



**Palliser**  
Regional Library

## **Saskatchewan Public Library Engagement**

**November 17<sup>th</sup>, 2018**

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# About Palliser Regional Library

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Palliser Regional Library was established in 1973, the last of the regional libraries in Saskatchewan. Palliser encompasses 27,560 square km in South Central Saskatchewan containing the City of Moose Jaw, 45 towns and villages, 30 rural municipalities, and a population of 55,471. Between our Headquarters, the 19 rural branches and Moose Jaw Public Library, we have 59 employees – 18 full-time and the rest work from 5.5 to 28 hours per week.

Palliser Regional Library Mission statement (2005):

*“Palliser Regional Library is designed to provide all people with equitable access to informational, cultural, recreational, and educational resources and services. We strive to provide opportunities to enhance literacy and individual lifelong learning.”*

Governance and administrative characteristics that are unique to Palliser Region:

1. 61.39% of our population lives in the City of Moose Jaw.
2. Because of this, 5 of 9 members on the Executive Committee and 7 of 83 members on the Regional Board are representatives from the City of Moose Jaw.
3. Funding for Palliser comes from 3 separate sources, the City of Moose Jaw, the rural levy, and the Provincial Resource Sharing Grant. Money from the City of Moose Jaw is spent exclusively on Moose Jaw Public Library. The Rural levy is used exclusively for rural open hours, materials, training and programming. Palliser Regional Library relies exclusively on the Provincial Resource Sharing Grant for our headquarters operations. No funding from the rural levy or the City of Moose Jaw is ever used for headquarters operations.
4. Palliser is a fully unionized region; all of our in scope staff members belong to a single union.
5. There is a time limit (8 years) on how long (continuously) a board member may serve on either the local or the regional board before they must recuse themselves for a minimum of 1 year.

## Stakeholders Consulted

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In the compiling the information that forms the responses to the discussion questions included in this document, the following stakeholders were consulted:

- Palliser Regional Library member municipalities were sent an e-mail soliciting feedback on October 10<sup>th</sup>. The responses we received to date can be found in Appendix A.
- Rural Branch Library Staff, Branch Staff Workshop on October 12<sup>th</sup>
- Palliser Regional Library Board Executive Committee members, meeting on October 19<sup>th</sup>
- Palliser Regional Library Board members, Fall Regional Board Meeting on November 2<sup>nd</sup>
- Palliser Regional Library and Moose Jaw Public Library Professional Staff:
  - Jan Smith – Director, Palliser Regional Library
  - Arwen Rudolph – Assistant Director/Rural Branch Manager, Palliser Regional Library
  - Wanda Parker – Accountant/Office Manager, Palliser Regional Library
  - Carolyn Graham – Acting Head Librarian, Moose Jaw Public Library
  - Shevaun Ruby – Assistant Head Librarian, Moose Jaw Public Library

# Legislation

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*The Public Libraries Act* and its regulations have overall served the public library system very well. We feel that having legislation that affirms the existence and importance of public libraries in Saskatchewan is, in itself, valuable. The current legislation has many strengths which need to be maintained going forward. However, the Act is over 20 years old, and was enacted before the internet and online resources became such an integral part of public libraries; some updating is therefore warranted. At this point we wish to emphasize that this can only be the beginning of the conversation about the legislation. If we were to indeed move towards opening up the act and modifying legislation, many further conversations and consultations with all stakeholders must take place. All Legislation quoted below is from *The Public Libraries Act, 1996*, or its regulations.

## Strengths of the current legislation

### 1. Definition of 'basic library services'

3(2) The purposes of the provincial public library system are:

- (a) to facilitate equitable access to basic library services by all residents of Saskatchewan;

But what does 'basic library services' mean? Clause 3 of the Regulations describes them; however this section could use some updating. 'Publicly accessible computers' are mentioned, but nothing about internet (High speed Wi-Fi) or any online resource, ebooks, etc.

### 2. Autonomous Library Boards

3(1) *The purposes of this Act are:*

*(c) to recognize that the following are fundamental components of the provincial public library system:*

- (iv) autonomous library boards.*

It is extremely important that public libraries maintain the ability to govern ourselves. The equal input of the professionally trained staff and of the members of the community that use the library is necessary for community led libraries.

### 3. Public Libraries are Free

*Use of public libraries to be free*

6(1) *Every resident of Saskatchewan is entitled to borrow, directly or by interlibrary loan, library materials held by any public library in Saskatchewan, subject to any reasonable conditions, other than the payment of a fee, that may be imposed by the responsible public library board.*

The concept that public library use should be free is extremely important. Every resident in Saskatchewan should be entitled to use a public library's facility, use the internet, register for a library card, check out physical items, and use online resources all without paying a fee. We are dedicated to removing as many barriers to service as possible, and that includes a keeping as many library programs and services as possible free of charge. The only thing we currently occasionally charge for is certain local library programs which may charge a small fee to recover cost of materials.

#### 4. **Mandatory Participation by Municipalities**

*29(1) The council of every municipality within the boundaries of a regional library shall:*

*(a) participate in the regional library and make payments to the regional library of the annual grants and interest in accordance with any bylaw passed by the regional library board pursuant to subsection 43(3);*

Mandatory participation in and financial support of the public library system by all Saskatchewan municipalities is an extremely important part of the legislation. This part of the legislation is essential for the following reasons:

- a) Fiscal planning – Before mandatory participation was legislated, each year a municipality could decide to opt in or out of the regional library system. This made it very difficult for staff to plan financially as no certain prediction could be made regarding the levies that would be received. Staff also spent a considerable amount of administrative time keeping track of which municipalities were in this year, which were out and which residents were going to have to pay a fee to use the library that year.
- b) The One Province Library System – mandatory participation is one of the essential ingredients in our one province system. Because participation is mandatory by all municipalities, a library card can be automatically granted to every resident of Saskatchewan without regard to where in the province they live. If participation were not mandatory, it would become more difficult to administrate the one province system because somewhere it would need to be tracked which residents were entitled to participate in the one province system, and which ones were not.
- c) The residents of municipalities who are not near a physical library branch can access a myriad of online resources through the regional library website, so their participation in the public library system is even more warranted today than it was when the original legislation was drafted.

#### 5. **Qualifications of Directors & Provincial Librarian**

*Staff*

*38(1) Every regional library board shall appoint a person who has a degree in library or information science from a university accredited by the American Library Association as library director of the regional library...*

*Qualifications of Provincial Librarian*

*25 For the purposes of section 9 of the Act, the Provincial Librarian must have a degree in library or information science from a university accredited by the American Library Association.*

(Regulations)

It is important to us that the MLS or MLIS degree remain a qualification for The Provincial Librarian and the head of each Regional Library. The training and education implicit in obtaining such a degree indicate that an individual has had education in the history and philosophy of librarianship, and has an excellent understanding of the purpose and function of libraries.

## 6. Municipalities are required to provide a facility for housing the library

### *Facilities*

41(1) *The councils of participating municipalities shall:*

*(a) ensure that accommodation for local libraries is provided in accordance with the regulations; and*

*(b) contribute financially in an amount determined by the council for the provision and maintenance of that accommodation.*

This clearly indicates that municipalities rather than Regional Libraries are responsible for facilities. This is an important distinction as Regional Libraries are not equipped to take on the additional responsibilities of facility management.

## 7. The ability of Regional Libraries to set our own levies

### *Grants by municipalities*

43(2) *A regional library board shall determine the amount of the annual grant to be made by each participating municipality.*

As with mandatory participation with municipalities, allowing regional library boards to determine the levy we charge to municipalities is essential for our ability to plan and budget for the upcoming year. Regional boards consist of representatives of each member municipality, so municipalities do have the ability to influence the levy rate they pay.

## Concerns about current legislation

### 1. Ambiguity about responsibility for facilities

#### *Facilities*

41(1) *The councils of participating municipalities shall:*

*(a) ensure that accommodation for local libraries is provided in accordance with the **regulations**; and*

*(b) contribute financially in an amount **determined by the council** for the provision and maintenance of that accommodation.*

This section of the legislation was mentioned above as a strength. However, it is also a concern for us because it is extremely vague and leaves much up to the discretion of the municipality. The Act references the regulations, but there is no further clarification currently in the regulations about local library facilities. This creates a situation where the quality of the facility provided varies greatly from branch to branch. For more information about just how much library facilities vary across this province, the Facilities Inventory created several years ago by Provincial Library can be consulted.

Some municipalities ensure that their library facility is in good condition and are prompt to make repairs when asked by the local library board. However, there are other municipalities that ignore or delay doing needed repairs and maintenance. Even when local library boards ask the municipality to conduct repairs and maintenance, or ask for money to do the work themselves, they are sometimes denied, forcing the local library board to either take on the responsibility and cost for repairs and maintenance themselves (which they are not always able

to do successfully) or allow the facility to fall into disrepair and become unattractive and unwelcoming.

Palliser Regional Library has created a *Branch Standards Policy* (see Appendix B) which details the standards we expect a library facility to conform to. However, we have no real way to enforce this except by threatening to close the branch, which we would of course not do unless there was an extreme situation where the facility was actually a health and safety risk to staff or to the public. We would like to have something added to the Act or its Regulations which would give Regional Libraries the ability to be more specific about what constitutes an acceptable library facility, perhaps through a requirement that each Regional Library needs to develop its own Branch Standards policy, and that municipalities conform to it.

There is also confusion about what responsibilities encompass 'providing a facility'. Does that include furnishings and equipment? Does it include utilities like electricity and phone service? Does it include snow removal? Does it include cosmetic maintenance such as painting and replacing flooring? Sometimes the municipality takes on the responsibilities for these things, sometimes the local library board does, and in some cases, it is a shared responsibility, or decided on a case by case basis. There needs to be a clearer definition of what responsibilities are included under the umbrella of 'providing a facility'.

There are also concerns about which municipality pays for the facility. Currently it is usually only the host municipality, i.e. the town or village in which the library is situated, that pays for the facility, although residents from other nearby municipalities also use the facility. In some cases, surrounding Rural Municipalities also contribute through providing a grant to the local board or to the host municipality, but that depends on the town or village having a close, cooperative relationship with surrounding RM's and is not common. This creates a situation where the cost per capita of the library varies considerably among different municipalities. There was a suggestion during the Library Engagement Session from the panel that regional libraries could eliminate this disparity by simply charging a higher levy across all municipalities and using that to fund the care of the branch facilities. However, facility management is not something regional libraries have ever done before, and not something that we have the resources, staff time or expertise to take on. Municipalities should retain that responsibility, but clarity is needed.

## Funding Allocation

### Regional Library Grant Formula

For calculations for each of the following suggested changes, please see the attached document, New Grant Formula Scenarios.

#### 1. Headquarters Component of the Regional Library Grant Formula

- a. Base Grant of 300,000 MUST be increased  
As stated in the annual provincial grant funding letter:

*'The headquarters component recognizes that it is essential to have a headquarters in order to have resource sharing within a regional library system and within the province. A headquarters is responsible for carrying out the activities necessary for resource sharing, for example, interlibrary loans, coordinated ordering and sharing of the library*

*materials, block exchanges, vehicles, insurance, computers and training branch library staff.'*

In other words, every regional library headquarters has a basic, core infrastructure of assets, equipment and staff. This core infrastructure is common to all regions *regardless of population*. The Base Grant portion of the formula is meant to acknowledge this; however, the original Base Grant of 300,000 was established over 20 years ago. We therefore request that:

- i. The Base Grant of the Headquarters Component be increased to **450,000**, which accounts for the inflation that has occurred since the enactment of this formula in 1996, and
- ii. That the ability to increase the Base Grant periodically to adjust for inflation be built in to the Regulations.

## 2. **Addition of Geography Component to the Regional Library Grant Formula**

There is a certain amount of cost involved in running a courier in each region. The courier is a necessary component of the province-wide resource sharing. A good proxy for the number of kilometres that has to be covered each year by a courier is a region's total square kilometres. This provides a measure of the size of a region that is independent of population and acknowledges regions like Chinook who have a lower population, but still have a large amount of area to cover to reach all of their branches.

## 3. **Materials Expenditure Component of the Regional Library Grant Formula**

When new materials are purchased, expenses are incurred in the selection, ordering, processing and maintenance of the materials. Additionally, when these materials are borrowed by other regions, staff do additional work in pulling, packing, sorting and transportation of these items. There are some agencies, including Palliser Regional Library, who have invested considerable staff time and money to create popular collections that contain a broad range of materials. Because of the quality of our collection, Palliser Regional Library is a net lender of items to most other regions, i.e. we lend more than we borrow. However, because there is a cap of 1.5 points per capita on the Materials Expenditure Component of the formula, we are not getting any credit for our efforts at collection development. In fact, no one currently is, as everyone's materials budget now exceeds the cap. The materials expenditure portion of the grant is now just another measure of population, which further skews the formula in favour of larger regions. There is no longer any incentive in the formula for regions who are net borrowers to increase their materials budgets and improve their collections. By ***increasing or eliminating the Materials Expenditure cap***, regions who are net borrowers could be encouraged to increase their materials expenditure, which would reduce their reliance on net lenders such as Palliser Regional Library, and potentially decrease the amount of material moving between regions.

## 4. **Open Hours Component of the Regional Library Grant Formula**

As stated in the annual provincial grant funding letter, 'library functions related to resource-sharing activities occur at the branch level.' Branch librarians are the ones who pull the items off of their shelves and pack them in the bins. However, the number of hours a branch is open is not the best measure of how much resource sharing is occurring at the branch. Open hours is basically another measure of population since regions with more population typically have more branches with more open hours. It says nothing about what they're doing with their open hours. The staff time that goes into sorting the items at regional headquarters and cost of the internal courier service which takes the items from the local branch to the regional headquarters must also be taken into account.

Another problematic element to this is that for many regions, Palliser included, we use some of the Open Hours portion of the grant to fund branch open hours. As the calculation of the grant is based on open hours, every time our open hours decrease, the grant we receive is affected negatively, which means we can spend less of it on open hours, which, unless we make up the shortfall in hours elsewhere, will in turn decrease our open hours. This could eventually create a circular feedback loop which would perpetually reduce our funding year after year.

A more accurate way of determining resource sharing levels is to measure:

- a. The reciprocal borrowing actually done at each branch
- b. The actual amount of materials that each library sends outside of region

These measurements are clearly defined and easily obtained through SILS statistics. These measurements should therefore be used in place of open hours to determine the staff resource sharing portion of the Regional Library Grant for each region.

## **Additional Grants for Facilities**

*21.9 Notwithstanding any other grant made by the minister pursuant to these regulations, the minister may make grants to any person, agency, organization, association, institution, board or public library within or outside Saskatchewan for special projects for the purpose of:*

- (a) assisting in the establishment of any public library; or*
- (b) contributing towards the maintenance of public library services.*

When the regional libraries were new, there was funding available for aid in the establishment of new branch libraries. This funding is no longer available. We have had inquiries from some growing municipalities about the possibility of establishing a branch library, but the initial investment required to build, purchase or renovate a facility, furnish it, and establish a collection is a huge deterrent, and all municipalities who initially showed interest never followed through in part because of this cost. Creating a special grant for the establishment of new branch libraries which could be applied for through a region and administered by Provincial Library would be very helpful.

Also, as discussed above, some municipalities struggle with the cost of maintaining existing library facilities. The situation has been further exacerbated by the addition of CNet. When a library branch moves to a new facility, the CNet connection must move with it, and the cost to move that connection falls on the municipality. In Palliser there is one municipality who acknowledges that the current library facility has been plagued by maintenance problems such as roof leaks, flooding, and pests. However, because of the thousands of dollars required to move the CNet connection, the municipality will not move the library. If there were special grants available to move CNet collections, municipalities would be more willing to move the library to a better facility when warranted. Provincial Library has suggested that they may be limited funding for this available, but if this is the case, there should be a formal process for applying for and awarding funding for CNet moves.

# Governance

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Overall, we feel that the current governance structure for Regional Libraries functions very well and have no strong recommendations for change.

## Strengths of the Regional Model

1. The governance structure is very flexible, allowing each individual region to create bylaws and policies that work well within the unique characteristics of their region.
2. All member municipalities have a place on the regional board and the ability to help shape the direction of the regional library. As a result, the regional library is community led and reflects the values and priorities of the municipalities it serves.

## Weakness of the Regional model

1. The governance and funding structure of public libraries are complex. As a consequence, new library board members require a considerable amount of training to be able to make informed and effective decisions. A considerable amount of staff time is expended in this area.
2. The same flexibility that was listed as a strength above can also be a weakness. There are significant differences in the operational structure of each region. These differences can make it difficult for regions to share best practices and work on joint projects together. Sometimes regional libraries have difficulty setting aside their own policies and procedures to work together for the greater good.

## Local Governance Policies

1. In *Palliser's Local Library Board Policy*, there is an article which states that "No Board member should hold office for more than eight years consecutively." We believe we are the only region that has a limit on the amount of time a board member may serve on the local board. While it can cause some problems in communities that find it difficult to recruit library board members, overall the effects have been positive. It allows for the regular addition of new board members who come with new ideas and fresh perspectives to contribute to the local board. It also mitigates volunteer burnout. Many former board members eventually come back refreshed and recharged after a break of a year or more to serve another 8 year term.
  - a. Any local governance decisions/policies that you wish were part of legislation
    - i. After many years of observing the dysfunction of SLTA, Palliser believes that there should be a time limit set for how long (continuously) a board member may serve on either the local or the regional board before they must recuse themselves for a minimum of 2 years. This ensures fresh faces and new ideas at the table.
    - ii. We also recommend that every region have a *Branch Standards Policy*. We have found it incredibly useful. We do currently have some problems with enforcing it, however, because of the confusion in the municipalities about what encompasses their role as the provider of the library facility which was discussed in the previous section on legislation.

## Regional Library Boundaries

In general we do not feel that there are any urgent problems with the Regional Library boundaries.

Current boundaries are not always the most efficient for our courier system. For example, the Palliser courier regularly travels through both Central Butte & Chaplin on the way from Riverhurst branch to Mortlach branch. We are currently in discussions with Chinook to discover if there is a way for us to distribute Central Butte's and Chaplin's items through the courier for them without actually making them Palliser Regional Library branches.

Boundaries also do not match up with other boundaries such as school divisions or health regions. This can make it somewhat difficult to partner up with these organizations. Palliser currently overlaps with 4 public school divisions. We deal mostly with Prairie South who overlaps the most with our region. But we generally don't have the staff time to liaise with more than one school division, so we leave it up to the local branches to partner locally with the schools that are not within Prairie South boundaries. Because Prairie South also overlaps with Chinook and Southeast, we may need to bring in these other regional libraries when partnering with Prairie South.

## Amalgamation of Regions

If this were ever to be considered, there would have to be not only clear cost savings, but a continuation or improvement on the services we are currently offering our patrons. Palliser does not currently see this as a viable option as amalgamation would be a problematic undertaking for the following reasons:

1. Logistical issues: There are so many differences between regions. We all have different pay scales and job descriptions, some of us have unions, we all charge different levies, and in some cases (for example, Wheatland), we have utterly different operational models. It took regions a significant amount of time just to negotiate common loan and fine rules across the province. To bring multiple regions together would be an immense undertaking.
2. Geographical issues: Palliser is about 1 hour 45 minutes from our furthest branch, Coronach. Other regions are probably about 2.5 hours from their furthest branch. Any further, and it gets really hard for HQ staff to do branch visits in a day. Visiting branches in person are a necessary part of headquarter staff duties. All regional libraries need to run a courier, do branch staff training, board training, programming, collection management, computer installation and maintenance, and evaluate staff performance and the state of the facility. Travel to and from headquarters to our branches would become extremely difficult if we were any further from our branches.

# Role Clarity and Responsibilities

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## Responsibilities of Provincial Government:

1. To understand the provincial public library system, how it is funded, and how it functions. Based on comments that were made by various provincial government officials at the time of the funding cuts in 2016, it is clear that there was profound ignorance on the part of the provincial government regarding how the provincial public library system worked and how provincial funding is allocated.
2. To enact legislation such as *The Public Libraries Act*. However, they also have a responsibility to thoroughly consult all stakeholders before considering any changes to this legislation.
3. To provide adequate funding for the provincial public library system, and commit to annual funding increases that take into consideration inflation and the changing needs to public libraries as they adapt to a quickly changing environment by providing new services and programs.
4. To provide CNet high speed internet connections to all public library branches. Commit to the CRTC's goal of broadband internet speeds of 50 Mbps download and 10 Mbps upload.
5. To provide courier service for the transport of library materials between regions.

## Responsibilities of the Ministry of Education

Palliser Regional Library believes that public libraries are a separate, distinct, but essential part of the Ministry of Education. However, our recent experience with this ministry has not been positive - we have been largely ignored. We would like this relationship to be more fruitful in the future. We request to participate in a more active way in the ministry and we insist upon inclusion in conversations about goals and projects. We have much to offer the ministry and can help in achieving its objectives. We need the Ministry of Education to make a commitment going forward that they will include public libraries in Ministry planning.

## Responsibilities of Provincial Library and Literacy Office (PLLO)

The responsibilities of PLLO and the Provincial Librarian are clearly outlined in *The Public Libraries Act*. In summary, the role of PLLO is to “*co-ordinate, facilitate and develop the activities of the provincial public library system.*” We feel that there continues to be a need for an organization to fulfill this centralized leadership role. However, in recent years, PLLO has not been effective in the execution of its duties. They have become disengaged and distant from the public libraries they are supposed to be supporting, resulting in programs and services that seem disjointed, irrelevant and out of touch with the daily reality faced by public libraries in Saskatchewan today. In order for PLLO to regain the trust and confidence of public libraries, significant changes will need to be made. The following is a list of the responsibilities that PLLO must take on to renew their leadership role.

## **Liase with Provincial Government**

1. Ensure that the Ministry of Education and Provincial Government understand how public libraries operate and where their funding comes from.
2. Be the voice of public libraries in the Ministry of Education and Provincial Government.
  - a. Make sure public libraries are included in Ministry, projects, goal-setting and strategic plans. In recent years, any Ministry plans were created without input from public libraries and then imposed on us. We were either wedged in as an afterthought, or left out completely and had to try to align ourselves with goals and objectives that were created without our input.
  - b. Remind the Ministry that public libraries serve all ages, not just K – 12.
  - c. Communicate what public libraries can offer the Ministry of Education and how we can help achieve their goals and objectives.
  - d. Communicate the needs of public libraries to the Ministry of Education and Provincial Government. Public Libraries have our own goals and objectives and need support and funding to help realize them.

## **Listen to Public Libraries**

1. Believe us when we tell you we are suffering financial hardship. We have been met with dismissiveness, indifference, and even contempt when we try to discuss with PLLO why we cannot afford things such as travel, hotels or professional development.
2. We need more funding for staff to deliver projects, not more projects to deliver. We cannot adequately support Provincial Library initiatives like Storybird, NNELS, CELA, or Maker Kits without more personnel to deliver these programs.
3. Stop assuming that you know what public libraries need. Ask public libraries about our goals and objectives, and how PLLO can help us achieve them.

## **Be a Leader**

1. Communicate with us. Provincial Library currently looks to us like a black box. We don't know who the staff are, what they do, or what Provincial Library's plans or goals are.
2. Develop a new strategic plan for PLLO in consultation with public library directors and board chairs. Be transparent about your mission and goals and ensure the public libraries you serve are supportive of them.
3. Foster communication and unity among the regions. Bring regions together in cooperation to reach larger goals that benefit public libraries and their users across the province.
4. Model and share best practices
5. Be Proactive. Look for opportunities to facilitate and support the work of public libraries.

## **Take on new roles & responsibilities**

PLLO needs to find new purpose. Some initial suggestions for projects that they might take on that we would find beneficial are as follows:

1. Work with the Provincial Government to improve high speed wireless internet access in all public libraries, in particular, rural branches. We have equipment in our branches that was

originally purchased by Provincial Library. It is now a decade old and needs to be replaced. PLLO must tell us if there is a plan in place for Provincial Library to purchase new equipment or not. If we are expected to purchase on our own, we need:

- a. to know what to purchase so that Network Services can continue to provide tech support.
  - b. To know ahead of time how much it will cost so we can financially prepare for it.
2. As discussed in the section on legislation, administer grants for new branch facilities, and branch facility improvements such as moving CNet.
  3. Maintain an up-to-date spreadsheet of salaries and salary ranges in public libraries in Saskatchewan and other Western provinces that public library boards can use as benchmarks when negotiating salaries within their own region.
  4. Maintain a list of regional, provincial and federal grants that both regional and local branch libraries can apply for.
  5. Give us help with outcomes measurement and statistical analysis. Palliser has struggled to find the staff time and expertise to do this. PLLO started with the summer reading evaluation project, and then it just died off. What happened to it?

## Responsibilities of Municipal Government

1. To provide facilities to house local branch libraries as per the legislation.
2. To appoint a representative to the Regional Library Board and to ensure that representative or an alternate attends all Regional Library Board Meetings (currently 2/year in Palliser).
3. To appoint members to the local library board
4. To pay the library levy as set by the Regional Library Board.
5. Pay for additional hours of opening not covered by the levy (not universal, but most choose to do this)

## Responsibilities of Regional Libraries

### To our own region:

1. Create a strategic plan for the region in consultation with our communities, board members and staff.
2. Act as a centralized administrative hub for the selection, ordering, purchasing, receiving, processing and distribution of materials in multiple formats.
3. Perform general administration of the region, including accounting and payroll.
4. Provide training, mentoring and guidance for branch staff and local library boards.
5. Run a courier to enable the delivery of materials to our branches and to other public libraries in the province.
6. Develop relationships of mutual benefit with other community organizations

### To other regions and the Province

- Communicate and listen
- Share our best practices and current projects with each other
  - E.g. Branch Managers forum
  - Opioid crisis, marijuana and other related concerns
- Co-operate to create excellent customer service (e.g. discussions underway on working with Chinook to include Central Butte on our courier route.)

- Appoint professional staff to provincial committees whenever possible to share the workload across multiple regions
- Work together to find efficiencies and bring the cost of services down (e.g. ordering processing materials in bulk for multiple regions)
- To participate in the Provincial Library System and share our materials with other regions

## **Role of City Libraries**

We say 'role' because this is not a responsibility that we demand of City Libraries, but it is a role that we have noticed that they play, and we want to acknowledge it and express our hope that they are willing to continue this role.

1. Provide leadership and guidance provincially on best practices in program and service delivery
2. Continue to be early adopters of new products and technologies and be willing to share their knowledge and experiences with the regions.

## **Responsibilities of Regional Library Boards**

1. Hire Regional Director
2. Act as liaison between Regional Library and municipalities
3. Promoting and advocating for the regional library
4. Approve budget and audited financial statements
5. Approve bylaws and policies
6. Provide and maintain regional library headquarters facility

## **Responsibilities of Local Library Boards**

1. Act as liaison between local library branch and community
2. Act as liaison between local library branch and municipality
3. Promoting and advocating for the local library
4. Understand the purpose of public libraries
5. Understand governance and funding structure of local libraries
6. Fundraising for programming, additional open hours, and other needs
7. Applying for grants on behalf of the local library branch
8. Partnering with other community organizations on projects of mutual benefit

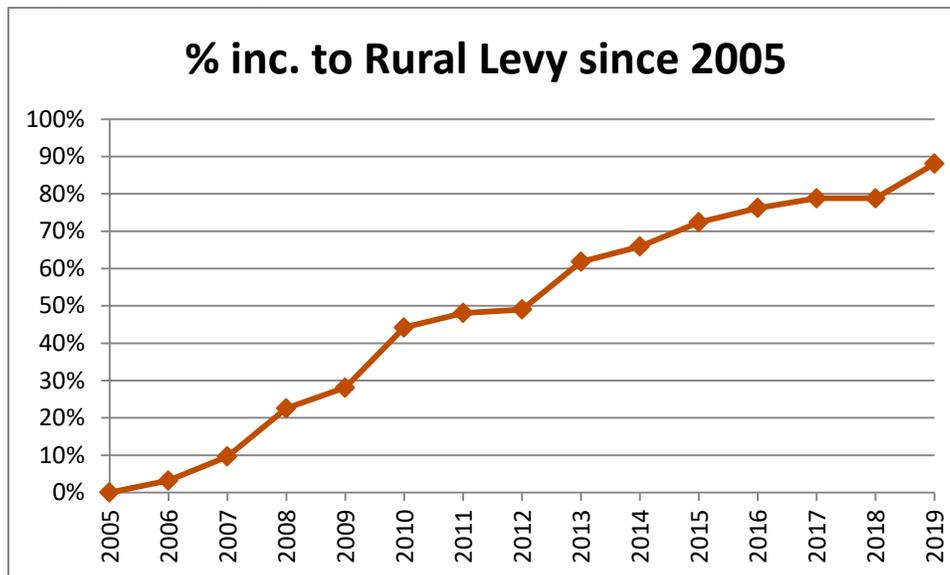
# Impact of Fiscal Pressures

## Current Negative Impacts of Fiscal Pressures

### Offloading onto municipalities

Palliser's rural municipal levy has increased enormously over the last 14 years. The base levy in 2005 was \$7.76 and in 2019 it will be \$14.595, an increase of 88%. As a comparison, the minimum wage in Saskatchewan increased from \$7.05 to \$11.06, an increase of only 57% (see Figure 1, below.)

Figure 1: Percentage Increase to Palliser Rural Municipal Levy, 2005 – 2019



The vast majority of the levy in Palliser, over 90%, goes towards branch open hours (staff salaries). Therefore the increase in the rural levy must also be attributed to an increase in the cost of branch open hours. The actual number of open hours has remained relatively stable over this time period. In 2006, the number of open hours the levy covered was 17,125.50, and in 2018, it was 17,280. The increase in the levy therefore cannot be attributed to an increase in branch open hours. We have also, obviously, had to increase staff salaries over this time period. However, Pages, Palliser's lowest paid staff members, were starting at \$7.40 in 2005 while in 2018 they started at \$11.16. That is only an increase of 51%. The minimum wage in Saskatchewan in 2005 was \$7.05, while in 2018 it is \$11.06, an increase of 57%. Our wage rates are actually not quite keeping up with minimum wage increases. The remaining increase in the levy rate can be attributed to several factors:

1. The introduction of SILS, the Saskatchewan Information Library Services Consortium, and province-wide holds. In 2011, we introduced an additional flat per capita rate to partially cover the membership fees for SILS. Our courier costs also increased considerably after SILS as we had to make adjustments to accommodate the increased flow of materials, including purchasing a larger vehicle which uses more fuel and increased staff hours. This levy was raised from \$0.375 to \$0.425 in our 2019 budget to help cover the PST and other SILS operational increases.

2. The elimination of the federal CAP (Community Access Program) in 2012. Many of our branches received funding for this program to subsidize their public computer costs. In 2013, we therefore introduced an additional per capita levy of \$0.17 to compensate for the loss of these funds so branches could continue to offer public computers and internet access.
3. The inadequacy of the Provincial Resource Sharing Grant. The Open Hours portion of the grant is meant to acknowledge that much of the staff activity that contributes to resource sharing occurs at the branch level. To that end, many regional libraries, including Palliser, use this portion of the grant to cover some branch open hours. However, the Headquarters and Materials Expenditure portion of the Resource Sharing Grant has been stagnant for almost a decade and has therefore not kept up to the increasing costs of running a regional library. Palliser has therefore been forced to become increasingly reliant on the Open Hours portion of the grant to cover headquarters operations such as courier, leaving less and less of the grant to cover rural branch open hours. The amount of the grant that goes towards funding rural branch open hours has gone from \$21,302 in 2005 to \$5,458 in 2018. We will soon be unable to fund any branch open hours at all from the Provincial Grant. This has caused Palliser to lean more heavily on the municipalities by increasing their levy year after year to maintain their current open hours (See Figures 2 and 3, below.)

**Figure 2: Allocation of Open Hours portion of Provincial Grant, 2005 – 2018**

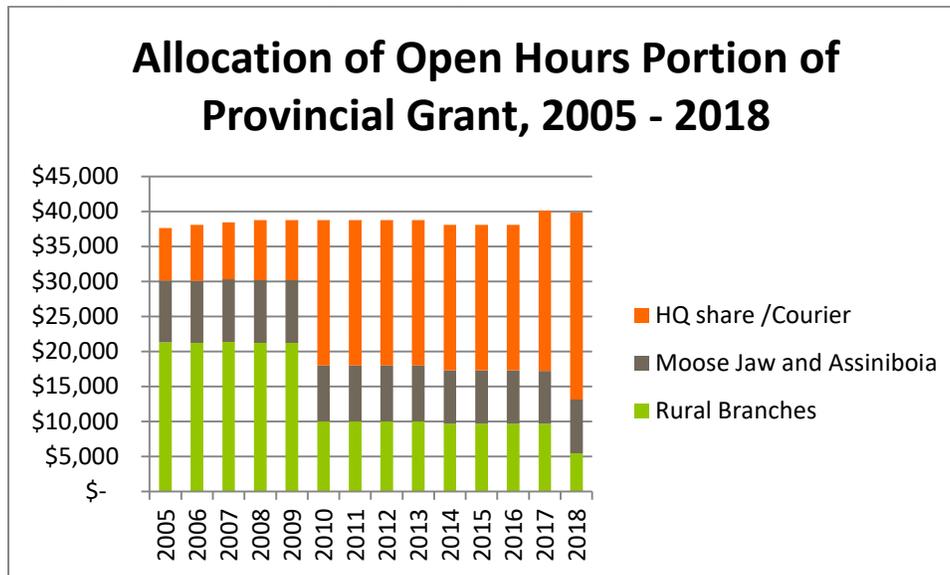
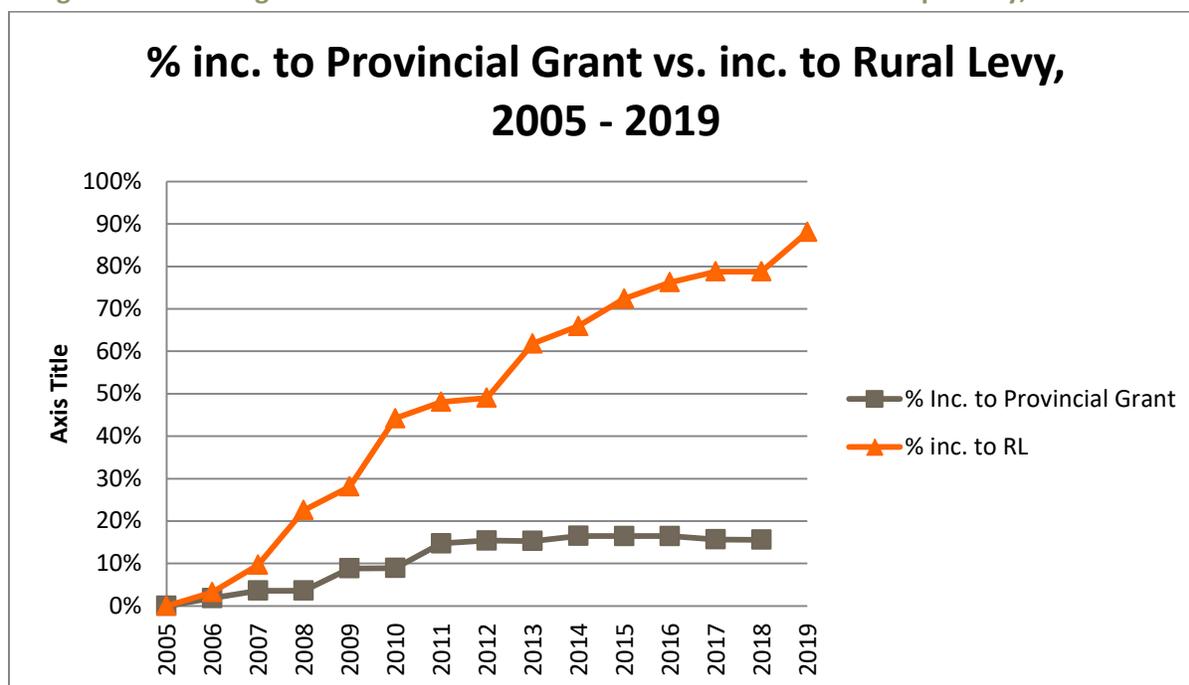


Figure 3: Percentage Increase to Provincial Grant vs. Palliser Rural Municipal Levy, 2005 – 2019



Thus far, the municipalities have been willing to take on these additional costs in order to maintain current open hours in their branches. However, this will not be able to continue much longer. There is a feeling of growing resentment from the municipalities about the constant increases to their levies, while the Provincial Resource Sharing Grant has not increased in any substantial way for close to a decade. When discussing the question of funding with municipalities, a common theme was the feeling that municipalities have been living up to their responsibilities with respect to public library funding, but it is now time for the province to do the same. This has also created municipal levy rates that vary considerably from region to region. Some of the differences in levy rates can be explained by differing regional library structures (e.g. Wheatland, who does not pay for staff salaries with their levy), but some of it is due to inequalities in the Provincial Resource Sharing Grant Formula, as discussed previously. It is not a coincidence that the regions with the highest levies per capita also have the smallest populations.

### Offloading onto branch libraries

- Palliser and Moose Jaw Public Library share the costs (based on population) of most of our joint online services (Hoopla, RBDigital, Ancestry, etc.) Moose Jaw Public Library is able to do this because they have a generous collections budget from the City of Moose Jaw. They are willing to do this because these databases are popular with their patrons and it is still cheaper to partner with Palliser and pay a portion than to pay for it all on their own. However, Moose Jaw Public Library also subscribes to several popular databases that Palliser cannot afford, even with MJPL paying a portion of the cost, including Lynda.com and Mango Languages. This has created a situation of unequal library services within our own region, where the residents of MJPL enjoy a better selection of online resources than rural residents.

- If our Computer Technician cannot fix a computer herself and we send it out to be fixed, we bill the branches for these computer repairs. We do not do any IT support at all for Moose Jaw Public Library.

### **Reductions in staffing levels at HQ:**

- 2.0 FTE positions have been lost since 2015 at HQ, representing 26% of the HQ staff FTE's. If there is no increase to the Provincial Resource Sharing Grant or the Interlibrary Loan Grant in 2019, we may lose another FTE. (See Palliser 2019 Budget, Appendix C)
- The layoffs have created a shortage of staff at HQ. Management staff are feeling stretched extremely thin as there are fewer and fewer support staff to rely on. We struggle to accomplish the day to day business that needs attending to, and find taking on special projects an almost monumental task. This is why we often find it difficult to participate in Provincial Library programming initiatives such as Storybird. There is never any additional money provided for staffing, and we cannot do any more off the side of our desks.
- We are running very few region-wide programs at this point, simply because we do not have the staff power to administer them. We have offloaded almost all programming to the rural branches for things like Summer Reading Club, Library Week, etc. In general, we are able to do less and less for our member libraries, often leaving it up to them to organize their own summer children's entertainers, author tours, etc., with little to no instruction or training.

### **Problems with staff recruitment and retention**

- Palliser has some of the lowest paid headquarters staff in the province
- We struggle to keep our pages from falling below minimum wage (starting wage for a page in 2018 was \$11.16; minimum wage was \$11.06)
- Palliser's Library Technicians, who require a two-year diploma in Library Technology, or a Bachelor's Degree in a related field, start at \$18.85/hour and top out at \$20.30/hour.
- Even though our rural branch librarian salaries are fairly comparative to other regions, we have struggled to retain staff in these positions due to the following factors:
  - Low number of hours – only one branch librarian position in the rural branches is full-time. All others are part time, and average only 15 hours per week. Branch librarians must therefore cobble together at least one, sometimes two, other part-time jobs in order to make ends meet. We have lost two branch librarians to school divisions this year which pay more money and offer more hours.
  - Not enough hours to accomplish all that needs to be done – every single branch librarian in our Region puts in hours and hours of volunteer time. This makes it very easy for them to get burned out. We have instituted floating programming and outreach hours for rural branch librarians, which have helped with this, but these are funded through a bequest, which will not last forever.
  - The Branch Librarian position is extremely challenging requiring excellent skills in communication, customer service, computer technology, numeracy and literacy. They have to have initiative, be able to work independently, problem solve, and make sound decisions on their own. The branch librarian position gets more difficult and complicated every year. It is extremely difficult to find good, qualified candidates in rural areas, and very difficult to induce them to stay.

- Management salaries are not competitive within the marketplace. When we need to replace these staff, recruiting qualified, experienced candidates will be a problem. Because of short staffing and funding uncertainties, management positions are also extremely stressful right now.
- Because we are having huge recruitment and retention problems, particularly in the rural branches, Management staff are spending more and more time on hiring and training new staff which is exacerbating the short-staffing problem at HQ as managers end up neglecting other duties in order to keep branches staffed. There is not enough time to do as much training with new librarians as is needed, and customer service is suffering as a result.
- HQ Staff are now personally absorbing all cell phone costs. After 2017, we can no longer afford to pay for work cell phones, or compensate staff for using personal phones for work. This makes recruitment of new staff even more difficult.

### **Inability to fully participate in the public library community**

- Palliser has not been a member of SLTA (Saskatchewan Library Trustees Association) since 2008. We initially withdrew our support due to what we felt was a lack of financial accountability of the SLTA to its members. However, we have long since ceased to be able to afford their membership dues even if we wanted to support them once again.
- While we still maintain an institutional membership in the Saskatchewan Library Association, we no longer belong to any other professional associations. If staff wish to belong to an association, they are responsible for paying their own fees.
- We only attend the annual Saskatchewan Library Association Conference if it is held in Regina, or another community that is within daily commuting distance as this saves on hotel costs.
- Aside from SLA, professional development has been reduced to one major professional training opportunity or conference (e.g. OLA in Toronto, or PLA in the USA) for one staff person each year. We have avoided PLA in recent years due to the unfavourable US exchange rate.
- Reduction in Palliser staff's ability to participate in provincial library organizations, committees and projects. This is due both to overburdened headquarters staff not having time for activities outside of the region, and also a desire to reduce mileage, meal, and hotel costs. Teleconferencing and videoconferencing have helped somewhat with the latter issue; however, many committees still require at least one face to face meeting per year.

### **Future Negative Impacts of Fiscal Pressures**

- Further Staff Layoffs - As discussed previously, if 2019 is another year with no increase to the Provincial Resource Sharing Grant, Palliser may be forced to lay off another FTE staff member at headquarters.
- Return of Interlibrary Loans Department to Provincial Library - The grant Palliser receives from Provincial Library to run this service is not keeping up with rising costs. Instead of decreasing by 10% a year, as was predicted when Palliser initially accepted the job, interlibrary loans are increasing by 10-15% per year. Postage rates are also rising. Currently, Saskatchewan Public Libraries are still a net borrower of interlibrary loans. However, our one province catalogue makes us an increasingly popular choice for those seeking materials, and indications are that outgoing interlibrary loans will continue to rise. Palliser can barely afford to run our own region with our share of the Provincial Resource Sharing Grant, so we will certainly not subsidize the

Interlibrary Loans department with this funding. If the Provincial ILL Grant does not increase, we will be forced to return responsibility for this service to Provincial Library.

- Further inequalities in available online resources around the province and within the region – database costs are only going up, and we still need to maintain a print collection as well. With a stagnant collections budget, this has become more challenging every year. We will very quickly be unable to continue to participate in the Multitype Database Licensing Program. Other popular online resources such as Hoopla, RBDigital, and Ancestry.com will also very soon be unaffordable for us, even with MJPL covering part of the cost.
- Partial or full withdrawal from SILS – We would like to expand our courier service from 3 to 4 days per week to keep up with the volume and ensure the courier drivers can complete their run within an 8-hour day. Without additional funding, this will not happen, and so we must instead search for a way to reduce the amount of materials we are moving each week. So far, short of refusing to fill holds for other regions, we have not come up with a solution. Complete withdrawal from SILS would be a worst case scenario for us as Palliser believes very strongly in the One Province One Library philosophy of SILS and we take our provincial resource sharing responsibilities very seriously. However, we will eventually be unable to continue lending at our current rate as we simply do not have the staff resources to keep up.

## Strategies to Mitigate Fiscal Impacts

### Strategies Palliser has used

- **Renting out unused space in our facility.** The Moose Jaw Training and Obedience Club has rented out the basement in our building since 2002. The additional revenue we receive from the rent has mostly been used for repairs and renovations to our 60-year-old facility. For example, the rent was used for the required matching funds for the Western Development grant upgrades to the building, and for most of our new furnace. Regional Library Headquarters facilities are not a municipal responsibility like the library branch facilities, but instead must be maintained by the Regional Library itself, although the City of Moose Jaw has helped us by waiving our municipal taxes. The structure of the Provincial Resource Sharing Grant has made it difficult for us to set money aside over multiple years to cover the cost of facility maintenance, repair and renovation. Without finding outside sources of funding such as renting out the basement and applying for grants, we would have been unable to manage the facility. *NOTE: We believe that the Kennel club/rental option is not available to any other regional headquarters. It is thanks to the unique design of this building – most regional headquarters do not have a handy, unused basement with a separate entrance.*
- **Grant Funding:** Since 2002 Palliser has received approximately \$650-850,000 in grant funding, including, but not limited to, the following: 2 Digital Divide grants – one with Southeast (\$200,000) ; Western Development grant (\$30,000), 6 Young Canada Works Internships (\$66,000) for marketing and online database training, 3 highly specialized School – Public Library partnership grants (\$210,000) for courier, How Green is my Valley, Graphic Novels, CanSask, New Horizons for Seniors (\$12,000), Community Initiatives Fund, and others. It is important to note that grants are not a great source of operational funding and are almost always put towards special projects. This is because it is very difficult to find a grant that will cover staff salaries and administration. It is also important to note that Grants are not free money – staff

must spend time and resources applying for, administering, and reporting on the grant. This becomes difficult when we are already short-staffed.

- **Partnerships with other organizations:** From 2006 – 2014, Palliser Regional Library partnered with Prairie South School Division to operate a courier. We split all the courier costs between us, and in return, Palliser made stops at all the rural schools within the division in addition to all our rural public libraries. The partnership ended in 2014 when Prairie South could no longer afford even a shared courier. Prairie South has allowed Palliser to continue using their fleet rate for fuel which is of great benefit to us.

### Strategies Palliser has rejected:

- **Charging for library services:** As discussed in the legislation section, the concept of public libraries being free is very important to us. We do not wish to add additional barriers to usage that would disproportionately affect the people that need us the most. We are in fact looking for ways to reduce financial barriers to use through Fines Forgiveness (we waive overdue fines during the month of October), and exploring other solutions to prevent fines from building up including caps on overdue fines and automatic renewals. We are also a non-profit organization and fear that charging fees for our services may make us ineligible for a non-profit charitable status.
- **Concept of moving libraries into schools:** Incorporating a public library into a school can work – provided that the facility is purpose built and structured to provide a welcoming space for the public. However, shoehorning public libraries into already existing school libraries will always be to the detriment of the public library and is not a concept that Palliser Regional Library will ever support. It will also not help with Palliser’s budget as facilities are the financial responsibility of the municipality, not the regional library.
- **Outsourcing Materials Processing** – some regions have outsourced this to various vendors; however, Palliser has consistently found that it is still cheaper and faster for us to do it in house. The last audit we did of processing costs was in 2016 and our costs, including materials and staff time, were still cheaper than outsourcing at that time. We have also observed that Palliser is often one of the first regions to get our items processed and on the shelves and out to our patrons.

### Potential Opportunities for increased efficiency

- Allowing Regional Libraries to use provincial government rates for hotels, vehicle purchases, and fleet rate fuel
- Re-alignment of some courier routes where agencies overlap, as discussed previously. We would have to discuss with SILS staff whether it is possible to route items from one region’s branch to another region’s headquarters within the ILS without also transferring the administration of that branch to the other region – it may not be.
- Joint purchasing on collections – this is happening already to a certain extent. Saskatchewan Public Libraries purchase many electronic resources together through the MDLP and we share the Overdrive e-book collection. We also already affect each other’s purchasing in more informal ways. For example, Palliser may not opt to purchase a more esoteric title if Regina Public Library or Saskatoon Public Library already has it on order as there is likely to be limited demand in our region for the title which can be easily absorbed by the copies already on order.

In the same way, Regina has been able to pursue an aggressive weeding strategy as part of their collection development plan because the regional libraries, who are generally slower to weed their collections, have been able to supply any of their patrons' demands for older materials. There is the possibility that we may want to explore collaboration on a more formal basis on purchasing materials; because of differences in collection budget sizes and allocations, collection development strategies, and regional demographics and tastes, this would be a complex undertaking. We would have to make certain that there was a clear benefit to it and that the services to our patrons would not suffer in any way.

- Sharing Staff across regions – there are some positions where it may be possible or even desirable for one person to do something for several or all of the regions. Participating regions could split the costs of this individual's salary. This would eliminate duplication of effort, and help create a common user experience across regions. It should be noted that this will only work if regions have at least some money to put towards a shared position, which many currently do not. Some areas where we see this as a possibility are:
  - Marketing/Promotion/Graphic Design/Social Media
  - Personnel/Human Resources
  - Indigenous Library Services
  - Early Childhood Literacy
  - Digital Literacy and Technology Training
  - Special projects or programming (NNELS, Makerspace kits, Summer Reading camps)

## Future of Public Libraries

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### Future of Palliser Regional Library

Palliser Regional Library as an organization is always looking to the future. We have recently completed Community Engagement Studies in all of our rural branches, and plan to carry out an evaluation of current services and engage in region-wide strategic planning. We plan to incorporate not only the results of our local community engagement efforts, but also the IFLA Global Vision Report<sup>1</sup>, ensuring the vision for Palliser remains based in both local needs and values, but also upholds the global vision of public libraries nationally and internationally. Pending the results of this upcoming strategic planning, the following is a list of several areas that Palliser has been focusing on recently and where we have a good vision of where we would like Palliser to be in the future.

### Community Led

**Vision: Palliser branches will be welcoming public spaces and be considered an integral part of their communities.**

Libraries are becoming more focused than ever on the communities they belong to. Palliser is committed to having libraries that are led by the needs, wants and values of the people they serve. As mentioned previously, we have completed Community Engagement Studies and plan to help each branch create an action plan based on these studies. We also encourage all of our branches to be an

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<sup>1</sup> Our Vision, Our Future – IFLA Global Vision 2017 <https://www.ifla.org/globalvision/report>

active member of their community, to be one of the organizations that are part of every community-wide event and ensure that they are involved in any discussions of future planning in the community. Even as more material becomes available in digital format, the physical space of public libraries remains important. Libraries serve as community gathering places that are free and welcoming to all. Most libraries can be used by various community groups as a meeting space.

## Materials

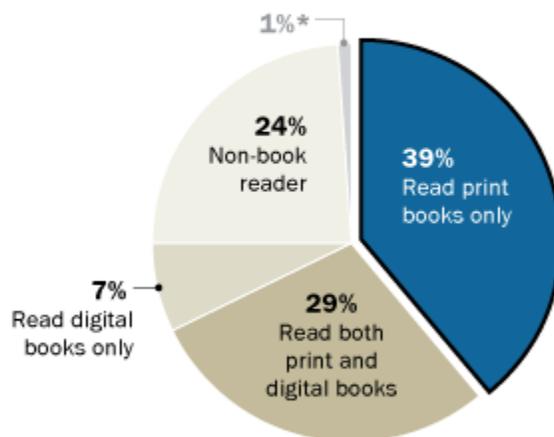
### **Vision: Patrons will be able to access anything they want in the format of their choice**

The future of public library materials is variety, choice, and multiple formats. Some have been predicting the demise of print for many years now. However, it has not yet come to pass, and is not looking likely in the near future. E-book sales and circulation have flattened out. People are not abandoning print books in favour of e-books, but rather are tending to read both (see Figure 4, below). We must also continue to carry print books to support early childhood literacy. Health professionals strongly recommend limiting screen time for children, especially when they are young. The best way to develop early literacy skills is still to read prints book with your child. It is a huge challenge for libraries to adequately serve our patrons with a stagnant collections budget as we must purchase some items in both digital and print format, and continue to increase our other online resources.

**Figure 4: PEW Research Center 2018 Survey on Reading Preferences<sup>2</sup>**

### **Roughly four-in-ten Americans only read print books**

*% of U.S. adults who say they have read \_\_\_\_ in the previous 12 months*



\*Don't know/Refused.

Note: The "digital books" category includes both e-books and audio books.

Source: Survey conducted Jan. 3-10, 2018.

PEW RESEARCH CENTER

<sup>2</sup> <http://www.pewresearch.org/fact-tank/2018/03/08/nearly-one-in-five-americans-now-listen-to-audiobooks/>

## Internet

**Vision: Patrons will be able to walk into any public library in Saskatchewan and access free, high speed Wi-Fi**

It is already an expectation of the public that they will be able to access the internet when they walk into a public library. However, we need to increase our internet speeds out in the rural branches. We are currently getting 3 mbps, while urban libraries and schools are getting at least 10 mbps or higher. We are creating a situation where rural residents are not receiving the same kind of service that urban residents are. It is critical for the survival of rural communities that we work to eliminate this inequality, and public libraries can help play a major role. The minimum CRTC recommendations for internet speed are 50 mbps for downloads and 10 mbps for uploads. We should be aiming to provide that at every public library in rural Saskatchewan. We are extremely grateful for CNet; however, we do need better performance at the rural branches than we've been getting. The equipment we currently have in the rural branches can handle 10 mbps with no upgrades or other changes. It is also worth noting that if total CNet bandwidth capacity is one of the issues holding this back, the greatest demand on public libraries' bandwidth tends to be after school when schools are not using their bandwidth, so giving rural public libraries more bandwidth will not necessarily overload the system.

## Digital Literacy

**Vision: Patrons of Palliser Regional Library will have high digital literacy skills and be able to access training in any digital literacy they desire to learn**

Libraries can play a huge role in increasing digital literacy. This can include training in basic computer skills, using social media, website creation, computer coding, how to use smart phones and other devices, internet security and safety, STEM programming for children, etc. Palliser Regional Library has plans to really push this type of programming in the future. We also want to explore lending out devices such as tablets and Wi-Fi hotspots. We are actively looking into more STEM maker kits that can be circulated to the branches, including hopefully purchasing a 3-D printer in the near future. We would also like to have wireless printers in every branch so that patrons can come in with their own devices to print items. Of course much of this depends on getting funding through grants, and having the staff time to devote to this.

## Early Literacy

**Vision: Children in rural areas will be ready to read at the same rates as their urban counterparts. Young families will use their library branch to access early literacy resources**

Palliser currently has six branches in communities that do not have a school. Many rural schools also do not have a Pre-Kindergarten. Public libraries have been doing early literacy since before it was called early literacy. There is a huge opportunity for public libraries to make a difference in the lives of young children, especially in rural areas, as we can help with those early years before formal schooling can begin. A robust early literacy program in rural areas can also help young families remain in rural communities if they feel that their children's education is not suffering and they are not missing out on educational opportunities afforded to children in urban areas. We could help by:

- Ensuring all new parents are familiar with the services and materials offered by the library and afforded the opportunity to get a library card
- Ensuring that all library branches have high quality early literacy materials and resources available, in both print and digital formats (e.g. both board books for babies, and access to digital resources like Tumblebooks)
- Ensuring that excellent baby laptime and preschool storytime programs are available in every branch that wants one

We already do some of this in some branches, but we need to create more consistency across the region in this area.

## Programming

**Vision: All branches will offer excellent programming on timely topics that are of interest to the local community**

A major component of the future public libraries will be the educational, cultural, and recreational programming that we offer. We have created a culture in Palliser Regional Library that prioritizes programming. To create this culture, we have done the following:

- Created more opportunities for rural branch staff to do outreach and programming by creating paid floating programming hours that can be used outside of regular branch open hours. This has been very successful in increasing the amount and quality of programming offered in the rural branches.
- Simplifying the program reporting process and enforcing their completion by all branches on a yearly basis.

It is important that we engage with our communities and with the wider culture to find program topics that are needed and are of interest. Currently, fake news and media literacy is a timely topic. A volunteer has developed a program and will be taking it to all interested branches this winter. Ideally, Palliser would like to hire a full-time programming position at the regional headquarters. A full-time programming assistant would be able to organize more region-wide programming such as author tours, or summer reading club children's tours and take some of the responsibility for this off of over-worked branch librarians. They would be able to either do programming themselves at branches, or train branch librarians to offer programming, ensuring consistency and quality of programming across the region. Unfortunately we do not currently have the funds for this position, but is one of our top priorities if we ever do.

## Demographic Shifts

### Rural Depopulation

While our overall rural population (i.e., everything outside of Moose Jaw) has remained relatively steady over the last several censuses, there is definitely a shift where people are moving into towns from the rural municipalities, and people are moving from more isolated small towns to ones that are closer to larger centres. Our rural library branches will continue to support their communities through:

- Being an open, welcoming community meeting space. Communities are struggling to hold on to their services. Schools, hospitals, banks, and other businesses are leaving small towns. In some cases, the public library is the only place in town still open where residents can gather for a cup of coffee.
- Being a resource for life-long education, retraining, and job searching. There are many rural communities where people are extremely anxious about the future and about if they will be able to continue to support their family in a changing economy that is moving away from farming and resource extraction. Families in Coronach, for example, are extremely anxious about what the future may hold when the jobs associated with coal-fired power generation no longer exist. We can help find the resources people need to switch careers.

### Immigration

While many new immigrants choose to live in cities, small rural communities are also seeing an influx of residents from different cultures. Libraries can help through:

- Helping new immigrants learn English – We have several branches that currently host ESL classes. We have literacy materials in several branches designed for adults learning to read in English. Provincial Library provides access to materials in many different languages which we can request on behalf of our patrons. We also consistently promote the use of PressReader, which has access to thousands of newspapers around the world in many different languages. It can make new immigrants feel more at home when they can still access news from their home country in their own language.

- Being a welcoming space for immigrants and promoting cultural awareness – Moose Jaw Public Library has a very close relationship with the Moose Jaw Multicultural Council. We have also hosted or been involved in cultural celebrations in various communities which promote all residents getting to know each other’s cultures through food, music, etc.

## Future of province-wide public library system

A strong province-wide public library system is a key component of future library service in Saskatchewan. Rural communities in particular depend on the continued existence of an equitable Regional Library system. Through the current Regional Library system, there are cost savings and efficiencies achieved through the centralization of administration, yet we remain a good size geographically to effectively run courier, deliver IT support, and manage personnel.

The continued existence of SILS is also an important part of the future of libraries in Saskatchewan. We have achieved something historic in coming together to create this system which allows anyone from anywhere in Saskatchewan to access a host of library materials and resources. It is important that we continue to preserve this amazing system that is so important to our patrons. We expect all public library systems in Palliser to continue to participate by making their materials available to all Saskatchewan residents either through in person borrowing, or through holds. We also expect that all public library systems will provide an adequate materials budget to purchase items for their own region so that they are contributing to the provincial pool of materials.

This is not to say that we do not expect SILS to change and evolve. It must change as the needs of its member libraries and their patrons change. We also expect all public library systems in Saskatchewan to be open to changes proposed by other systems, and to thoughtfully consider all suggestions. There are some areas where we see the possibility for future change:

- Removing or reducing barriers to usage. This could include creating an overdue fines cap, or eliminating overdue fines altogether. We have also had discussions about ways we could make it easier for someone to get a library card.
- Possible expansion of SILS. This may include expanding the types of services SILS is offering to its member libraries, or expanding our membership to others, perhaps to school libraries for example.

## Summary

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The following is a short summary of the issues discussed in this document that we feel are most important to us:

1. Legislation – overall, *The Public Libraries Act* is an effective and valuable piece of legislation and does not need to be changed. However, the regulations do need to be updated. In particular:
  - a. The Funding Formula – Palliser Regional Library is committed to a frank and open discussion with all regions about what measures we wish to use to divide up the Resource Sharing Grant in a fair and equitable manner. However, the current formula is not even working as it was originally intended, and it is creating huge funding disparities across the province. The status quo is unacceptable.

- b. Clarification on what the obligations of the municipality are with respect to provision of library facilities.
2. Governance – The current regional library governance structure in Saskatchewan works well for us and we have no major concerns in this area.
3. Role Clarity and Responsibility – The role of Provincial Library in the public library system has been diminished in recent years. They have become out of touch and non-responsive to the needs of the libraries it purports to serve. We call for a critical examination and renewal of the role and purpose of Provincial Library.
4. Impact of Fiscal Pressures - Regional Libraries in Saskatchewan need adequate, stable, equitable funding for regional headquarters operations. We cannot continue receiving no increases to our budgets year after year without serious negative impacts on our ability to serve our member libraries. Further underfunding of Regional Libraries will destroy them, the rural public libraries they serve, and SILS.
5. Future of Public Libraries – We are very optimistic about the future of libraries in Saskatchewan. Public Libraries are becoming the hearts of our communities. We have many valuable contributions we could be making to this province, especially regarding digital literacy, early literacy and other programming. But we need adequate funding to do it.

# Appendix A: Responses of Municipalities

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On October 10<sup>th</sup>, Palliser Regional Library sent out an e-mail soliciting feedback from all of Palliser's member municipalities. We provided copies of the complete set of discussion questions provided to us by the panel, but in particular, we asked for responses to the following questions:

1. What do you see as the role of the Municipal Governments with the Public Library Sector?
2. What services does HQ provide to you that you find essential?
  - a. If HQ were to cease to exist, what impact would that have on your library and the services you are providing to your patrons?
  - b. Could your local library branch survive?
3. Given "With a finite budget and resources, what choices and/or strategic decisions have you made in your library system to ensure a balanced budget?" What is the impact of those fiscal pressures on library services in your communities?
4. Where do you see the future of your library, or rural public libraries in general?

The following responses are thanks to the following CAO's:

- Daryl Dean – RM of Huron #223 and Village of Tugaske
- Chris Costley – Town of Mossbank
- Ellen Klein – RM Lake of the Rivers #72
- Rodney E. Audette – Village of Bethune
- Linda Senchuk – Village of Briercrest
- Jamie Paranuik – Village of Avonlea and RM of Elmsthorpe #100

## **1. What do you see as the role of the Municipal Governments with the Public Library Sector?**

**RM #223 - Huron:** To continue to provide the services as was done in the past in conjunction and guidance of HQ

**RM #72 - Lake of the Rivers:** As a rural municipality our role is to have representative to attend Palliser Regional Library meetings. *Additionally to pay the Library Levy as per population.*

**Mossbank:** I think the traditional shared responsibility for libraries between the municipalities and province has worked well in the past and is the best model. In general, recreational municipal services are provided at a loss to the host municipality and supported by tax revenue. Municipal funding of libraries is currently pretty fair

**Bethune:** Provide basic and limited financial funding for access to facilities and materials to ratepayers. Province to be responsible for the majority of funding as legislation is prescriptive of municipalities being obligated to provide library services to ratepayers.

**Avonlea:** Our village will continue to have representation on the Library Board to support library initiatives. The Library Board will put forward requests for funding to the Village as shortfalls occur.

**Briercrest:** To provide educational and recreational materials and programs through funding; especially in our remote and Rural areas.

**2. What services does HQ provide to you that you find essential?**

**Mossbank:** HQ ensures that library patrons have access to a much wider collection of books and other library materials than could be provided otherwise.

**RM Lake of the Rivers:** The ability to request new books and media to keep the library current as purchasing books is costly.

**Avonlea:** Tech support, the courier service, book club services and DVDs, inter-library loans.

**Briercrest:** The services that are essential to our community are: local programs, materials, Computer/Wi-Fi accessibility which is very spotty within our area, and our accessibility to other libraries and branches and their materials

**a. If HQ were to cease to exist, what impact would that have on your library and the services you are providing to your patrons? b. Could your local branch survive?**

**RM # 223 - Huron:** We would be impacted greatly without the leadership, guidance, directional and organizational skills of HQ. Smaller local municipal branches such as ours may/probably also cease if HQ was to cease to exist.

**RM # 72 Lake of the Rivers:** There would be no funding from headquarters. The service available to request new media wouldn't be possible to keep the library current. The library would have to reduce its hours being open. Could we survive? We don't believe so.

**Mossbank:** Services would suffer without HQ. The loss of HQ itself wouldn't kill our library in the short-term, but it certainly would reduce the level of service it could provide and this may contribute to the loss of interest in our library long-term (thereby resulting in its closure later on).

**Avonlea:** We would need to stop offering these services to our patrons or find other ways of offering them within our own branch. This would be difficult to impossible with already stretched resources. Could we survive for long? Not for very long and certainly not with all of the services currently offered.

**Briercrest:**

- a) The impact would be that it would hurt our community. It would impact the accessibility to Materials for all residents and rural persons, our child development programs (our school closed in 2005) and materials, learning through the internet and computer, exam writing (University and High School). Our Library is a meeting place for rural persons, which if the rural people did not attend it would hurt our community even more.
- b) To keep ourselves going it would take a lot of volunteer manpower, and internal fundraising. It would just be a matter of time before the library closed due to burnout.

**3. Given "With a finite budget and resources, what choices and/or strategic decisions have you made in your library system to ensure a balanced budget?" What is the impact of those fiscal pressures on library services in your communities?**

**RM # 72 – Lake of the Rivers:** More volunteers needed to run the library. Not being able to update the computer systems. Not enough computer systems to satisfy the current need. All government offices have left the area and they now must be contacted online.

**Bethune:** HQ ceases – flow of print materials would cease; however it should also be noted that the per capita and facilities cost not true scope of municipal service provision mandate – mandated through other provincial legislation.

**Avonlea:** We have chosen to fundraise in order to keep our hours the same. Our community has many projects that require fundraising so these need to be chosen carefully. Money is always a discussion at our meetings as the budget cut in 2017 has made us very cautious. We are very strategic with our programming (look for sales or deals, grants, Palliser offered programming, etc.)

**Briercrest:** The impact of the fiscal pressures on Briercrest are:

- We have to do more internal fundraising for materials and branch open hours, fewer Library hours
- We can offer fewer programs, reduced computer access, accessibility to other branches and libraries due to fewer branch hours.
- lower attendance of patrons is also due to fewer branch hours

#### ***4. Where do you see the future of your library, or rural public libraries in general?***

**Avonlea:** The future of rural public libraries could be dependent on their level of community support. The "connectedness" of our libraries has made them more relevant and useful to our patrons. This, however, is dependent on HQ and the level of service it can deliver to our rural libraries.

**Mossbank:** I think the future of the library system is uncertain at present as I'm not sure if the province will continue to move towards transferring all financial responsibility for libraries to municipalities. I am worried about them doing so as the province seems to be downloading these costs onto municipalities without transferring the funds that used to support the services. I think this will typically lead to municipalities choosing to maintain their libraries without actually having the financial ability to do so. As a result, all services provided by such municipalities will suffer and their infrastructure deficits will get worse. In general, there will be some issues with maintaining HQ through a municipal system though I don't think it's impossible to make that work. The big issue is funding – municipalities are already dealing with a mess and don't need more hurdles to jump over.

**RM #72- Lake of the Rivers:** In the rural if funding is decreased the services that are now provided will also be decreased.

**Briercrest:** The future of the rural libraries is not going in a direction that we would like to see. Limited hours, materials and programs all take their toll on the Rural Libraries. With all the cut backs and the economic downturn, the rural areas are being hit hard and resources are hard to find. In the rural areas the internet is not a guaranteed service, so that impact the residents and they do utilize the libraries for that service as well as the other services that are provided by the libraries

**Bethune:** Province could establish an E-Public Library Service that would be accessible online; some services still available via online at public libraries; some new capital investment, but if print material is not being use, substantial savings could be obtained.

Public Libraries may have to consider starting transitioning to a full electronic outlet – less focus on print materials that can be provided access by electronic means. Full scale polling of rural ratepayers and small urban ratepayers to see if/when/how often public library services are used; how many patrons have access to internet at home.

# Appendix B: Branch Standards Policy

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## I. Establishment of Branch Libraries

Palliser Regional Library recognizes that library service is delivered mainly through branch libraries. It is recognized that additional branches may need to be established in response to community need, and pursuant to the *Public Libraries Act*.

A new library will be considered for establishment upon written application from a community (defined as any Town, Village, Rural Municipality or a grouping of such municipalities, all within the Palliser Region) that can meet Branch Library Standards.

### 1. Procedure

- 1) The Palliser Executive Committee will receive applications in writing from any such community requesting the establishment of a branch library up to June 30 of any year. A minimum of 18 months after the June 30 deadline will be required to establish the branch library in the community.

The application must be made by the authorized representative(s) of the Town/Village/Rural Municipality council(s).

The application must include the names of the appointees to the interim library board, made up of representatives from the municipalities whose residents would use the proposed branch library. The role of the interim board will be to enter into discussions with Palliser Regional Library regarding the establishment of a branch library in the community.

- 2) The Executive Committee will recommend to the Regional Board the establishment of a new branch library subject to 1) the community being able to meet the Branch Standards, and 2) funds being available.
- 3) The establishment of a branch library must be decided by the Palliser Regional Library at the Fall Regional Board Meeting in the same year following the June 30 application deadline.
- 4) A community whose application is rejected may re-submit its request the following year.
- 5) A maximum of one new branch library per year will be approved.

## II. Branch Facility Requirements

In order to fulfill its responsibilities under the *Public Libraries Act*, Palliser Regional Library requires that the councils of municipalities whose residents use a branch library provide and maintain adequate accommodation for the branch library in their community in accordance with Palliser Regional Library policies and provincial and federal government regulations.

The municipalities hosting a Palliser Regional Library branch library are responsible for providing and maintaining the library facility, utilities, furnishings and equipment. Such municipalities also provide for the daily operational requirements and funding for the establishment and upkeep of a core collection of books and other circulating and reference materials.

1. Physical Plant Requirements

All facilities must be well lit, attractive, temperature controlled, well maintained, and conform to the application building Codes, including the accessibility standards laid out in the *Uniform Building and Accessibility Standards Act and Regulations*.

The library facility should be easily accessible within the community.

All branches will be identified by a sign incorporating the Palliser Regional Library logo. Palliser Regional Library Headquarters must approve all signs.

Facilities must be accessible to authorized Regional Library staff 24 hours per day. All keys and security system access codes necessary to access branch library facilities must be provided to Palliser Regional Library Headquarters.

All branch libraries shall be smoke-free facilities

2. Floor Space

A branch library must be of adequate size to serve the patrons in their area as per Table 1 below.

The requirements for Service Level One are the minimum standards for a branch library.

A branch library facility must have

- Behind-the-desk work area for library staff.
- Adequate space for public access computer workstations.
- Space for browsing and studying.
- Secure area for storage boxes, books and craft supplies, equal to 10% of the total space of the library not including space allocated for ancillary functions such as washrooms, furnace rooms, etc.
- Additional space, either on site or accessible to the library, to facilitate programming.

Table 1: Minimum Branch Requirements for Floor Space and Computers

<b>SERVICE LEVEL</b>	<b>Hours Open per Week</b>	<b>Floor Space (sq. feet)</b>	<b>Minimum Public Seating</b>	<b>Staff Computers</b>	<b>Public Access Computers</b>
ONE	6 or less	850 to 1,100	4	1	1
TWO	7 to 15	1,100 to 1,600	6	1	1
THREE	16 to 30	1,350 to 2,600	8	1	2
FOUR	30 hours plus	2,600 and up	14	2	2
Area	30 – 60	5,000 and up	24	2	3

Resource Centre					
Regional Resource Centre	60 hours plus	15,600	72	As required	As required

### 3. Utilities

A branch library facility must have:

- Telecommunications capabilities of at least one telephone line.
- Internet access account sufficient to cover branch opening hours and programming time
- Electrical service adequate to support computer technology.
- Water and sewer service
- Heat with good circulation and clean air supply

Air conditioning is recommended, but optional.

### 4. Furnishings and Equipment

#### 1) Computer Workstations

- All computers must meet Palliser Regional Library requirements for performance and reliability as defined through the implementation of the PC Policy
- **A Service Level One** branch must be equipped with, as an operational minimum, two computers: one staff computer with barcode scanner and printer, and one public access computer workstation
- **A Service Level Two** branch must be equipped with, as an operational minimum, two computers: one staff computer with barcode scanner and printer, and one public access computer workstation
- **A Service Level Three** branch must be equipped with, as an operational minimum three computers: one staff computer with barcode scanner and printer, and two public access computer workstations.
- **A Service Level Four** branch must be equipped with, as an operational minimum four computers: two staff computers equipped with barcode scanners and printers, and two public access computer workstations.
- **An Area Resource Centre** must be equipped with, as an operational minimum, five computers: two staff computers equipped with barcode scanners and printers and three public access computer workstations.
- **A Regional Resource Centre** will have multiple staff and public access computers with sufficient bar code scanners and printers to meet demand.

#### 2) Furniture and Equipment

The minimum requirements for branch furniture and equipment shall conform to Occupational Health and Safety standards and all other related provincial statutes and

regulations (e.g. Fire Code). Branch furnishings and equipment will include the following:

*Required under Occupational Health and Safety*

- Ergonomically designed circulation desk to accommodate computers(s)
- Ergonomically designed computer desks for public computers
- Fully adjustable chair for librarian
- Library step stool
- ABC fire extinguisher(s)
- Smoke and carbon monoxide detectors
- First aid kit
- Shelving adequate to hold the branch collection (see below)
- Special storage units for periodicals and audio-visual collections

*Other Required Equipment*

- Chairs and tables to accommodate patron reading, studying areas and programming
- Children’s size furniture (tables, chairs)
- Lockable filing cabinet
- Telephone at the librarians desk with a private line and the ability to dial long distance
- Access to photocopier and fax machine
- Computers and peripherals in quantities outlined above under *Computer Workstations*
- Bookends (one per shelf)
- One or more book trucks

*Desirable but Optional Furniture and Equipment*

- Television
- VCR and/or DVD player
- Photocopier
- Fax machine
- Circulation Desk designed to accommodate children as well as adults

3) Shelving

Wooden shelving must be constructed and installed according to Palliser Regional Library specifications. Metal shelving must be purchased from manufacturers approved by Palliser Regional Library.

See Table 2 below for lineal shelf feet requirements.

**Table 2: Lineal Shelf feet Requirements**

Level	Minimum # of Shelves @ 30 books per 3-foot shelf	Minimum Lineal Feet
One	80	240
Two	133	399
Three	333	999

Four	500	1,500
Area Resource Centre	As required @4 books per capita (including Palliser blocks)	As required @ 4 books per capita (including Palliser blocks)
Regional Resource Centre	As required @ 3 books per capita	As required @ 3 books per capita

Acknowledgements to Southeast Regional Library (Weyburn, SK) *Joint Facilities Policy* (2001)

#### 4) Drop Box

Branches are required to provide an external drop box or book return slot for the convenience of patrons and the safe return of materials. Drop boxes must be

- Located at the library (and other locations in the community as required).
- Weather proof
- Secure and designed such that only authorized staff can access the materials inside the box.

#### 5) Custodial and Maintenance Services

Adequate cleaning and maintenance of the facility are important to ensure public safety and provide a pleasant environment. Branch facilities require

- Regular cleaning, including an annual cleaning of shelves.
- Cleaning of washrooms to meet health standards.
- Maintenance to a safety standard that meets Occupational Health & Safety regulations.
- Equipment and furniture that are safe and functional.
- Overall appearance that is clean and free from maintenance deficiencies such as peeling paint, ragged carpets, holes in walls, cracked or broken windows, etc.

#### 6) Insurance

Each branch facility must be insured to cover

- Property (facility, furnishings, equipment, computers).
- Liability as recommended by Palliser Regional Library Headquarters.
- Materials in the branch up to an amount adequate to replace permanent core collection items at cost. See Table 3 below for guidelines. Palliser Regional Library will insure all rotating block materials.

**Table 3: Minimum Insurance Coverage per item in the Core Collection**

Material Type	Coverage per item
Hardcover Adult Fiction	\$30.00
Hardcover Adult Non-fiction	\$30.00
Hardcover Juvenile Book	\$20.00
Mass market paperback	\$ 8.00
Book on Tape	\$30.00
CD (music)	\$25.00

Video cassette	\$30.00
Audio cassette (music)	\$15.00
DVD	\$30.00
Book on CD	\$30.00
Periodical subscription	\$40.00

## I. Levels of Service

Regional libraries work to provide equitable access to information, library materials and service for all Saskatchewan residents. Library service will be as close to the user as possible. Communities will have significant input into the type of service available to the residents of their communities. Communities, through their appointed local municipal library boards, will choose a service level based on what is appropriate to their needs and resources.

Materials throughout Palliser Region will be available to the public through direct lending, block exchanges, databases and inter/intra library loans. Palliser Regional Library will assist in the development of a core collection for each branch based on the service level selected by the community. Funds for the core collection must come from local sources. Palliser Regional Library will provide appropriately qualified and trained staff to assist the branches in the use of library resources and services.

### 1. Local Branch Library

A local branch library serves one local community with a collection designed to meet local needs, including a reference collection. The library is staffed by at least one Branch Librarian and there is at least one computer for public access and one computer for staff use. Library programs of interest are offered.

### 2. Selection of Service Level

The staff of Palliser Regional Library will work with local library boards to select a level of service appropriate for their community. The decision will be based on important variable such as population, user base, local commitment, and local levy monies available. Sustainability is an important consideration when selecting a service level.

Palliser Regional Library provides basic library services to all residents through one of the levels of service. All service levels require electronic access to the province-wide library information network.

When a local library board decides to change from one level of service to another they must first inform the Executive Committee of Palliser Regional Library by letter. At that point staff will be assigned to assist the local board in assembling the documentation that will support the application for a change in level of service.

Amalgamation of branch libraries or decreasing the Service Level can be accomplished quite quickly. However, a movement increasing the Service Level may take up to 18 months to accomplish.

3. Core Collection

A local branch library has a permanent core collection of holdings that reflects local interests and needs. Core collection holdings will include ready reference, catalogued popular fiction and non-fiction, paperbacks for all ages, and general interest browsing periodicals. Core collection holdings may include in-depth reference, fiction, pamphlets and vertical file, videos, audio cassettes, DVD's and CDs. The core collection is purchased with community funds and is maintained through annual community purchases and weeding. Development and maintenance of the core collection must be done in consultation with Headquarters professional staff. The size of the core collection varies depending on the Service Level.

4. Technology Reserve

A branch library must participate in Palliser Regional Library's automated system. Minimum standards require that there be at least one computer for staff use and one for public access. The number of computers required varies according to the Service Level selected by the community (see Table 1). Since equipment is a local responsibility, a branch library must have a technology reserve fund in order to replace and upgrade computer systems as required. The reserve amount is determined by the level of service selected by the community. Palliser Regional Library may assist in identifying and applying for grants that may be used to purchase local branch computer hardware and software.

5. Home Access

Individuals with home computers may access Palliser Regional Library's automated services from their home computer. Services available include searching library catalogues, locating information on databases, renewals, placing interlibrary loan requests and holds. Materials ordered are delivered to the patron via the local branch library.

6. Service Level Standards

1) Service Level One

A Level One Library is a small branch that provides 6 or less hours of service per week to the public. The funding of open hours is the responsibility of local governments.

Basic Requirements for Level 1 Status

- Participate in the Palliser Region's automated system
- Have all materials, including those purchased with local funds or donated, vetted and catalogued through Palliser Regional Headquarters
- Provide two computers: one staff computer with a barcode scanner and printer, and one public computer, with an Internet access account sufficient to cover branch open hours and programming time
- Have a written plan for maintaining, updating and replacing electronic equipment
- Provide a telephone and telephone line that is available for incoming calls
- Staffed by a Branch Librarian II
- Have substitute staff available.

#### Local Expectations for Level I Branches

- Provide a small, broad-based core collection with a minimum of 500 unique titles purchased with community funds
- Provide minimal reference material in electronic format
- Provide little programming
- Minimal participation in out-going inter/intra library loan service

#### Palliser Service Provided to Level 1 Branches

- Intermittent courier service
- Small block collection rotation
- Cataloguing and processing
- Basic technical support for computer hardware and software approved for installation by Palliser Headquarters

#### Minimum Facility Requirements for Level 1 Branches

- Floor Space 850 to 1,100 sq. feet
- Minimum public seating: 4 seats
- Lineal shelf feet: 240 feet

## 2) Service Level Two

A Level Two library is a branch that provides 7 to 15 hours of service per week to the public. The funding of open hours is the responsibility of local governments.

#### Basic Requirements for Level 2 Status

- Participate in the Palliser Regions automated system
- Participate in the block collection rotation
- Have all materials, including those purchased with local funds or donated, vetted and catalogued through Palliser Regional Headquarters
- Provide a minimum of two computers: one staff computer with a barcode scanner and printer, and one public computer with an Internet access account sufficient to cover branch open hours and programming time
- Have a written plan for maintaining, updating and replacing electronic equipment and maintain a technology reserve account of at least \$2,000
- Provide a telephone and telephone line that is available for incoming calls
- Staffed by a Branch Librarian II
- Have substitute staff in place (double staffing not required)

#### Local Expectations for Level 2 Branches

- Provide a small, broad-based core collection with a minimum of 1,000 unique titles purchased with community funds
- Provide a reference collection in electronic format
- Provide some regular programming
- Provide inter/intra library loan service

#### Palliser Service to Level 2 Branches

- Courier service once per week
- Small block collection rotation

- Cataloguing and processing
- Basic technical support for hardware and software approved for installation by Palliser Headquarters

#### Minimum Facility Requirements for Level 2 Branches

- Floor space 1,100 to 1,500 sq. feet
- Minimum public seating: 6 seats
- Lineal shelf feet 399 feet

### 3) Service Level Three

A Level three library is a branch that provides 16 to 30 hours of service per week to the public. The funding of open hours is the responsibility of local governments

#### Basic Requirements for Level 3 Status

- Participate in the Palliser Regions automated system
- Participate in block collection rotation
- Have all materials, including those purchased from local funds or donated, vetted and catalogued through the Palliser Regional Headquarters
- Provide a minimum of three computers: one staff computer with a barcode scanner and printer, and two public computers with an Internet access account sufficient to cover branch open hours and programming time
- Have a written plan for maintaining, updating and replacing electronic equipment and maintain a technology reserve account of at least \$3,000
- Provide a telephone and telephone line that is available for incoming calls
- Staffed, at a minimum, by a Branch Librarian II and a Page (some double staffing may be required)
- Have substitute staff in place

#### Local Expectations for a Level 3 Branch

- Provide a broad-based core collection with a minimum of 5,000 unique titles purchased with community funds
- Provide a reference collection in electronic and print format
- Provide regular programming at all patron levels
- Provide inter/intra library loan service

#### Palliser Services to a Level 3 Branch

- Courier service once per week
- Block collection rotation
- Cataloguing and processing
- Basic technical support for hardware and software approved for installation by Palliser Headquarters

#### Minimum Facility Requirements for Level 3 Branches

- Floor Space 1,350 to 2,600 sq. feet
- Minimum public seating: 8 seats
- Lineal shelf feet: 999 feet

#### 4) Service Level Four

A Level four library is a branch that provides more than 30 hours of service per week to the public. A Level 4 branch may be designated an Area Resource Centre or a Regional Resource Centre. The funding of open hours is the responsibility of local governments.

##### Basic Requirements for Level 4 Status

- Open more than 30 hours per week
- Participate in Palliser Region's automated system
- Participate in block collection rotation
- Have all materials, including those purchased with local funds or donated, vetted by a professional librarian and catalogued through Palliser Regional headquarters
- Provide a minimum of four computers: two staff computers with barcode scanners and printers, and two public computers with Internet access account sufficient to cover branch open hours and programming time
- Have a written plan for maintaining, updating and replacing electronic equipment fund maintain a reserve account of at least \$4,000
- Provide a telephone and telephone line that is available for incoming calls
- Have services directed by professional or paraprofessional staff with the appropriate level of staffing as required by the institution

##### Local Expectations for a Level 4 Branch

- Provide a broad-based permanent collection with a minimum of 3 titles per capita purchased with community funds
- Provide a reference collection in electronic and print format
- Provide regular programming at all patron levels
- Provide inter/intra library loan service

##### Palliser Services to a Level 4 Branch

- Courier service once per week
- Block collection rotation
- Cataloguing and processing
- Basic technical support for hardware and software authorized for installation by Palliser Headquarters

##### Minimum Facility Requirements for Level 4 Branches

- Floor Space: 2,600 or more sq. feet
- Minimum public seating: 14 seats
- Lineal shelf feet: 1,500 feet

#### 5) Area Resource Centre

An Area Resource Centre is a high usage branch library that serves a larger town and the surrounding rural trading area. This library provides services for the entire Regional Library community. A Level 4 Branch may be designated an Area Resource Centre by the Palliser Regional Library Board.

#### Additional Local Expectations Above Branch level 4 for an Area Resource Centre

- Have a minimum of five computers: two staff computers equipped with barcode scanners and printers, and three public computers with Internet access account sufficient to cover branch open hours and programming time
- Provide a reference service and a reference collection that includes in-depth reference sources available in print and electronic format

#### Palliser Services Provided to an Area Resource Centre

- Courier service at least once per week
- Block collection rotation
- Cataloguing and processing
- Basic technical support for hardware and software approved for installation by Palliser Headquarters

#### Minimum Facility Requirements for an Area Resource Centre

- Floor Space: 5,000 or more sq. feet
- Minimum public seating: 24 seats

### 6) Regional Resource Centre

The Regional Resource Centre is a high usage branch library that serves a large urban community and the surrounding trading area. This library provides services for the entire Regional Library community. A Level 4 Branch may be designated as a Regional Resource Centre by the Palliser Regional Library Board

#### Basic Requirements for a Regional Resource Centre

- Open more than 60 hours per week
- Directed by professional librarians with the appropriate level of staffing, both professional and paraprofessional, as required by the institution
- Does not participate in block collection rotation

#### Additional Local Expectations above Level 4 Branch for a Regional Resource Centre

- Provide a reference service and a reference collection that includes in-depth sources and in print and electronic format
- Provide an in-depth reader's advisory service
- Maintain a full range of programming for all patron levels
- Professional staff participate in system-wide development

#### Palliser Services Provided to a Regional Resource Centre

- Courier service daily
- Cataloguing and processing (some cataloguing may be done in house, under professional supervision)

#### Minimum Facility Requirements for Regional Resource Centre

- Floor Space: 15,600 sq. feet
- Minimum Public Seating: 72 seats
- Lineal Shelf Feet: As required @ 3 books per capita

#### IV. Amalgamation and Closure of Branch Libraries

Consideration should be given to the amalgamation of branch libraries when a library is no longer able to maintain its current level of service or when there are overlapping service districts

Palliser Regional Library Headquarters and the Palliser Executive will assist any and all municipalities participating in an amalgamation. Consideration will be given to staffing arrangements, amalgamation of facilities, and hours of opening. Branch amalgamations must be approved by the Palliser Regional Library Board at a Regional Board Meeting.

Palliser Regional Library may close a branch library if an existing library does not meet the Branch Library Standards, set out herein, such as 1) failure to maintain the facility, 2) insufficient local levies to fund minimum open hours as per Labour Standards and the Collective Agreement, or 3) inability to maintain and upgrade computer systems.

Branch closures must be approved by the Palliser Regional Library Board at a Regional Board meeting, upon recommendation by the Palliser Executive.

#### V. Appendix: Minimum Branch Requirements for Floor Space, Collections and Computers

Table 4: Minimum Branch Requirements for Floor Area, Collections and Computers

Service Level	Hours Open Per Week	Floor Space (sq. Feet)	Minimum Public Seating	Minimum Core Collection Size (items)	Minimum Collection including Palliser Blocks	Staff Computers	Public Access computers
ONE	6 or less	850 to 1,100	4	500	2,500	1	1
TWO	7 to 15	1,100 to 1,600	1,100 to 1,600	6	4,000	1	1
THREE	16 to 30	1,350 to 2,600	8	5,000	10,000	1	2
FOUR	30 hours plus	2,600 and up	14	5,000 and up	15,000	2	2
Area Resource Centre*	30 to 60	5,000 and up	24	3 books per capita	4 books per capita	2	3
Regional Resource Centre*	60 hours plus	15,600	72	3 books per capita	N/A	As required	As required

# Appendix C: Palliser 2019 Budget

Palliser Regional Library System Proj 2019						
Revenue	Proposed 2019	HQ Combined Operational	ILLO contract	Moose Jaw 2018	Assinboia	2019 Branches
Provincial Grant - HQ	\$ 555,733	\$ 555,733				
Materials	\$ 74,381	\$ 1,175		\$ 3,800	\$ 1,810	\$ 67,596
Aboriginal Grant	\$ 11,856	\$ 11,856				
Resource sharing	\$ 39,704	\$ 27,018		\$ 4,667	\$ 3,000	\$ 5,019
Sub-total	\$ 681,674	\$ 595,782	\$ -	\$ 8,467	\$ 4,810	\$ 72,615
ILL Grant	\$ 90,000	\$ 90,000	\$ 90,000			
Levies Regular	\$ 379,358	\$ -			\$ 84,182	\$ 295,176
Special Levies	\$ 45,000	\$ -				\$ 45,000
City levy	\$ 1,066,624	\$ -		\$ 1,066,624		
SILS per capita levy	\$ 23,575	\$ -		\$ 14,403	\$ 1,525	\$ 7,647
Public Access - to reserves	\$ 3,679	\$ -			\$ 620	\$ 3,059
Evergreen - to reserves	\$ 6,300	\$ 6,300				
J. Heaton Estate Donation	\$ 10,925	\$ -			\$ 511	\$ 10,413
Rental Income - to reserves	\$ 4,200	\$ 4,200				
Processing Fees	\$ 975	\$ 975				
Card Replacement	\$ 900	\$ 900				
Expense Recovery	\$ 825	\$ 825				
Interest on Reserves	\$ 13,000	\$ 13,000				
Wildcards - to reserves	\$ 150	\$ 150				
Employment Grant	\$ 5,000	\$ -		\$ 5,000		
Donations	\$ 1,700	\$ -		\$ 1,500	\$ 200	\$ -
Lost/Damaged Recovery	\$ 3,500	\$ -		\$ 3,500		\$ -
<b>Total Revenues</b>	<b>\$ 2,337,385</b>	<b>\$ 712,132</b>	<b>\$ 90,000</b>	<b>\$ 1,099,494</b>	<b>\$ 91,849</b>	<b>\$ 433,910</b>
Expenses	Proposed 2019	HQ Combined Operational				
Audit/Professional Fees	\$ 15,000	\$ 15,000				
Meeting & Dev. Costs	\$ 14,509	\$ 7,715		\$ 500	\$ 450	\$ 5,844
Marketing & Promotion	\$ 1,200	\$ 1,200				
Salaries HQ	\$ 542,799	\$ 542,799	\$ 67,990			
Assiniboia	\$ 84,799	\$ -			\$ 84,799	
Branches	\$ 323,392	\$ -				\$ 323,392
Moose Jaw	\$ 799,002	\$ -		\$ 799,002		
Employment grant	\$ 5,000	\$ -		\$ 5,000		
Evergreen to reserves	\$ 6,300	\$ 6,300				
Building	\$ 11,200	\$ 11,200				
Equipment -	\$ 3,700	\$ 3,700				
Public Access - to reserves	\$ 21,029	\$ 17,350			\$ 620	\$ 3,059
Legal and Insurance	\$ 7,500	\$ 7,500				
First Nations	\$ 11,856	\$ 11,856				
Materials and prof. Coll	\$ 346,670	\$ 1,175		\$ 263,089	\$ 2,810	\$ 79,596
Lost book replacement	\$ 3,000	\$ -		\$ 3,000		
Postage	\$ 26,528	\$ 26,528	\$ 25,978			
Service Contracts + payroll fees	\$ 9,135	\$ 9,135	\$ 3,600	\$ -	\$ -	\$ -
SILS maintenance	\$ 60,602	\$ 37,027		\$ 14,403	\$ 1,525	\$ 7,647
Programming	\$ 5,242	\$ 350		\$ -	\$ 933	\$ 3,959
Additional Program-Heaton	\$ 10,925	\$ -			\$ 511	\$ 10,413
Supplies	\$ 25,333	\$ 12,333	\$ 1,333	\$ 13,000		
Donation reallocation	\$ 1,700	\$ -		\$ 1,500	\$ 200	
Telecommunications	\$ 3,200	\$ 3,200				
Vehicle	\$ 22,975	\$ 22,975				
Staff Meals & water	\$ 3,530	\$ 3,530				
<b>Total Expenditures</b>	<b>\$ 2,366,126</b>	<b>\$ 740,873</b>	<b>\$ 98,901</b>	<b>\$ 1,099,494</b>	<b>\$ 91,849</b>	<b>\$ 433,910</b>
<b>Balance</b>	<b>\$ (28,741)</b>	<b>\$ (28,741)</b>	<b>\$ (8,901)</b>	<b>\$ -</b>	<b>\$ 0</b>	<b>\$ (0)</b>

Note the \$28,741 deficit in Palliser Headquarters operational budget and the \$8,901 deficit in the Interlibrary Loans budget. If we assume another 0% increase for both grants in 2019, it is possible we will have to lay off one full-time equivalent position at Headquarters in order to balance the budget.