

ENRICH IOWA REVIEW REPORT

JULY 2016



BACKGROUND

In July 2014, Interim State Librarian Barb Corson, with the support of the Iowa Commission of Libraries, named a steering committee to begin the process of reviewing the Enrich Iowa Program. The \$2.5 million Enrich Iowa Program is comprised of Open Access and Interlibrary Loan Reimbursement, which began in 1989; and Direct State Aid, which debuted in 1999. The Code of Iowa, sec. 256.57 outlines the Enrich Iowa Program.

“1. an enrich Iowa program is established in the division to provide direct state assistance to public libraries, to support the open access and access plus programs, to provide public libraries with an incentive to improve services that are in compliance with performance measures, and to reduce inequities among communities in the delivery of library services based on performance measures adopted by rule by the commission. The commission shall adopt rules governing the allocation of funds appropriated by the general assembly for purposed of this section to provide direct state assistance to eligible public libraries. A public library is eligible for funds under this chapter if it is in compliance with the commission’s performance measures. “

The steering committee was charged with developing a plan and timeline for the thorough review of the Enrich Iowa Program and ensuring that the process allowed for input from all stakeholders, including librarians of all types and sizes, from around Iowa. Steering committee members included: Betsy Thompson, Iowa Commission of Libraries; Rebecca Funke, State Library Advisory Panel; Barbara Corson, Interim State Librarian; Nancy Medema, State Library; Scott Dermont, State Library; Becky Heil, State Library; and Marie Harms, State Library. The first meeting was held on August 7, 2014.

TIMELINE ESTABLISHED	
AUGUST 7, 2014	Steering Committee meets
SEPTEMBER 1, 2014	Appoint Task Force
OCTOBER 8, 2014	Task Force first meeting
JANUARY 5, 2016	Task Force releases recommendation(s) for public comment
MARCH 2016	Recommendations go to Commission
JUNE 2017	Completion of development of changes, sharing information with libraries
JULY 2017	Implementation of changes to Enrich Iowa

TASK FORCE

The Task force was appointed in August 2014, with the following members:

MEMBER	LIBRARY	MEMBER	LIBRARY
Nathan Clark	Emmetsburg PL	Susan Henricks	Carnegie Stout PL
Sarah Clendineng	Ft. Madison PL	Laura Hoover	Swisher PL
Ann Coulter	SWCC-Creston	Andrew Hoppman	Lied PL, Clarinda
Sonja Ferrell	Ottumwa PL	Kim Kietzman	Altoona PL
Allison Ames Galstad	Coralville PL	Sue Kroesche	Orange City PL
Greg Heid	Des Moines PL	Sandy Long	Whittemore PL
Mary Fran Nikolai	Garnavillo PL	Dee Schrodt	Alexander PL
Amy Paulus	Univ. of Iowa	Sarah Sellon	Ely PL
Doug Raber	Marion PL	Leah White	Woodward PL
Sarah Rosenblum	Marshalltown PL		

Mary Heinzman, from the St. Ambrose University Library, facilitated the meetings.

The Task Force met on October 8, 2014 and November 20, 2014. An overview of the program and the budget were presented and explained. Task force members identified and discussed the pros and cons of the current program and determined common themes:

1. ILL REIMBURSEMENT

- Issues with the SILO system and the availability of items that are listed; no longer available, too new, and no shelf status, etc.
- Issues with interlibrary loan processing including mailers, labels, and methods of tracking ILLs.
- Requests for an update to the SILO interface, which could include a mobile version and patron status.

2. OPEN ACCESS

- Issues with record keeping and reporting including development of an online interface
- Training of library staff on how Open Access works and the requirements for recording transactions and patrons
- Participating libraries and contracting libraries and how each affects the program
- The program is confusing in determining who is eligible and what transactions can be counted for reimbursement, and how you code patrons.
- City Councils don't understand the value of the program and barriers exist for some libraries.
- Utilize different method of determining reimbursement

3. DIRECT STATE AID

- Local funding and services provided within communities
- Standards should reflect basic service parameters for 21st century libraries
- Funding for libraries to improve Tier levels

4. A. ENRICH IOWA FUNDING

- Issue was lack of adequate funding for program. Ideas to address included working with ILA through advocacy, requesting more from State, and talking to legislators.

B. ENRICH IOWA FUND DISTRIBUTION

- Regent libraries receive more per item for ILL reimbursement
- Better method of disbursing the money that would improve library services around the State
- Enforcement of deadlines so that libraries aren't negatively affected

The Task Force met again January 27, 2015 where the members brainstormed ideas to address the themes that emerged from the previous meetings. No answers were determined, but questions that emerged from the discussion included:

- **Q:** Can the committee determine another use for the money allocated for Enrich Iowa, such as updating SILO or a shared automation system?

R: The Attorney General's office responded with a definition of the word "assistance" in the Code, stating that the Code specifically indicated that money should be given directly to the libraries.

- **Q:** Do we need to be more forward thinking?
Enrich Iowa – How do we most effectively distribute money to libraries? Which model is more effective; top down or bottom up? Effectiveness should take precedence over "fairness."
Open Access – What can we change from the current model, according to Code, what should we keep. Is the method of reimbursement the best method, what are others?

R: Vermont tried various formulas on how to compute Open Access funding including:

- Reimburse by per capita only
- Combine with Direct State Aid and weight Open Access somehow
- Add DSA and OA together and reimburse based on a share method by Tier level
- Base OA reimbursement on library's budget based on total city budget
- Base OA reimbursement on library's city per capita income

In the end, using any formula other than transactions meant that those libraries that provided the most service would receive significantly less than currently, while libraries doing few or no open access transactions would receive more money.

- **Q:** What should state aid accomplish?

State funding (Accreditation) – Aid is based on performance measures. Is accreditation what we want it to be? Are the standards what we want them to be? If tying state aid to standards we need to make sure accreditation standards are still relevant. We can encourage libraries through incentives. Recommended that the State Library review the standards used for the Accreditation program. Wanted other methods of computing the reimbursements explored.

Local funding – What is standard of local funding? How do we help libraries who are not well funded? Do we need a target that is flexible to meet current needs of community? Do we need to require some level of municipal funding based on what tier the library wants to achieve, with

an algorithm. Brings up issue of patron education on how libraries are funded. Contracting cities are another wrinkle in the determination of services and who gets reimbursed.

R: Discussion centered on the history of ILL Reimbursement and Open Access and how it relates to the Code of Iowa, the minimum required by law for funding library services (6.75 cents per thousand assessed value, Code of Iowa, sec. 256.69). One of the fundamental purposes of the law is that every town should be providing basic library service by taxing their residents, whether it is providing a library or contracting with another town for service.

A new committee of State Library staff was designated to review and revise the Standards used for achieving Tier status, as that was a major problem that was identified. Members of the committee included Nancy Medema, Scott Dermont, Bonnie McKewon, Trisha Hicks, Alysia Peich, Mandy Easter, Maryann Mori and Jet Kofoot. The revised edition of *In Service to Iowa*, 2016 was published in August 2016.

- **Q:** Is the overall purpose to reduce inequities with the function of reimbursement of Open Access and Interlibrary Loan and meeting standards to receive the funds?

R: Discussion included point of all money given is intended to supplement, not reduce local funding.

The recommendation at the end of this discussion was to either keep the programs as is, with small changes, or do away with these programs and use money for another way to support libraries.

STAFF COMMITTEE

The State Library then formed a staff committee to examine the recommendations from the Task Force. Committee members included Michael Scott, Nancy Medema, Barb Corson, Scott Dermont, Marie Harms, and Becky Heil. The committee determined that the most challenging aspect of the Enrich Iowa Program was Open Access and these five issues were identified to be addressed:

- RECORD KEEPING
- FAIRNESS
- CONTRACTS
- NON-PUBLIC LIBRARIES
- POSTAGE

The committee reviewed the issues and developed, with input from the Task Force, proposed changes to the OA Program including a required Tier 1 status to receive reimbursement, an automated system of reporting that would require only one total number of transactions, require verification for postage reimbursement for all items returned to another Iowa library, give libraries option to limit number of OA checkout to any eligible patron, and to treat all eligible patrons equally.

These changes were shared with the Task Force on November 20, 2015 and some determinations were made to move forward.

- Allow participation in OA for Academics (community colleges, regents, and private academics)
- No longer allow participation for K-12 schools, AEAs, museums, special libraries, and prison libraries
- Need a better definition of “eligible patron”

- Add language to Agreement for choice to not serve to include copy to city denied service
- Postage – need to not include interlibrary loans

The staff team worked with task force members to clarify the definition of eligible patron and revised the Open Access Terms of Agreement document to incorporate the changes.

The staff team then reviewed the other portions of Enrich Iowa to see if any changes needed to be made that hadn't already been reviewed with the Task Force.

The major changes to the existing programs include:

OPEN ACCESS

- Public libraries must be Tier 1 status to receive reimbursement
- Only public and academic institution libraries may participate
- Any resident from a town with a public library is considered eligible for Open Access, also includes any contracts with an existing library
- Any student from an Iowa academic institution is considered eligible for Open Access, unless a resident of that town
- Clarifications to jurisdiction and eligibility
- Consolidated all of the special library clauses concerning limitations to a single clause
- Libraries who want to be reimbursed need to sign the Letter of Agreement and submit a report. Not all libraries need to sign the Agreement for another library to be reimbursed for their patron's use of Open Access.

INTERLIBRARY LOAN REIMBURSEMENT

- Regent libraries now receive the same reimbursement as public libraries

DIRECT STATE AID

- The standards for accreditation were reviewed and revised and the new version of *In Service to Iowa, Public Library Standards* was published.

The new agreements will be sent to libraries in early spring 2017, to start July 1, 2017.