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The Humphrey Report Regional Library Service in the State of Maine 1979

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THE HUMPHRY REPORT

REGIONAL LIBRARY SERVICE IN THE STATE OF MAINE

A Study Prepared By

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for the

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and the

Maine State Library

1979

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INTRODUCTION

This report was authorized by the Maine Library Commission and the Maine State Library in 1978. It examines the existing five-year old district library service program and identifies progress to date. It is also intended to be an objective analysis, with recommendations, pertaining to the following aspects of regional library service; 1) the state-wide bookmobile program, 2) state aid to local libraries, 3) interlibrary loan procedures, 4) back-up reference services, 5) cooperative district-level activities and 6) district consultant services.

In the conduct of this study, an examination was made of many documents such as the plans of service for each of the three districts, background studies of library service in Maine such as *Widening the Circle; Libraries for Tomorrow*; interim report of *The Governor's Task Force to Study Library Service in Maine*, February 1971; and statistics and other information prepared by the staffs of the State Library and of the three Area Reference and Resource Centers. The information, statistics and records of service analyzed later in this report present proof of the outstanding effectiveness and efficiency of the concept of regional library service in Maine. Thousands of library users throughout the state have benefited from an extraordinarily high level of interloan activity among Maine libraries. Many users at community libraries and at school libraries now have their information needs met through the back-up reference service of the area reference and resource centers. All Maine residents have direct free access to one of the three major resource libraries. The press and other media have prepared many human interest accounts that testify to the tangible benefits that have accrued to users of

system services and that point out the value of the program.

The authors of this report visited many libraries in each of the three districts. They were impressed with the positive attitudes of users toward the services received. The library community also expressed satisfaction at being in a position to provide programs of greater scope and quality through cooperative efforts than those provided formerly by individual libraries. The authors received helpful letters from librarians throughout the state. Many of these letters emphasize the need for greater support of the area reference and resource centers, the research centers, the State Library and other larger units of service which have provided a greatly improved level of information service. The authors met with a number of librarians and administrators on site, with the members of the Maine Library Commission, the staff of the State Library, members of the Executive Boards of the three library districts, the Southern Maine Library District School Librarians and members of the organization known as the Larger Libraries of Maine.

This report begins with a description of the Maine State Library and the Maine Library Commission, with special emphasis on the role of the state library agency in the coordination of the regional program and the statewide bookmobile program. Following the discussion of the State Library is a review of the philosophy of regional library services in general, after which the Maine Regional Library System is examined in detail. A brief description of multi-state library programs is followed by specific recommendations for the improvement of statewide library service.

THE MAINE STATE LIBRARY

The Maine State Library was established in 1839. It is now an agency within the Department of Educational and Cultural Services, and is housed in a modern cultural center with the State Museum and the State Archives. A recent campaign to include the Maine State Library as a bureau within a proposed cultural department was not supported by the library community. It is evident that the present administrative position within the Department of Educational and Cultural Services has contributed to the success of recent statewide programs. Most strong state library agencies in other states are also located in departments of education.

The Maine State Library collection includes more than 400,000 books, periodicals, newspapers, government documents, maps, manuscripts and other non-book materials. The library maintains a special collection of materials relating to the history and culture of the State.

The 1973 legislation creating the regional library system also included the authority to create the Maine Library Commission. Commission members are appointed by the Governor. The main function of the commission is to give advice and make recommendations to the Commissioner of Educational and Cultural Services with regard to the policies and operations of the Maine State Library and the State's library programs. The appendix to this report describes the Maine Library Commission in greater detail.

The Maine State Library serves two major functions: the first provides direct and back-up library services to citizens of Maine and local libraries; the second provides consultant services to public, school, institutional and state agency libraries. It also is responsible for the Maine Regional Library System and the bookmobile service, as well as the administration of

state aid to local libraries.

The operation of the Maine State Library includes two major divisions—General Loan and Reference, and Library Development. The General Loan and Reference Division includes circulation and reference service, the telephone-teletype network, technical processes and state agency library services. As indicated earlier the library Development Division includes the two Maine State Library functions which are the focus of this study—the Maine Regional Library System and statewide bookmobile service. Other Library Development functions include 16mm film resources, school library/media services, instructional television, the coordination of statewide continuing education activities, institutional library services and services to blind and physically handicapped persons.

Bookmobile service constitutes a significant component of the Maine State Library statewide library service. The geography of Maine with its large areas of sparse population and many small towns and libraries, are factors which favor bookmobile service. The service is greatly appreciated since it provides access to books and information in many localities that have no library or a library which provides limited service. The Maine State Library operates a bookmobile and van program which serves some 200,000 people and circulates more than 450,000 books a year. When the bookmobile in Caribou was taken out of service in 1978 because of mechanical difficulties and expenses of replacement, supplementary measures were introduced. A Caribook books-by-mail and a book deposit service were instituted following a successful and aggressive public relations effort. The costs of the Caribook service are substantially the same as those of a bookmobile service. According to early statistics compiled during 1978 the Caribook ser-

vice is reaching more adult users than the bookmobile did. In some cases more individual attention has been provided by the professional librarian in charge who corresponds with residents, seeks out their interests and needs, and provides lists of books from which to select by mail. Many people in the Aroostook area who have no local library service have borrowed from the Caribook collection and found this service rewarding. In addition, bookmobile users may avail themselves of the interlibrary loan services through each of the three districts.

The authors of this report visited bookmobile/Caribook headquarters in each district, interviewed the staff and discussed the service program. The cost of providing bookmobile service is mounting rapidly; it is expensive to build custom-designed vehicles and to provide for their maintenance. Shortages and rapidly increasing costs of fuel together with the requirement to reach distant communities are all factors that must be considered in planning bookmobile service. New Hampshire is considering alternatives to its bookmobile service in light of these facts. State operated bookmobiles are being phased out in Connecticut and were discontinued in Vermont several years ago. Several states throughout the country now have books-by-mail programs which serve library users in rural areas.

An examination of the statistics assembled by the Maine State Library shows that the Augusta Area Bookmobile Service includes 32 towns and makes 58 service stops, 24 of which are at elementary and secondary schools. The minimum time per stop is one-half hour, but there are stops at schools of six hours of service. In the Washington County Area the State Library bookmobile serves 44 towns and makes 78 stops of which 24 are at schools. Some of the school stops are listed as "school and adult" at which service to all residents of that particular area is available. The Houlton Area Bookmobile visits 36 towns, makes 56 stops, 21 of which are at schools. The average length of time the bookmobile remains at a school is just short of two hours. The same bookmobile service to locations such as residences, post offices, markets and community libraries averages

about 30 minutes. These statistics substantiate the fact that 80% of the books circulated from state bookmobiles is to children at schools. It is noted that bookmobile service stops are scheduled at an average of six week intervals.

It was in relationship to bookmobile service in Maine that the authors came upon what is perhaps one of the most difficult problems within statewide library service, namely the reliance on bookmobiles as a substitute for school library service. While it is commendable that the Maine State Library has involved school libraries in developing regional library service, it is appropriate to point out that regional programs are designed to assist individual libraries of all types to improve their services. They are not intended to supplant or diminish the responsibility of each type of library for providing an acceptable level of service.

It cannot be said too forcefully that the education authorities in Maine, both local and state, must establish and support libraries in all schools throughout the state. No program of instruction can be labeled complete without the resources, in print, image and sound, to support the teaching and learning processes. In addition, qualified professional librarians must staff these programs. The authors visited many exemplary school libraries and media centers; for example, the libraries in the Waterville High School, in the Skowhegan Area High School, in the Scarborough Jr. High School and in the Deering High School in Portland. These libraries are the exception, however, rather than the rule. The lack of adequate school libraries has resulted in an inequitable demand on and use of the State Library's bookmobiles and its interlibrary loan service. Library service to schools and students is properly a responsibility of the Department of Educational and Cultural Services, as well as that of the local school authorities. Acceptance of this responsibility would make it possible for the State Library to divert funds for better service to the adult public. Supplementary service to school libraries should of course continue through interlibrary loan, reference and research assistance and other district library services.

A PHILOSOPHY OF REGIONAL LIBRARY SERVICE

A document compiled and edited by Donald B. Simpson, Executive Director of the Bibliographical Center for Research in Denver, and issued by the Association of State Library Agencies, a division of the American Library Association, entitled *The State Library Agencies: A Survey Project Report* is rapidly becoming an authoritative source of comparative information about state libraries. The fourth edition, 1979, reveals the fact that the State of Maine, through its Library Commission and State Library, is pursuing a policy and program which are consistent with those being developed in other progressive states, and compatible with the plan currently recommended by the National Commission on Libraries and Information Science. This plan emphasizes networking and other cooperative programs involving libraries and other sources of information.

The American Library Association has defined the responsibility of states for library and information services in the following terms:

"States *provide* library service directly, *promote* service through other agencies, *coordinate* the various library resources, *aid* libraries financially, and *require* service through standards and regulations."

All of these responsibilities can be applied to the program being developed in Maine and adopted throughout the country, namely, making it possible for all the people of Maine to have access to strong library resources through the three regional library systems. Although this kind of cooperative activity has long been practiced among libraries on an informal, good will basis, within the recent past state libraries and other library planning authorities have formalized interlibrary lending. Planning takes place with leadership from the state library agency, involving all sizes and types of libraries, in order to reach agreement on governance,

organization, staffing, funding and the provision of services, particularly the process of referral of requests for books and information. Such an organization may be set up as a system, a district, a network or a consortium which is supported by funds, guidance and staff from the state library to provide interlibrary lending and a number of other services. Interlibrary lending is one of the most important programs and it must be supported 1) by bibliographic services to assist in locating books and other materials, 2) by delivery systems and 3) by coordinated collection development programs.

Many states have pursued and fostered library programs of a cooperative nature to provide access for all of their citizens to information and materials wherever they exist. These programs have been provided through regionalization or a structure that is organized with leadership from the state library whereby a geographic area with a strong library is designated to serve, in addition to its primary clientele, the more sophisticated needs of the smaller community, college and school libraries and their users. The state library reimburses the larger library, usually called a resource center or library, for providing, on interlibrary loan, materials one would not ordinarily find in a smaller library. Regional library services have been emerging rapidly not only because of the savings in dollars but also because of the need to make more effective use of existing resources and to systematically add to the collection at the resource center by an acquisitions plan coordinated with other area libraries. Thus, the acceptance and development of this pattern of library service promotes a method of referral for books and information, thereby supporting Maine's goal of equal access for all of its citizens.

The states of Washington and New York have long been leaders in promoting this system

or regional concept of library service through networks of all types of libraries supported by such communications devices as teletype, WATS (wide area telephone service) lines, data-phones and truck delivery. This links libraries together and makes possible efficient inter-library lending, reference service and service to the blind and other handicapped people. Ohio and Illinois are also developing multitype library cooperatives to bring better service to their users by sharing books, staff and other resources. The Ohio Multitype Interlibrary Cooperation Committee and the Illinois Network of Library Systems are important planning units working with guidance from their state library personnel in implementing coordinated library programs involving all types of libraries.

Other New England states have also developed regional library programs which promote the sharing of resources and the improvement of library service: the Regional Public Library System in Massachusetts is a program in which three headquarters libraries and ten sub-regional libraries contract with the state to provide services to 380 member libraries; Vermont's regional libraries lend library materials to other libraries, provide direct service to the public and provide transportation of materials among libraries; in Rhode Island the Statewide Library Network includes five Interrelated

Library Systems which connects all types of libraries by teletype and by vehicle delivery; the state of Connecticut is divided into six Cooperating Library Service Units in which public, school, academic and special libraries plan and implement cooperative activities and services; and New Hampshire's District Advisory Councils develop programs of service and make recommendations relative to state aid and new services.

Larger units of service, therefore, involving several types of libraries, comprise the current commitment of the library profession. As these programs mature and when the organizational structure is in place, sharing of resources and coordinated acquisitions policies necessitate the development of bibliographic information so that users can determine if needed titles are available, where they are located, and how to gain access to them. Union lists of holdings of libraries, published in traditional catalog format, are being replaced rapidly by computer assisted data banks of bibliographic information that can be accessed by terminals located strategically throughout a given service area. These new directions in the development of library and information services provide an automated system with an electronic data processing capability which allows for input of bibliographic citations on a daily or weekly basis.

THE MAINE REGIONAL LIBRARY SYSTEM

The Philosophy of Regional Library Service in Maine

The State of Maine lends itself admirably to the concept of regional library service. The State is the largest in size of all the New England States comprising some 33,000 square miles with a widely dispersed population of about 1,000,000. Considerably more than half of its land area is timberland, particularly the northwest portion of the State. Prior to the establishment of district or regional library service in Maine few libraries except those with substantial public support or with sufficient endowment could afford to provide quality service, comprehensive collections of materials, and professional assistance to library users. Following the inception of the district program, supported by both state and federal funds, library service has improved noticeably. Thus the adoption of this plan of district library service which provides every citizen of the State with equal access to all of its book and non-book resources has proved wise and beneficial. The first five years of the district or regional plan of library service developed by the State Library and built upon existing strengths, have indicated clearly the value of this plan and justification for its continuation with additional support.

In the State of Maine, where there is a multiplicity of small independent libraries, often with considerable distances between them and supported by limited tax bases, regional or district library programs have greatly improved service to local users. Regional library service was introduced in Maine following the enactment of a state library law in 1973. A copy of the statute is attached to this report. Maine is therefore one of a number of progressive states that has adopted measures involving cooperation, resource sharing, regionalization and

larger service units in order to help meet the challenges identified above. It is one of only 9 states whose regional systems include school and academic libraries as well as public libraries. Even New York only now is bringing school libraries into its regional system.

The total resources of the state include 5,000,000 books as well as nonprint materials represented by 16mm films, film strips, microforms, recordings, cassettes and maps, to name sample types. This material can be found in the State's libraries—public, school, academic and special—and is available to any resident of Maine. There are more than 200 public libraries, more than 400 school libraries, 21 academic libraries and probably 20 special libraries in the State. In addition, there are the 8 bookmobile/Caribook service areas, and five sub-regional libraries serving the visually and physically handicapped. WATS lines and a TWX network link all libraries in the State providing all citizens access to resources in their local libraries, the three area reference and resource centers and the research centers (presumably the large academic libraries). If a request cannot be filled with the resources located in Maine, the resources of the country can be accessed through the capabilities of the computer-based New England Library Information Network (NELINET). During the latest report year nearly 6,000,000 books were borrowed from the public libraries in Maine. Maine residents borrowed more books per capita than did the residents of any other New England state. In addition, more than 35,000 books were mailed from the three area resource centers to school and public libraries. Academic libraries are also used in meeting the book and informational needs of Maine residents. In all, over 40,000 interloans within the state gives Maine the highest level of interloan activity in

all of New England. (See chart, page 15).

Resource sharing, the heart of the regional library philosophy, necessitates planning and implementing a system whereby those in need of information can access books and non-print materials at any location in the State. The Maine State Library has assumed its proper role of leadership in the planning process. A recent instance of its leadership role is the review of an interlibrary loan code based upon that prepared by the American Library Association and which identifies many issues that must be faced in reaching a goal of equal access to needed materials by all segments of the population. This is a useful statement of purpose with respect to regional library service, the sharing of resources, the responsibilities of requesting libraries and resource libraries, as well as the users of the service. It is the basis for on-going discussions held by participating libraries regarding assessment of the effectiveness of the program. These discussions are highly desirable and should involve not only the administrators of participating libraries but also the inter-loan librarians at both separate and joint sessions. The policies and mechanics of interlibrary lending need continuous review and evaluation so that standardization, consistency and equitable service to all become a reality.

Each local library in the state serves as a point of entry into the regional library system. Community libraries can thus increase and enrich services to their residents. In addition to local funding to support this community service, the State has provided minimal aid to local libraries of ten cents per capita. Because the tax base of many communities is limited, it is essential to the success of the regional library program that the legislature increase the direct aid per capita. These funds should be forthcoming to those local libraries that meet minimum standards prepared by the Maine Library Association and by the regulations promulgated by the Maine Library Commission and the Maine State Library for District Library service.

Collection development on a statewide basis warrants high priority since adherence to coordinated acquisitions policies tends to avoid duplication of expensive lesser-used materials as

well as to assure adequate availability of heavily used titles. The State Library must maintain and keep current a comprehensive collection of materials if it is to discharge its function of information support to all citizens of the State through its interloan, reference and research programs. District library service can be more successful if collections in Area Reference and Resource Centers are at a level sufficient to serve most of the needs of the libraries within the districts. All member libraries in the system must assume some responsibility for maintaining and adding materials regularly to their collections as one means of qualifying for state aid. District library service should not become a substitute for local responsibilities but the service should supplement local community library service. Levels of collection development should be discussed and agreements reached so that patterns of referral are efficient and effective.

Accurate bibliographic information is of prime importance in operating a cooperative library service program and in supplying requested titles promptly on interlibrary loan. Several of the major libraries in Maine are members of the New England Library and Information Network (NELINET) which supplies Ohio College Library Center (OCLC) services on a regional basis. The Maine State Library was promoting NELINET years ago and continues a strong leadership role. NELINET provides on-line cataloging services and thus generates bibliographic information as libraries input bibliographic citations representing their holdings. The bibliographic information which NELINET acquires can be accessed by terminal, and subsequently from that data base to the larger data base being developed by OCLC. Preparing, recording and retrieving bibliographic information will be accomplished by computer assisted data bases. Reference and research service depends heavily upon being able to locate desired materials through reliable bibliographic information.

The Maine Union List of Serials is an excellent tool in locating journal articles. Some sixty libraries have contributed to the Union List which includes titles and holdings statements.

The University Library staff performs the bibliographic work and keeps the information up to date. While this tool is of major assistance in locating requested titles and specific journal issues, the future holds the prospects of a NELINET computer assisted bibliographic data base of library holdings with a terminal at each of the Area Reference and Resource Centers to which all participating libraries in the district would have access. Printed union lists will be superseded by computerized data bases. Catalogs on microform will be usable by even the very small libraries. Future projects involving the computerization of bibliographic information would, of course, include monograph titles with location information. These projects should be coordinated by the Maine State Library.

Library users in Maine are able to gain access to national computer based index files in a cost effective and organized way. Fourteen library locations in Maine offer such computer services to local clientele. Three are college libraries, five are small special libraries, four are medical libraries, one is a public library, and one the State Library. Two of the three Area Reference and Resource Centers offer computer searching as a part of their services: the Maine State Library and the Portland Public Library. The third ARRC, Bangor Public Library, is investigating the searching option, with the nearby Fogler Library at the University of Maine at Orono offering a back-up service. Thus computer assisted data bases of information beyond the borders of Maine can be searched if Maine libraries do not already have the required data. Output from such searches can be received immediately on the library's terminal, or mailed from the data base location at a somewhat lower cost.

The major brokers of on-line bibliographic data bases are represented in Maine libraries: Lockheed, Systems Development Corporation, and Bibliographic Retrieval Service. The RECON files of the U.S. Department of Energy are carried by two libraries, the State Library and the Fogler Library (Orono), at a time when less than one fourth of all states have any direct access at all. None of the other New England

states has capability to this extent. Maine is the only New England state which has public access to major data bases, via local public libraries. This is unusual and of special note. The State Library should be commended for its foresight in encouraging and expanding the role of automated information retrieval in Maine.

This service constitutes a significant extension of on-site reference and research services. In the development of computerized and automated services in Maine, care should be exercised in selecting technology that is compatible with that used in emerging national library networks.

Several school districts in Maine support the concept of media services on a regional basis. One of the centers visited is in Portland, called PRIME or the Portland Regional Instructional Media Experiment. It serves as an educational resource center begun by the Portland Public School System twelve years ago and funded through Title III of the federal Elementary and Secondary Education Act. It is now supported by eleven Greater Portland school districts serving 115 schools and 36,000 students. It provides a variety of audiovisual services, having begun as a film cooperative serving school libraries before they stocked audiovisual materials. A few years ago public libraries were permitted to join the organization on a fee basis, thus providing access to educational and documentary films, a library of professional education literature, daily delivery of materials, audiovisual equipment repair, printing and graphics production, in-service training for media equipment personnel, television programming and production, and tape editing and duplication.

In addition to PRIME there are other Maine regional media centers supported by various school systems and educational authorities. Project LODESTONE serves many of the same functions for the teachers and students of Washington County. Project ARC, an area resource center, is a joint project of the Fairfield, Waterville and Winslow school districts. Project MECCA (Maine Education Center for Creative Approaches) serves 22 schools. Project HAVAC (Hancock County Audio-Visual

Assistance Center) emphasizes language skills materials and serves the schools of Hancock County. All of these projects are funded under the Elementary and Secondary Education Act. Although these centers are independent of the regional system developed by the State Library, all of them constitute examples of what the schools and educational community working with all types of libraries throughout the state can contribute to the effectiveness of networks of libraries and information centers.

The Orono Public Library is another example of library cooperation on a local level. The school building in which it is located also houses the library of the Orono Junior-Senior High School. The service embraces such features as separate budgets and separate collections for each of the two libraries. It does not claim to be a combined facility but it emphasizes and benefits from the coordinated characteristics of the service; its book selection policy takes note of the interests of the general public and differs from that of school and curriculum oriented requirements.

Thus the mechanism is in place with which to improve library service in Maine. The need for improvement is apparent, since nearly half of the state's population is without direct access to quality community library service. There are 150,000 residents with local libraries in towns with populations of 2,500 to 5,000 that rarely find their local libraries open any evenings. Another 150,000 people live in towns with populations of fewer than 2,500, most of whom have inadequate service; their libraries are not open evenings; they lack telephones; few have professionally trained staff. In addition 200,000 residents live in towns that have no local library. Further than this, many libraries in small communities make little or no use of the regional services such as interloan and reference provided by the library districts.

One proved way to improve access for Maine residents with inadequate service is the provision of a common borrower's card. The three year experiment with the common borrower's card in the Northeastern Maine Library District has shown that reciprocal borrowing works without hardship to participating libraries, large and small. There had been concern among some small libraries that their resources would be drained but experience proved that only the larger libraries—those with large collections and open more than several hours a day—reported any appreciable increased circulation activity from use of the card. The success of this experiment, which was one of the high priority recommendations of the 1971 Governor's Task Force on Library Service in Maine, and one of the top resolutions of the Maine Governor's White House Conference on Libraries demonstrates the feasibility of calling for the adoption of Mainecard, a statewide reciprocal borrowing program. The common borrower's card project in the Northeastern Maine Library District has shown that there are no serious problems with the concept. Experience in other states confirm it. This is an excellent way to widen and improve direct access to total library resources. It is a service which needs to be actively promoted in order to acquaint Maine residents with the availability of library resources. The mechanics are now in place for one library district and should be instituted in the other two districts, followed by an aggressive statewide public information effort.

Another way to widen and improve library service is public WATS access to an area reference and resource center. Many Maine residents are currently well served by their local libraries, but many others live in areas with limited if any service. A WATS access plus a books-by-mail program would be very beneficial to rural Maine people.

	<i>Expenditures per capita by public libraries (1)</i>	<i>Books per capita in public lib- raries (1)</i>	<i>Circulat- ion per cap- ita by pub- lic libraries (1)</i>	<i>State aid per capita for public libraries (2)</i>	<i>Interlibrary loans per million population (3)</i>
Maine	\$5.91	4.3	6.3	\$0.12	45,000
New Hampshire	\$5.57	4.8	5.9	—	
Vermont	\$4.43	4.2	5.4	—	30,000
Massachusetts	\$8.75	3.9	6.2	\$0.87	30,000
Rhode Island	\$4.90	2.2	3.8	\$1.21	
Connecticut	\$6.70	2.8	5.3	\$0.39	15,000
New York	\$9.61	3.9	4.9	\$1.65	50,000
Pennsylvania	\$4.13	1.6	2.9	\$0.91	15,000

(1) *American Library Directory*, 1978.

(2) Urban Libraries Council, 1975.

(3) Derived from various reports from state libraries which include estimates in some cases.

District Councils

Each library district within the Maine Regional Library System has an advisory council which is known as the district council. Each library which agrees to participate in the district system appoints a representative to the district council. The district council elects an executive board composed of 9 members. The membership of the executive board is distributed among librarians, trustees, and lay members. The main function of the district council/executive board is to make recommendations to the Maine Library Commission regarding library services designed to make libraries and media centers in the district accessible to all.

One objective of the statute creating the regional library program is to provide a means by which people at the local level can influence statewide library policy by their direct input at the district council level. The drafters of the legislation assumed that representatives from local library units would actively voice their needs and contribute many significant ideas for improving library service. It appears that this has not happened. Very little has been generated from the grass roots. The record shows that the major interest is centered on conventional workshop topics which serve to bring library personnel together to discuss common problems. Perhaps a new look at *Widening the Circle* and the resolutions adopted by the Maine Governor's Conference on Libraries will provide the opportunity for new priorities and greater input from the grass roots.

Area Reference and Resource Centers (ARRC)

Each area reference and resource center (ARRC) is a large library which agrees to make its resources and services available without charge to all residents of the district, agrees to provide supplementary library services to local libraries within the district and agrees to coordinate the services of all local libraries which become part of the library district. The Maine State Library has effectively encouraged large libraries to participate in the regional program. There are other New England states which have been unable to get such participation. It is also worth noting that school libraries have participated in the Maine Regional Library System since its inception in 1974.

In the State of Maine great emphasis is placed on library service which fosters and promotes interlibrary loan through support of the area reference and resource centers. The service is one of the most beneficial and most appreciated of the efforts to provide access to materials. The State Library serves as the planning unit, provides the funds and monitors the program. In support of community library service, reference, consultant and bibliographic services of a more sophisticated nature are provided by the three resource centers. Not only does Maine have a high level of interloan activity, the service to user libraries is especially rapid, three-day turn around time is not uncommon and most requests are filled within one week. This is unusually fast when compared with most states.

Early in 1974 the State Librarian called meetings of the newly constituted district councils to discuss organizational matters, to designate area reference and resource centers and to determine the services to be rendered. As a result of these deliberations, the Maine State Library was designated the Area Reference and Resource Center for the Central Maine Library District; the Bangor Public Library was designated to serve the Northeastern Maine Library District and the Portland Public Library the Southern Maine Library District. The three districts into which Maine is divided for library purposes represent areas with similar population concentrations, namely Portland, serving the approximately 300,000 residents of Cumberland and York Counties, Bangor, serving about 350,000 people and the Maine State Library also serving a population of about 350,000.

Since the area reference and resource centers play the central role in the regional system it is appropriate to include a description of each.

The Bangor Public Library has the largest and most comprehensive collection of books and other materials of any public library in the state, numbering more than 450,000. During the year 1978, 9,742 volumes were acquired. It is not surprising therefore that its circulation exceeded 450,000 last year. There are among its outreach agencies a branch library, libraries in hospitals, nursing homes, city agencies and schools. The Bangor Public Library also acts as a subregional library for services to blind and physically handicapped persons in Hancock, Penobscot, Piscataquis and Somerset counties. The library includes both an active reference and children's department, and since 1974 the library has served as the Area Reference and Resource Center for the Northeastern Maine Library District. It supports one of the largest and busiest interlibrary loan programs in New England. In 1978 Bangor mailed on interlibrary loan 15,494 books and photocopies, of which number 11,547 went to public libraries and 3,947 to schools and institutions. In 1973, prior to the adoption of the District Library Plan, Bangor filled 3,000 requests. By comparison the library filled 9,051 requests in 1975 and over

13,000 in 1977. These statistics provide ample justification for the regional program and its benefits to the people of the area served. The Bangor Public Library's book budget for 1977 was \$103,941, and was increased to \$126,723 in 1978, another indication of the use of the library's comprehensive resources as well as a measure of the needs of its constituency. There are 101 member libraries in the district, of which 50 are public, 38 are school, 11 are post secondary and 2 are special or institutional. The bookmobile program is also represented.

The Southern District is served by the Portland Public Library which recently moved into a modern functional building to house its more than 260,000 books and over 1,100 periodicals. The new building is designed to increase the efficiency of the library's operation. It is also designed to accommodate the most progressive features of library service, such as an automated circulation system, a computer assisted information retrieval system, an automated catalog and book security system, audiovisual materials and equipment, an art collection and a multi-purpose auditorium. The Portland Public Library also has five branch facilities throughout the city. Other activities include a bookmobile, service to nursing homes, the City Hospital, the Cerebral Palsy Center and acting as a subregional library for services to blind and physically handicapped persons in Cumberland and York counties.

In 1978 the Portland Public Library processed 9,673 interloan requests of which more than 6,000 were supplied through the use of wide area telephone service, teletype, mail and a computer terminal. By comparison, the library filled 1,100 requests in 1973, and 4,291 in 1975. This district was formed in April 1974 with an initial membership of 53 libraries and has now grown to 80. There are 45 public libraries, 24 school libraries, 6 academic libraries, 4 institutional and special libraries and 1 state bookmobile within the district. The Portland Public Library's book budget for 1978 was \$83,186.

The Maine State Library serves well in a dual capacity, first as the area reference and resource center for the Central Maine Library District and second as a back-up resource for all the

libraries and the residents of the State. This is not unusual. New Hampshire, for example, serves the whole state as a back-up resource center. Also, the geographic location of the Maine State Library about half way between the other two resource centers provides logical accessibility for area libraries and district activities. In 1978 the State Library loaned over 10,000 volumes on interlibrary loan, about 5,000 to public libraries, 4,200 to schools and the remainder to special and institutional libraries. In addition and separate from its role as an area reference and resource center, the State Library mailed about 3,000 books to individuals who live in towns without library service or in towns with limited library service. In the Central District there are 101 member libraries of which 61 are public libraries, 34 are school libraries, 5 are academic libraries, an institutional library and bookmobile representation.

The library materials at the Maine State Library comprise primarily a non-fiction research collection. In order to meet the needs of Central Maine Library District Libraries the Lewiston Public Library receives financial support to serve as a fiction resource for the district.

Each of the area reference and resource centers provides back-up reference service. A toll-free WATS line allows member libraries to offer library users access to information sources far superior to those available at the local level. The reference activity at the three resource centers is about 80,000 requests a year. This important reference service is provided to school libraries as well as public libraries.

Another service is direct free access to a large library for all Maine residents. Several thousand non-resident library users make direct use of the resource center in their district.

The State Library in its role as a planning authority coordinates the Regional Library System. Resource sharing or interlibrary lending is at the heart of regional library service and also impacts a variety of other library functions. The State Library must therefore initiate and develop, with the participation of libraries at all levels, a coordinated program of acquisitions

and collection building, access to materials, patterns of referral from one information source to another, communications mechanisms, bibliographic searching and services, bookmobile service including that provided to schools, and reference and research efforts. To administer a program of this magnitude, the State Library's book budget is inadequate. It is clear that the annual book budget of the Maine State Library, amounting to about \$46,000, must be increased in order to permit it to meet the immediate demands of the residents of the Central District as well as those of the entire state. The Bangor and Portland Public Libraries as well as the Library of the University of Maine at Orono are now supporting a greater share of collection development than the State Library itself. It should be pointed out that the book budget of the State Library includes expenditures for postage, shipping and binding, as well as for journals, whose prices have risen sharply and more rapidly than books. The total State Library budget comprises only about .08% of that allotted to the Department of Educational and Cultural Services.

The Maine State Library, like its counterpart in other states, is therefore responsible for planning and implementing a comprehensive regional program of library and information service. The 1977-78 and 1978-79 appropriations from the State Legislature provided \$100,000 for each of these two years for the regional reference and resource centers. This is ten cents per capita for the population served by each ARRC in Maine. By comparison, Massachusetts provided its resource centers for the central Region in Worcester and the western Region at Springfield with fifty cents per capita. Maine's support for the superior service provided by its reference and resource centers is clearly inadequate.

District Consultants

The 1973 legislation makes specific provision for consultant services for those libraries that participate in the three district library programs. As specified in the law, the consultants shall:

1. Serve as a professional consultant to

- libraries within the district or districts.
2. Study the needs of the district and make recommendations to the district council.
 3. Coordinate services among libraries of all types.
 4. Provide liaison between the districts, other districts and state agencies.
 5. Encourage local initiative and commitment to regional cooperative library service.
 6. Assist in planning for area reference and interlibrary loan services.
 7. Help evolve district plans of service.

The district consultants are appointed by the State Librarian, with the advice of the district council. The consultants are either staff members of the State Library or are employed under contract with the Maine State Library through an area reference and resource center.

The authors of this report met with each of the three district library consultants, discussed the above noted responsibilities and attempted to evaluate the directions being pursued to meet the goals of the regional library system. It was early discovered that one of the most essential and time consuming responsibilities of the district consultant has been to convince community residents and officials, local library boards and librarians that membership in the district would be beneficial to a local community and its library. This responsibility the consultants have met quite well.

There are presently 60 non-member public libraries in the state. This figure may seem high, however a statistical analysis of the non-member libraries indicates this figure is not significant. The 60 non-member libraries total only 8% of the state's population. They are open an average of 6.7 hours per week. The average population of a non-member community is 1,329. Half of the non-member libraries are in towns of less than 1,000. Fifty of the 60 libraries do not have telephones.

In all statewide library programs there are libraries that will not become members. It becomes counter-productive to continue trying to persuade these libraries to join the system. Fortunately, the Maine Regional Library Sys-

tem has attracted participation from all major community libraries. Dover-Foxcroft and Lincoln are the only "full service" libraries that are not members of the system. Their combined population is close to 10,000. If Dover-Foxcroft and Lincoln are not included, the above non-member statistics are substantially lower. This profile is in contrast to and preferable to many other statewide library systems, where, although there are only a handful of "holdouts", the communities of these non-members represent the larger population centers and a high percentage of the state population. It is a credit to the Maine Regional Library System that it has involved all the State's major libraries. It would be inaccurate to judge the success of the Regional System by the number of non-member libraries. Furthermore, the non-member population is not being denied the basic regional services (interlibrary loan and backup reference). All libraries are eligible for these services. All residents are entitled to direct free access to their area reference and resource center. With this in mind, it may now be the time for the district consultants to direct their efforts toward other goals.

One problem needing immediate attention is the more than 350,000 residents living in communities without library service or with inadequate service. The consultants should devote much of their time on programs which would improve access to library material and information for all residents but especially the unserved. The proposed statewide borrower's card (MAINECARD) is one such program. It would provide those residents living in areas without service an opportunity to gain access to the information resources of the state. Many of these unserved residents work or shop in towns with remarkably good libraries. The MAINECARD would entitle them to the services of these libraries. The consultants' time would be wisely spent by working towards acceptance of programs such as the MAINECARD which would improve access for all residents. A statewide borrower's card was one of the top priorities formulated at the Maine Governor's White House Conference on Libraries.

The authors of this report, following their

visits throughout the state, see the need for a concerted public information effort to help advance the district library concept. Most libraries are familiar with the services offered by the area reference and resource centers. However, residents' knowledge of these services is contingent on the efforts of the local librarian to publicize their availability, which is done with varying degrees of success. Consequently, many residents do not know about the interlibrary loan and reference services. A public information campaign, conducted by the district consultants and geared to users rather than librarians, would help take the burden off the local unit and assure uniform promotion of district services and library services in general.

Another important role that the district consultant could assume is guiding local library personnel in effective methods of accessing the library resources within the state.

The district consultants can use some of their time advantageously to discuss and interpret the district plans of service. The district consultants should periodically evaluate the district plans with the Executive Board and when necessary revise the plan to keep abreast of the evolving regional program.

As the district library program gains even greater acceptance and support from its constituents there are a number of efforts which the district consultants could direct in order to strengthen services and resources within each district. Serving as a professional consultant to libraries within the district presently occupies much of the consultants' time. It has been noted that a great deal of the consulting involves training librarians in basic skills such as weeding, cataloging, and selection. Hopefully the number of librarians needing this basic training has decreased through the consultants' efforts to impart these skills and the Maine Library Association's SACCE courses. In the future the teaching of these skills should demand less of the consultants' time. At that time it may be in the best interest of the Regional System to consider the introduction of specialist rather than generalist consultant services. The cost of providing district consultant services represents a considerable portion of the total

funding for the regional library system. A comprehensive analysis of the changing needs of the system and specific results of consultants' efforts should be undertaken in the future.

Research Centers

Since the law authorizing the establishment of regional library services specifically includes among the duties of the District Council to "develop and evaluate a program of services in the district which will encourage cooperative activity among all types of libraries and media centers", the State Library has enlisted and secured the enthusiastic support of the libraries in institutions of higher education. Therefore, both the public and private colleges and universities are participants in the regional program. Despite the fact that these services are rendered without charge the academic institutions assume a statesmanlike role in sharing their resources and services. Of course these academic libraries also access the area reference and resource centers as well as the network services on a reciprocal basis.

The Library of the University of Maine at Orono is the largest unit within the publicly supported University system. Other libraries within the University system include those located in Augusta, Farmington, Fort Kent, Machias, Presque Isle, and the University of Southern Maine, formerly Portland-Gorham. In addition to their primary responsibilities the University system libraries also include community service roles; thus, area residents throughout Maine have access to these library facilities. The University of Southern Maine has been especially active in providing interloan material for the benefit of library users throughout the State. At Orono the new Fogler Library houses more than 520,000 books and bound periodicals with an average annual addition of about 18,000 volumes. An extensive non-book collection being systematically developed supports the academic community the University serves. The total current budget of the university library is \$1,197,622, of which \$535,500 supports the acquisitions program. The amount of this book budget exceeds that of the combined books and materials expenditures

of the three area reference and resource centers.

The library administration of the University of Maine at Orono, as well as the university administration itself, is committed to the concept of resource sharing. It should be officially designated as the major research center supporting the state-wide library program.

Within the definition of the law which created regional library systems, there are three additional academic libraries which could serve as research centers in the State: Bates, Bowdoin and Colby Colleges. Their collections give important support to the regional program. It is

generous of them to do so. This situation is to be commended in that the substantial resources represented by these three libraries are provided (except when curricular requirements preclude it) and for which no remuneration is provided, nor has it been suggested by the institutions themselves, since these libraries access the State's Area Reference and Resource Centers.

The statistical chart below notes the extent of the collection, holdings, expenditures, professional staff and interlibrary loan transactions for the major academic libraries.

	<i>Volumes in Collection 1978</i>	<i>Volumes Added 1977-78</i>	<i>Periodical Titles</i>	<i>Professional Staff</i>	<i>Expenditures for books, periodicals</i>	<i>Interlibrary Loans supplied in state, 1978</i>
Bates	212,390	11,592	1,304	11	\$188,053	1,100
Bowdoin	560,129	18,080	1,720	9	\$246,882	1,446
Colby	349,947	6,649	1,320	7	\$166,400	777
Univ. of Maine	500,000	22,075	3,200	20	\$598,751	4,321
Univ. of Southern Maine	269,417	19,708	1,568	13	\$175,800	3,309

State Aid

Improving State Aid to Public Libraries,¹ a publication of the National Commission on Libraries and Information Science, presents a strong case for relating state support for public libraries and local public schools. The basic recommendation of the report is that there should be a nationwide effort to increase state aid to local public libraries in closer relationship with state support for public education. This concept is dramatized by the fact that library state aid was approximately 75 cents per capita throughout the U.S. in 1975, whereas public education state aid per capita was over \$140. at that time. The point the study makes is that libraries are educational institutions and that as such the nation's public libraries and informational services are integral parts of the states' basic responsibility for public education.

The intent of state aid is to encourage community libraries to share resources with other libraries and thus provide better service to

library users. The state aid per capita to libraries in Maine, which is administered by the Maine State Library, is a feature of the regional library program. The present rate of 10 cents per capita is inadequate and has remained constant since the enactment of the regional system legislation in 1973. Attempts to have the rate increased have not been successful to date. It must be recognized that libraries need additional financial support if local library service is to improve. An unusual aspect of state aid to local libraries in Maine is that eligibility requires very little on the part of the recipient. Many states provide state aid only to those libraries meeting specified minimum standards and this should be considered in Maine.

1. *Improving State Aid to Public Libraries*, National Commission on Libraries and Information Science, 1977.

MULTI-STATE LIBRARY PROGRAMS

It is becoming increasingly clear that there is a need for units of service even larger than states, supported by tax bases sufficiently broad to generate funds necessary to accommodate the ever-increasing demand for information by all population groups. The general public, students, scholars, business, industry, the professions and government, are becoming more information oriented and information dependent. The proliferation of published information together with growing demands for it are among the major factors that have necessitated the library and information profession's taking a realistic assessment of library organization, functions and services. Major new directions in library development nationwide have emerged as described earlier in this report. Limited funds dictate the sharing of resources and other cooperative measures in the face of these increased demands.

One of the successful multi-state organizations, the New England Library Board, is composed of the chiefs of the six New England state library agencies. Maine is an active member of

this Board which the State Librarian recently chaired. This group is committed to regional coordination through the sharing of information resources by all the people of New England. The Board has as its major objectives the identification of needs, the location of resources, the formation of a communications network to coordinate services, the development of continuing education programs for library personnel in the area, and the dissemination of news of regional information activities and needs to librarians, legislators, and users of libraries.

The New England Library Board's most successful program is the New England Document Conservation Center (NEDCC). Located in Andover, Massachusetts, the Center is the only regional facility offering a full range of preservation and conservation services in the country. NEDCC has not only gained worldwide recognition, but serves as a model program for the future development of multi-state conservation programs.

RECOMMENDATIONS

These recommendations are listed in a priority order which the authors of this report feel would most benefit library users throughout Maine.

1. IT IS RECOMMENDED THAT STATE AID TO THE LOCAL LIBRARIES IN MAINE BE INCREASED. The increase should be forthcoming, however, only if these local libraries are committed to continue to cooperate within the regional plan of service, to honor a statewide library card and to continue their efforts to meet selected minimum standards of library service prepared and disseminated by the Maine Library Association. Minimum hours of service and telephone access are but two standards which should be considered.

2. IT IS RECOMMENDED THAT THE BOOK AND MATERIALS BUDGET OF THE MAINE STATE LIBRARY BE SUBSTANTIALLY INCREASED TO PERMIT IT TO EXERT ITS PROPER AND STRONG LEADERSHIP ROLE IN PLANNING, IMPLEMENTING AND EVALUATING ITS MANDATED FUNCTIONS, SOME OF WHICH ARE NOTED BELOW:

- 1) provision of information services to state government and state agencies;
- 2) interlibrary lending statewide which includes coordinated acquisitions, collection development, delivery systems and effective referral mechanisms;
- 3) backup support for reference, research and specialized services, including in-service training for librarians, in cooperation with the academic and special libraries of Maine, and the Maine Library Association;
- 4) district services to the Central Maine Library District.

3. IT IS RECOMMENDED THAT STAFFING OF THE STATE LIBRARY SERVICES NOTED IN RECOMMENDATION NUMBER TWO BE INCREASED IF THIS PRO-

GRAM IS TO CONTINUE TO BE SUCCESSFUL. The regional program is a great success as statistics cited in the report reveal. The program is an outstanding example of the use of federal funds, with state support in a partnership role, to extend library services and to build quality into them. It is an investment in the intellectual well-being of the residents of Maine. It has real potential for even greater success than so far realized. The State Library must be supported adequately so that it can continue to be the center and guiding force in interloan activities and meet its goal of promoting equal access to the totality of library resources in Maine.

4. IT IS RECOMMENDED THAT REIMBURSEMENT FOR SERVICES PRESENTLY RENDERED BY THE AREA REFERENCE AND RESOURCE CENTERS BE REVIEWED. Reimbursement is clearly inadequate. The continuing success of the regional library program in Maine will depend more on strengthening these centers than on any other single factor. There can be no substitute for strength in these centers as they continue to attempt to meet the ever increasing demands their satellite libraries make upon them. The smaller libraries throughout the State, in addition to supplying on-site service, are now referring more requests to these larger, more comprehensive district service centers.

5. IT IS RECOMMENDED THAT THE FOLLOWING RESOLUTIONS ADOPTED BY THE MAINE GOVERNOR'S WHITE HOUSE CONFERENCE ON LIBRARIES RECEIVE PROMPT SUPPORT FROM ALL CONCERNED (THESE ARE THE TOP FIVE RESOLUTIONS AMONG THE 54 ADOPTED):

- Library services should be free to all.
- A statewide borrower's card should be made available immediately.
- The State Legislature should continue to increase the per capita allotment to sup-

port effective library services to the citizens of Maine.

- The Library Commission and the State Librarian should join with the Commissioner of Educational and Cultural Services in planning and funding a long term program of developing libraries in the public schools of the state.
- A union list of all available materials in Regional System libraries should be funded and developed, should be accessible to all residents of the state and should eventually become part of a national network.

6. IT IS RECOMMENDED THAT A DETAILED STUDY TO INCLUDE A COST ANALYSIS OF STATE-WIDE BOOKMOBILE SERVICE IN MAINE BE UNDERTAKEN. The study should consider user-oriented factors such as evening hours, types of materials desired, length, frequency and location of stops, as well as distances travelled. In addition, the cost of vehicles, their maintenance, staffing, and headquarters support should be considered.

7. IT IS FURTHER RECOMMENDED THAT THE STUDY EVALUATE THE COSTS INVOLVED IN PROGRAMS SUPPLEMENTAL TO BOOKMOBILE SERVICE SUCH AS BOOKS BY MAIL AND/OR BOOK COLLECTIONS DEPOSITED IN LOCATIONS SUCH AS SHOPPING CENTERS. The benefits, both tangible and intangible, derived from present bookmobile service are of major concern in coming to a decision.

8. IT IS RECOMMENDED THAT BOOKMOBILE SERVICE TO THE SCHOOLS BE EVALUATED SINCE THE LACK OF SCHOOL LIBRARIES HAS RESULTED IN AN UNJUSTIFIABLE SHARE OF BOOKMOBILE SERVICE GOING TO SCHOOLS. In addition to the fact that the general public does not receive its share of bookmobile service, it is essential to point out that students are not receiving school library service; they are, in reality, receiving public library service at school locations.

9. IT IS RECOMMENDED THAT THE COMMISSIONER OF EDUCATIONAL AND CULTURAL SERVICES BE INVITED TO NEGOTIATE WITH THE LIBRARY COMMISSION AND THE STATE LIBRARIAN IN PLANNING A LONG TERM PROGRAM OF DEVELOPING LIBRARIES IN THE PUBLIC SCHOOLS

OF THE STATE. Planning at the state level should begin immediately to strengthen this service as soon as possible at district and local levels. District library consultants should assist school librarians in making effective use of Area Reference and Resource Centers. School administrators who have decision-making authority must be involved with school librarians to insure a commitment to progress being made in this area.

10. IT IS RECOMMENDED THAT AN INTENSIVE EFFORT BE MADE TO PUBLICIZE LIBRARY SERVICE IN GENERAL AND DISTRICT LIBRARY SERVICES IN PARTICULAR. This is a major responsibility of the district consultants. The public should be made aware of the benefits of regional library service, and the satisfactions and values that it has for its users. The participation of professional and lay people in furthering the cause of libraries at meetings of local Boards of Trustees, of district Executive Boards, and of friends of libraries groups dedicated to improving library service has been helpful. All avenues, especially because of the Maine Governor's Conference on Libraries held in April, 1979 and the National White House Conference, should be utilized to educate the people about the value of libraries and the need to support them. Continued help from the media should be encouraged. A program of specific and appropriate topics designed for the purpose will be formulated for these state and national conferences and will help keep clearly visible both the responsibilities and the values of libraries in our democratic society.

11. IT IS RECOMMENDED, BASED ON THE ANALYSIS PROVIDED EARLIER IN THIS REPORT, THAT THE DISTRICT CONSULTANTS INITIATE A PUBLIC INFORMATION PROGRAM. This program should be directed toward the general public in an intensive effort to publicize library service in general and district library services in particular. The public should be made aware of the benefits of regional library service and the satisfaction and values that it has for its users. Special attention should be given to the promotion of programs, such as the MAINECARD, which will widen access to them for all Maine residents.

12. IT IS RECOMMENDED THAT A COMPREHENSIVE STUDY OF DISTRICT CONSULTANT SERVICES BE UNDERTAKEN. The service role, geographic spread and general effectiveness of the district consultant concept should be analyzed in relation to meeting the needs of library users.

13. IT IS RECOMMENDED THAT A COMPUTER ASSISTED DATA BASE OF BIBLIOGRAPHIC CITATIONS BE DEVELOPED. This data base should represent significant monograph and serial holdings in the major libraries of the State, including holdings in the libraries of the state agencies; NELINET, which is already well established in Maine, should be utilized as a base for this effort.

14. IT IS RECOMMENDED THAT THE SCHOOL, PUBLIC, COMMUNITY AND COLLEGE LIBRARIES WITHIN EACH DISTRICT FOLLOW A REQUIRED REFERRAL PATTERN IN ORDER TO EXPEDITE FILLING OF INTERLIBRARY LOAN REQUESTS WITHIN THE DISTRICT. There is a clearly defined sequence of referrals originating in local libraries which permit the Area Reference and Resource Centers as well as the Research Centers to function as efficiently as possible. Efforts should be

made by the Maine State Library to educate all libraries using the interlibrary loan system to follow the established sequence. Requests which do not follow this pattern of referral should be returned to the library originating the request with instructions for compliance with the above statement describing the required referral pattern.

15. IT IS RECOMMENDED THAT CONSIDERATION BE GIVEN TO PROVIDING ADDITIONAL DIRECT GRANTS IN AID TO THE AREA REFERENCE AND RESOURCE CENTERS FOR COLLECTION DEVELOPMENT BASED ON SUCH FACTORS AS THE AREA SERVED, THE NUMBER OF RESIDENTS OF THE AREA SERVED, AND THE FISCAL SUPPORT GIVEN THE LOCAL LIBRARIES BY THEIR RESPECTIVE JURISDICTIONS. This type of aid supports the regional library concept by building strength into the Area Reference and Resource Centers, the very backbone of the district library program.

16. IT IS RECOMMENDED THAT PUBLIC ACCESS WATS BE PROVIDED TO UNSERVED AREAS THROUGH THE AREA REFERENCE AND RESOURCE CENTERS. Additional funding would be needed to support this service.

CONCLUSION

The Maine State Library has exerted an effective role of leadership in planning and implementing its district library program. It is being achieved with the enthusiastic assistance of the public libraries, both the public and private academic libraries, school administrators and school libraries, and the special libraries. In the five years the plan has been in existence resource sharing activities through the interlibrary loan mechanism have increased almost three fold. In addition Maine residents are now borrowing more books per capita than residents of any other state except New York. This is dramatic proof of not only the success and need but also of its proven value. The challenge of the future lies in developing and applying patterns for technological improvements, and in pursuing cooperative and coordinated measures with the other five New

England States, and eventually the nation.

The results of the recent Maine Governor's Conference on Libraries provide an opportunity for improved library service. That conference, and the national White House Conference, sets the scene for significant library development in Maine. A statewide borrower's card, one of the top five conference resolutions, is one such possible development.

Widening the Circle, the 1971 report of the Governor's Task Force to Study Libraries in Maine, is one of the landmark reviews of library service in Maine. Many of the concerns expressed in that report have yet to be addressed. It is hoped that this present study will help renew interest in some of those recognized needs which are as evident today as they were in 1971.

APPENDIX

LAWS OF MAINE, 1973

Chapter 626

REGIONAL LIBRARY SYSTEMS

Sec.

- 110. Definitions.
- 111. Regional library development.
- 112. —functions
- 113. Library districts.
- 114. District council.
- 115. Area reference and resource centers.
- 116. Research centers.
- 117. District consultants.
- 118. School libraries and media center.

§ 110. Definitions

In this chapter, unless the context clearly requires a different meaning, the following words shall have the following meanings.

1. Appeals board. “Appeals board” means the Maine Library Commission acting, on request from interested citizens, as a board of review for decisions made concerning the State’s library plan.

2. Area reference and resource center. “Area reference and resource center” means a large public, school or academic library designated by the Commissioner of Educational and Cultural Services and the State Librarian and receiving state aid for the purpose of making its resources and services available without charge to all residents of the district, of providing supplementary library services to local libraries within the district, of coordinating the services of all local libraries within the district which by contract become part of the library district.

3. Common borrower’s card. “Common borrower’s card” means a system of personal identification for the purpose of borrowing and returning books and other materials from any library that participates in the regional system.

4. District consultant. “District consultant” means a Maine State Library employee who acts as a general library consultant to one or more districts. (see amendment, 1977)

5. District council. “District council” means an advisory body serving as a policy-making authority for a constituency of participating libraries within a geographical district.

27 § 110

Title 27

6. District plan. “District plan” in entirety means a statement describing the specific purposes for which the district is formed, the means and the agencies by which such purposes are to be accomplished, and an estimate of the funds necessary to their accomplishment; also the public agency which is to receive those funds.

7. Library district. “Library district” means a defined geographic area consisting of local libraries joined cooperatively to an area reference and resource center and a research center. Local libraries

within the district may also be joined cooperatively with other types of libraries.

8. Local library board. "Local library board" means the body which has the authority to give administrative direction or advice to a library through its librarian.

9. Media center. "Media center" means any library utilizing print as well as extensive nonprint resources and materials.

10. Public library. "Public library" means a library freely open to all persons and receives its financial support from a municipality, private association, corporation or group. The above serves the informational, educational and recreational needs of all the residents of the area for which its governing body is responsible.

11. Regional library system. "Regional library system" means a network of library districts interrelated by formal or informal contract, for the purpose of organizing library resources and services for research, information and recreation to improve statewide library service and to serve collectively the entire population of the State.

12. Research center. "Research center" means any library designated as such by the Commissioner of Educational and Cultural Services and the State Librarian and receiving state aid for the purposes of making its major research collections, under such rules and regulations as are defined by its governing board and head librarian, available to the residents of the State.

1973, c. 626, § 6.

Library References

States 45. Words and Phrases (Perm.Ed.)
C.J.S. States §§ 52, 66.

Ch. 4 27 § 112 § 111. Regional library development

1. Maine Library Commission. There shall be created within the Department of Educational and Cultural Services a library commission which shall be designated as the Maine Library Commission. It shall consist of 15 members appointed by the Governor. The library commission shall be broadly representative of the State's libraries and shall consist of a representative from public, school, academic, special, institutional and handicapped libraries, a trustee representative, one representative from each of the library districts as they are formed and 3 representatives from the State at large of

30.

whom one shall be representative of the disadvantaged.

The term of each appointed member shall be 5 years or until his successor is appointed and qualified. Of the members first appointed, 3 shall be for one year, 3 for 2 years, 3 for 3 years, 3 for 4 years and 3 for 5 years. Subsequent appointments shall be for the full term of 5 years. No members shall serve more than 2 successive terms. In the case of a vacancy other than the expiration of a term, the appointment of a successor shall be made in like manner for the balance of the term.

The commission shall meet at least 4 times a year. It shall elect a chairman for a term of 2 years and frame and modify bylaws for its internal organization and operation. The State Librarian shall serve as secretary to the commission. The members of the commission shall serve without compensation, but shall be reimbursed for expenses incurred in the performance of their duties.

1973, c. 626, § 6.

Library References

States 45. C.J.S. States §§ 52, 66.

§ 112. —functions

The library commission shall:

1. Appointment of State Librarian. Give advice and make recommendations to the Commissioner of Educational and Cultural Services with regard to the appointment of the State Librarian;

2. Policies. Give advice and make recommendations to the Commissioner of Educational and Cultural Services with regard to: The policies and operations of the Maine State Library and the State's library program including minimum standards of library service, the apportionment of state aid to libraries, the designation of library districts and their boundaries, the designation of area reference and resource centers and the designation of research centers after full consideration of the advice of the district council;

3. Review. Act, on written request by any interested library, as an appeals board concerning decisions of the commissioner regarding the items in subsection 2. The written request for a hearing shall be filed within 30 days from the date of the decision. (see amendment, 1977)

1973, c. 626, § 6.

Library References

States 66. C.J.S. States §§ 58 et seq., 81.

§ 113. Library districts

Upon the advice of the Maine Library Commission, the State shall be divided into as many districts as the commissioner shall determine are required and shall establish or modify the geographical boundaries of each district.

1973, c. 626, § 6.

§ 114. District council

Each library district shall have an advisory council which shall be known as the district council.

1. Membership. The governing board of each library which has contracted to participate in the district system shall appoint a representative to the district council. At its first annual meeting the district council shall elect an executive board composed of, in total, 9 members, which shall include 3 librarians, one trustee and 5 lay members. The district executive board shall elect from its number the appropriate officers as needed. The district council shall meet at least 3 times a year. (see amendment, 1977)

2. Duties. The district council shall:

A. Serve as a policy-making body for the district within the limits of its authority which shall in no way diminish the power of the local library board;

B. Develop and evaluate a program of services in the district which will encourage cooperative activity among all types of libraries and media centers;

C. Provide liaison among the municipalities in the district;

D. Make recommendations to the Maine Library Commission which would in turn make recommendations to the commissioner regarding programs and services which would help to make libraries and media centers in the district accessible to all;

E. Assist in the development of a comprehensive district plan based upon community plans of service; (see amendment, 1977)

F. Advise on the selection of an area reference and resource center and a research center for the district.

1973, c. 626, § 6.

§ 115. Area reference and resource centers

Each district shall be affiliated with an area reference and resource center which shall be

designated by the commissioner, with the advice of the library commission.

1. Duties. The area reference and resource center may:

A. Provide a common borrower's card for member libraries;

B. Participate with the district consultant in planning and conducting workshops on community-library planning;

C. Provide office space and support services to the extent able to the district consultant;

D. Join with the district council in assigning priorities to implement the district plan;

E. Such other cooperative activities and services as member libraries may need or require.

1973, c. 626, § 6.

§ 116. Research centers

Research centers may be designated by the commissioner with the advice of the Library Commission.

1. Duties. The research center shall:

A. Provide for advanced research needs;

B. Act as a back-up collection for the specialized reference needs of the reference and resource centers;

C. Provide such other cooperative activities and services as member libraries may need or require.

1973, c. 626, § 6.

27 § 117

Title 27

§ 117. District consultants

The State Librarian, with the advice of the district council, shall appoint a staff member to serve as a district consultant to one or more districts as determined by the policies established by the commissioner. (see amendment, 1977)

1. Duties. The district consultant shall be an ex officio, nonvoting member of the district council and shall serve as secretary and further shall:

A. Serve as a professional consultant to libraries within the district or districts;

B. Study the needs of the district and make recommendations to the district council;

C. Coordinate services among libraries of all types;

D. Provide liaison between the district, other districts and state agencies;

- E. Encourage local initiative and commitment to regional cooperative library service;
- F. Assist in planning for area reference and interlibrary loan service;
- G. Help evolve community based plans of service. (see amendment, 1977)
1973, c. 626, § 6.

§ 118. School libraries and media center

Any school library or media center in a community with no public library service, or serving communities with no public libraries, which agrees to offer service as a public library, is entitled to all the benefits accruing to a public library with the approval of the commissioner.

1973, c. 626, § 6.

Library References

Schools and School Districts 76.

C.J.S. Schools and School Districts § 269.

LAWS OF MAINE, 1977

CHAPTER 125

IN THE YEAR OF OUR LORD
NINETEEN HUNDRED SEVENTY-SEVEN

S.P. 74 — L.D. 183

AN ACT to Revise the Maine Regional Library System.

Be it enacted by the People of the State of Maine, as follows:

Sec. 1. 27 MRSA § 110, sub-§ 4, as enacted by PL 1973, c. 626, § 6, is amended to read:

4. District consultant. **“District consultant”** means ~~a Maine State Library employee~~ one who acts as a general library consultant to one or more districts.

Sec. 2. 27 MRSA § 112, sub-§ 4 is enacted to read:

4. Federal program. Serve as the State Advisory Council on Libraries and in that capacity give advice and make recommendations to the Commissioner of Educational and Cultural Services with regard to the administration of federal funds, in accordance with the terms thereof, which may now or in the future become available for library purposes.

Sec. 2, 27 MRSA § 114, sub-§1, as enacted by PL 1973, c. 626, § 6, is repealed and the following enacted in its place:

1. Membership. The governing board of each library which has agreed to participate in the district system shall appoint a representative to the district council. The district council shall elect an executive board composed of 9 members and shall distribute this membership among librarians, trustees and lay members. The district executive board shall elect from its number the appropriate officers as needed. The district council shall meet at least twice a year.

Sec. 4. 27 MRSA § 114, sub-§ 2, ¶ E, as enacted by PL 1973, c. 626, § 6, is amended to read:

E. Assist in the development of a comprehensive district plan ~~based upon community plans of service;~~

Sec. 5. 27 MRSA § 117, 1st ¶, as enacted by PL 1973, c. 626, § 6, is repealed and the following enacted in its place:

The State Librarian, with the advice of the district council, shall appoint a staff member, or contract with an area reference and resource center, to provide district consultant services to one or more districts as determined by the policies established by the commissioner.

Sec. 6. 27 MRSA § 117, sub-§ 1, ¶ G, as enacted by PL 1973, c. 626, § 6, is repealed and the following enacted in its place:

G. Help evolve a district plan of service.

LAWS OF MAINE, 1977

CHAPTER 555

IN THE YEAR OF OUR LORD
NINETEEN HUNDRED SEVENTY-SEVEN

S.P. 462 — L.D. 1585

AN ACT in Support of Regional Library Systems.

Be it enacted by the People of the State of Maine, as follows:

Sec. 1. 27 MRSA § 119 is enacted to read:

§ 119. Distribution of appropriations

The Commissioner of Educational and Cultural Services is authorized to apportion funds appropriated by the Legislature for the support of regional library systems.

