% / \$0.63	6% / \$0.23	9% / \$0.35	5,607,964
1986–1987	72% / \$7.02	18% / \$1.71	2% / \$0.21	8% / \$0.78	6,321,578
1996–1997	79% / \$12.25	12% / \$1.85	2% / \$0.34	7% / \$1.04	7,500,670
2004–2005	83% / \$16.73	9% / \$1.84	1% / \$0.39	7% / \$1.27	8,541,221

\*Includes Aid to Public Libraries Fund

\*\*Includes LSCA & LSTA

\*\*\*Private Donations, etc.

Sources: Biennial Reports of the North Carolina State Library; N.C. Department of Cultural Resources, Division of State Library, *Statistics & Directory of North Carolina Public Libraries* (annual); N.C. Department of Cultural Resources, Division of State Library, *NC Public Library Statistics* (annual); U.S. Census Population Estimates (annual).

## The State Library

### General Information

The reorganization of state government enacted by the General Assembly in 1971 brought the State Library under a new Department of Art, Culture, and History (1971 N.C. Sess. Laws ch. 864, § 19). The Executive Organization Act of 1973 renamed the latter the Department of Cultural Resources and assigned the Division of State Library to it (1973 N.C. Sess. Laws ch. 476, § 31).

G.S. 125-2(8) and 125-2(10) authorize the State Library to give assistance to all libraries in the state as to the best means of administering and managing such libraries and to plan and coordinate cooperative programs between the various types of libraries within the state of North Carolina, and to coordinate state development with regional and national cooperative library programs. In carrying out this mandate, the State Library coordinates programs and initiatives focusing on access to the Internet in public libraries, including state library supported e-mail and Internet accounts for public libraries, and serves as the state E-Rate Coordinator. (E-Rate is a discounted telecommunications service rates program for libraries and schools.)<sup>37</sup> E-Rate coordinates the N.C. Online Union List of Serials, which inputs summary holdings information for newspapers, magazines, and other serials owned by North Carolina libraries into the (OCLC) database.

The State Library consults with public libraries on management and intellectual freedom issues, provides training for library trustees, directors, and staff, and coordinates statewide programs providing library services for children and teens. It manages the Access to State Government Initiative, which was created to identify, collect, preserve, and provide continued access to government information in all formats and serves as an information distribution center by providing interlibrary loan services and access to audiovisual materials.

37. The overview in this and the succeeding paragraphs is based on information found at North Carolina Department of Cultural Resources, Division of State Library, *More about the State Library of North Carolina* (last visited March 16, 2006), available at <http://statelibrary.dcr.state.nc.us/about/about.htm>; recipients of E-Rate discounts are required to comply with the appropriate provisions of the Children's Internet Protection Act (CIPA). A detailed explanation of CIPA can be found at the LSTA section of the State Library website, available at <http://statelibrary.dcr.state.nc.us/lsta/lsta.htm> (follow "Related Materials for Applications" hyperlink).

Besides administering state and federal financial aid programs, the division provides a program of reference services for state and local government agencies, businesses, other libraries, and the general public. It offers research assistance and training for electronic census products as a participant in the State Data Center program, and collects and provides access to federal documents, state documents, genealogical materials, periodicals, newspapers, and maps.

The State Library, in promoting better public libraries throughout North Carolina, has sought to establish standards and guidelines to help them attain their greatest potential in service to their communities and, ultimately, to all citizens of the state. Libraries are one of the basic educational resources available to the public. The continued development and implementation of cost-effective services and modern technology for sharing knowledge have become even more essential in the current environment of rapidly changing methods for compiling, sending, and receiving information.

### **State Documents Depository System**

In 1987 the General Assembly enacted the Documents Depository Act to improve public access to publications of state agencies and to provide a better system for preserving them (G.S. Ch. 125, Art. 1A). The law named the State Library as the official depository of all these publications and created a State Publications Clearinghouse in the Department of Cultural Resources to receive and distribute publications to depository libraries. Taking into account regional distribution patterns and persons served so that the publications will be conveniently accessible to all residents of the state, the State Library may designate at least one library in each congressional district to serve as a depository. The State Library is responsible for formulating standards of operation and rules under which the depository system will be administered. The law also allows the Secretary of the Department of Cultural Resources to appoint a committee of depository librarians and state officials to advise the department in carrying out the provisions of the act.

Documents are cataloged into the OCLC database and assigned call numbers according to a classification scheme created for the depository system. The Clearinghouse is also responsible for coordinating the production of microfiche and the distribution of all paper and fiche publications to the depository libraries and the Library of Congress. It publishes a bimonthly Checklist of Official North Carolina State Publications, maintains records of publications received and cataloged, and reports on the operation of the Depository System to the State Library, the Depository System Advisory Board, and the North Carolina Library Association.

In 1991 the General Assembly amended the Documents Depository Act to require that state publications of historical or enduring value and importance be printed on alkaline (acid-free) paper. Such publications are to be designated on an annual basis by the State Librarian and the University Librarian at The University of North Carolina at Chapel Hill. The coordinator of the North Carolina State Publications Clearinghouse monitors compliance by state agencies with this requirement. The State Librarian and the librarian at The University of North Carolina at Chapel Hill are required to report annually to the Joint Legislative Commission on Governmental Operations regarding the titles designated, and are to include a compliance report from the coordinator of the North Carolina State Publications Clearinghouse.

### **Interlibrary Cooperation**

Besides formal organizations, such as regional libraries, other cooperative efforts are being made to help libraries meet increasing demands for a variety of services and materials. On a broad scale, G.S. 125-12, the Interstate Library Compact, authorizes local and state library agencies of those states that are parties to the agreement (North Carolina is one) to engage in joint and cooperative library programs and services.

NC LIVE (North Carolina Libraries and Virtual Education) is a statewide electronic library project of the libraries of North Carolina designed to provide equal access to an array of online resources and related services to enhance education, economic development, and the overall quality of life. Since its inception in 1998, NC LIVE has grown into a huge information gateway and now offers the citizens of North Carolina online access to a diverse collection of electronic resources including complete articles from over 16,000 newspapers, journals, magazines, and encyclopedias, indexing for over 25,000 periodical titles, and access to over 25,000 online print and audio books. NC LIVE is avail-

able free of charge to library patrons, students, and educators from four communities of interest (COIs)—public libraries, community colleges, the state’s university system, and members of the North Carolina Association of Independent Colleges and Universities. NC LIVE can be accessed from within an affiliated library or from home.<sup>38</sup>

Another cooperative endeavor is the Triangle Research Libraries Network (TRLN).<sup>39</sup> Consisting of Duke University, The University of North Carolina at Chapel Hill, North Carolina Central University, and North Carolina State University, TRLN seeks to marshal the financial, human, and information resources of their research libraries to create a knowledge environment that furthers the universities’ teaching, research, and service missions.

TRLN’s goals include the extension of the scope of information resources available to users through libraries and campus networks, the creation of new library and information services, and making information accessible to users in a convenient, timely, and equitable manner. TRLN hopes to develop strategic partnerships that enhance the delivery of information and services, provide a forum for discussing cooperative library and information issues, seek external funding in support of its goals, and maintain a leadership role among universities in the provision of collaborative research library services.

The Online Union Catalog (now a subset of the OCLC WorldCat database) and the Union List of Serials provide further examples of cooperation and resource sharing among North Carolina libraries.

## Additional Resources

- Bertot, John Carlo, Charles R. McClure, and Paul T. Jaeger. *Public Libraries and the Internet 2004: Survey Results and Findings*. Tallahassee, Fla.: Information Use Management and Policy Institute, College of Information, Florida State University, 2005.
- Fisher, Patricia H., and Marseille M. Pride, with assistance from Ellen G. Miller. *Blueprint for Your Library Marketing Plan: A Guide to Help You Survive and Thrive*. Chicago: American Library Association, 2006.
- Matthews, Joseph R. *Measuring for Results: The Dimensions of Public Library Effectiveness*. Westport, Conn.: Libraries Unlimited, 2004.
- Mayo, Diane, for the Public Library Association. *Technology for Results: Developing Service-Based Plans*. Chicago: American Library Association, 2005.
- Moore, Mary Y., in consultation with the Association for Library Trustees and Advocates. *The Successful Library Trustee Handbook*. Chicago: American Library Association, 2005.
- Nelson, Sandra S., for the Public Library Association. *The New Planning for Results: A Streamlined Approach*. Chicago: American Library Association, 2001.
- Sullivan, Michael. *Fundamentals of Children’s Services*. Chicago, Ill.: American Library Association, 2005.

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38. NC LIVE, *About NC-LIVE: Overview* (last visited March 16, 2006), available at <http://www.nclive.org/about.phtml>.

39. Memorandum of Understanding Concerning the Triangle Research Libraries Network (TRLN) (last updated October 5, 2005), available at <http://www.trln.org/about/mou.htm>.