

Library Services and Technology Act Grant Funding Program Evaluation

Part One

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A Report for the Division of Library and Information Services

Florida Department of State

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LSTA Grant Funding Study Background

Intended Users and Use

The Institute of Museum and Library Services (IMLS), the federal agency responsible for implementation of the Library Services and Technology Act (LSTA,) requires state grant recipients to conduct an independent evaluation of programs funded with grant funds. The Florida Department of State (DOS), Division of Library and Information Services (DLIS), the agency charged with management of the Florida LSTA Program, has divided activities associated with its independent evaluation into two parts.

DLIS intends to use the information in this report for several purposes:

1. To inform the independent evaluators who will carry out the activities of part two of the Division's LSTA Program evaluation.
2. To develop the portions of the final evaluation report that address the Retrospective and Process questions in the IMLS document *Guidelines for Five-Year Evaluation*.
3. To collect information about the Division's environment both present and future.

Users of this report include DOS and DLIS managers, supervisors and staff of the Library Development and State Library and Archives sections of DLIS, and the independent evaluators who will complete the rest of the LSTA five-year evaluation.

Evaluation Questions Addressed

Two key sets of evaluation questions for the five-year LSTA Program evaluation are addressed in this report.

Retrospective Questions

1. Did the activities undertaken through the state's LSTA plan achieve results related to priorities identified in the Act?
2. To what extent were these results due to choices made in the selection of strategies?
3. To what extent did these results relate to subsequent implementation?
4. To what extent did programs and services benefit targeted individuals and groups?

Process Questions

1. Were modifications made to the State Library Administrative Agency's (SLAA) plan? If so, please specify the modifications and if they were informed by outcome-based data.

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2. If modifications were made to the SLAA’s plan, how were performance metrics used in guiding those decisions?
3. How have performance metrics been used to guide policy and managerial decisions affecting the SLAA’s LSTA-supported programs and services?
4. What have been important challenges to using outcome-based data to guide policy and managerial decisions over the past five years?

Values and Principles Guiding the Evaluation Process

Confidentiality, neutrality and thoroughness were the guiding principles of the study. Interviews were conducted in confidence. Comments were not ascribed to the individual who made them or the interview group from which they came. Researchers reading project-related information kept what they learned confidential, except the aggregated information presented in this report. They remained neutral as they evaluated project information and rated project success, and they were guided by the direction to be thorough in seeking evidence of project accomplishments and success.

Study Methods

Research Process

This portion of the Division’s Five-Year LSTA Evaluation covers three main topic areas: the retrospective questions asked by IMLS, the process questions asked by IMLS, and an environmental scan. To address these topics, three primary methods were employed: document review of project files, interviews and focus groups with Division staff, and a review of literature relevant to the environment in which the Division and Florida libraries operate. See Table 1 for explanation of how each method related to the three main topic areas.

<i>Method</i>	<i>Evaluation Topic(s) Addressed</i>
Document Review	IMLS Retrospective Questions 1-4
Interviews	IMLS Retrospective Question 3 IMLS Process Questions 1-4 Environmental Scan
Literature Review	Environmental Scan

Table 1. Relationship of Methods to Evaluation Topics

Data was collected concurrently for all three methods, with the evaluators reviewing project files, conducting interviews with Division staff, and researching the relevant literature during a three-week period. After collecting all the data, the evaluators analyzed the project files, interviews, and literature, using as a guide the IMLS retrospective and process questions and the

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Division’s description of the environmental scan. More detailed information on each method, including data analysis, is described below in “Tools and Methods Used.”

Tools and Methods Used

Document Review of Project Files for LSTA-Funded (and Unfunded) Projects, 2008-2010

Prior to beginning the document review, the evaluators met with the Division to determine how many project files existed in the population for federal fiscal years 2008-2010. Including unfunded projects, there were 154 project files to review. Given the manageable size of the population, all files in the population were reviewed. No sampling occurred.

Files were coded systematically to determine project activities, outcomes, and indicator results and whether each project related to federal Act priorities (and which ones) and to Division goals and outcomes (and which ones). Project success was measured by whether all activities were completed and whether indicators of progress toward outcomes were positive. At the outset, the evaluators had anticipated using measured project outcomes and the percent of the target population served as measures of project success, but these indicators were not reported in all of the projects, making such analysis impossible.

In addition to coding the files, competitive grant and mini grant projects were mapped to visualize the distribution of competitive and mini grants awarded by the Division. Projects were mapped for Multitype Library Cooperatives (MLC), county or cooperative library systems, and individual libraries. See Figures 1-3 for maps of competitive grant projects in 2008, 2009, and 2010, respectively, and Figure 4 for a map of mini grant projects in 2008-2010. These maps include only competitive and mini grants that covered a limited service area; other grants provided statewide service, but these were not included on the maps.

Each of the maps in Figures 1-3 uses the same symbology, as follows:

- MLCs with one project in the fiscal year are shown in light (30%) gray with a thick black outline for the MLC service area.
- MLCs with two projects in the fiscal year are shown in medium (50%) gray with a thick black outline for the MLC service area.
- County and cooperative systems (such as regional cooperatives) with one project are shown in dark (80%) gray with a lighter (40%) gray border.
- Individual libraries with one project are marked with round dots.
- All MLC, county and cooperative systems, and individual library names are included on the maps.

Each map below is accompanied by a paragraph explaining what the map portrays. Note that one of the MLCs disbanded in 2009 (Central Florida Library Cooperative) and the libraries that had been members joined other MLCs, so the 2010 map shows only five MLCs with different boundaries than in 2008 and 2009.

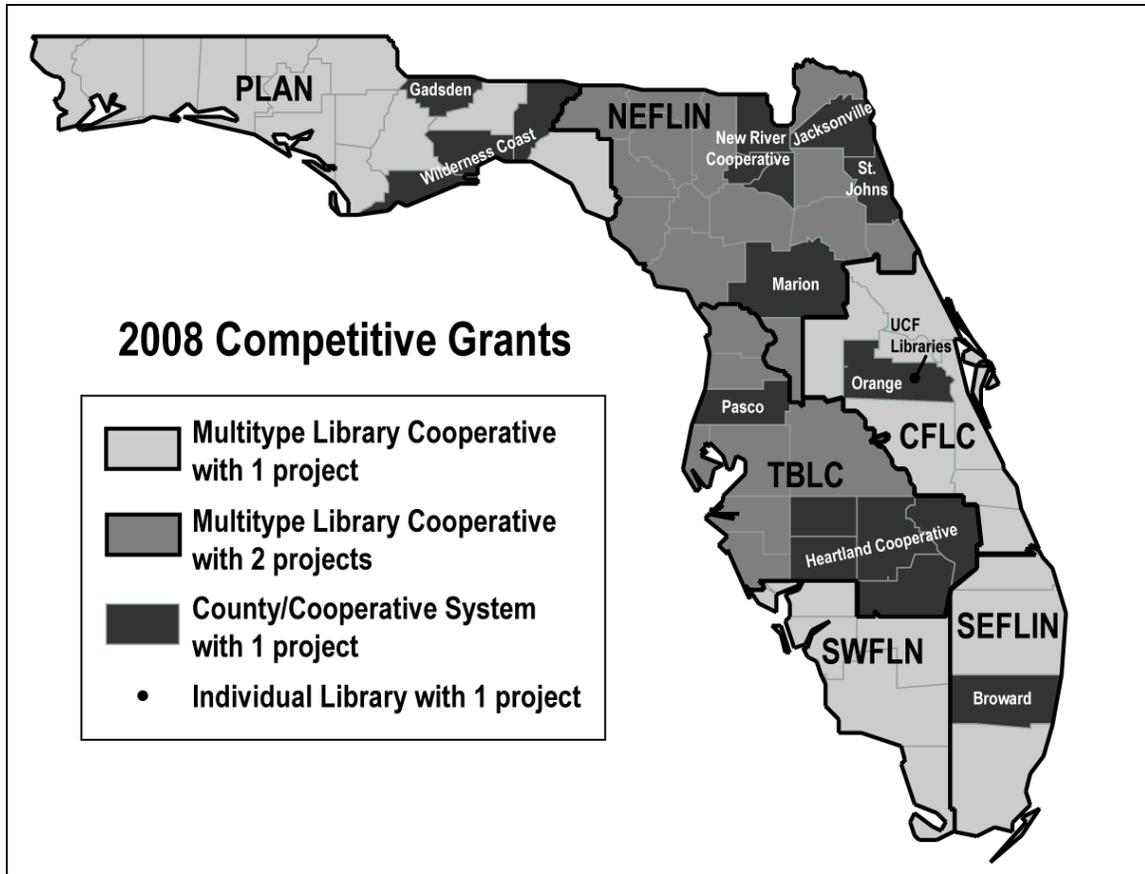


Figure 1. Map of Competitive Grants Awarded in 2008

The map in Figure 1 shows that in 2008, each of the six MLCs had at least one project. Four MLCs had one project in 2008: Panhandle Library Access Network (PLAN), Central Florida Library Cooperative (CFLC), Southwest Florida Library Network (SWFLN), and Southeast Florida Library Information Network (SEFLIN). Two MLCs had two projects in 2008: Northeast Florida Library Information Network (NEFLIN) and Tampa Bay Library Consortium (TBLC). Eleven other competitive grants were awarded in 2008. There were three competitive grants awarded to multicounty cooperative systems: Wilderness Coast Public Libraries, New River Public Library Cooperative, and Heartland Library Cooperative. The remaining eight competitive grants in 2008 were awarded to county and individual libraries: Gadsden County Public Library System, Jacksonville Public Library, St. Johns County Public Library, Marion County Public Library System, Pasco County Public Library Cooperative, Orange County Library System, University of Central Florida Libraries, and Broward County Division of Libraries.

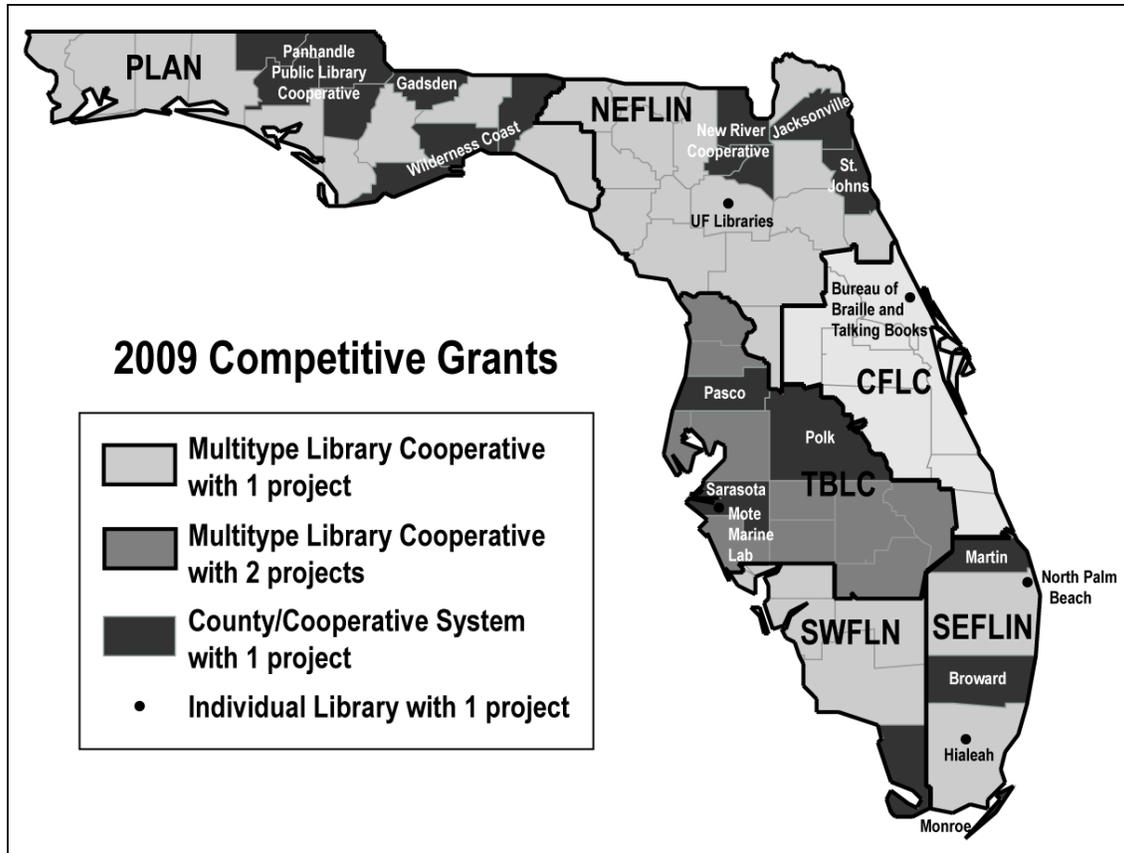


Figure 2. Map of Competitive Grants Awarded in 2009

The map in Figure 2 shows that in 2009, five of the six MLCs had at least one project. Four MLCs had one project in 2008: PLAN, NEFLIN, SWFLN, and SEFLIN. One MLC had two projects in 2009: TBLC. In addition to the competitive grants awarded to Florida’s MLCs, 17 other competitive grants were awarded in 2009. There were three competitive grants awarded to multicounty cooperative systems: Panhandle Public Library Cooperative, Wilderness Coast Public Libraries, and New River Public Library Cooperative. The remaining 14 competitive grants in 2009 were awarded to county and individual libraries: Gadsden County Public Library System, Jacksonville Public Library, St. Johns County Public Library, University of Florida Libraries, Bureau of Braille and Talking Book Library Services, Pasco County Public Library Cooperative, Polk County Library Cooperative, Sarasota County Library System, Mote Marine Laboratory, Arthur Vining Davis Library, Martin County Library System, North Palm Beach Public Library, Broward County Division of Libraries, Hialeah Public Libraries, and Monroe County Public Library System.

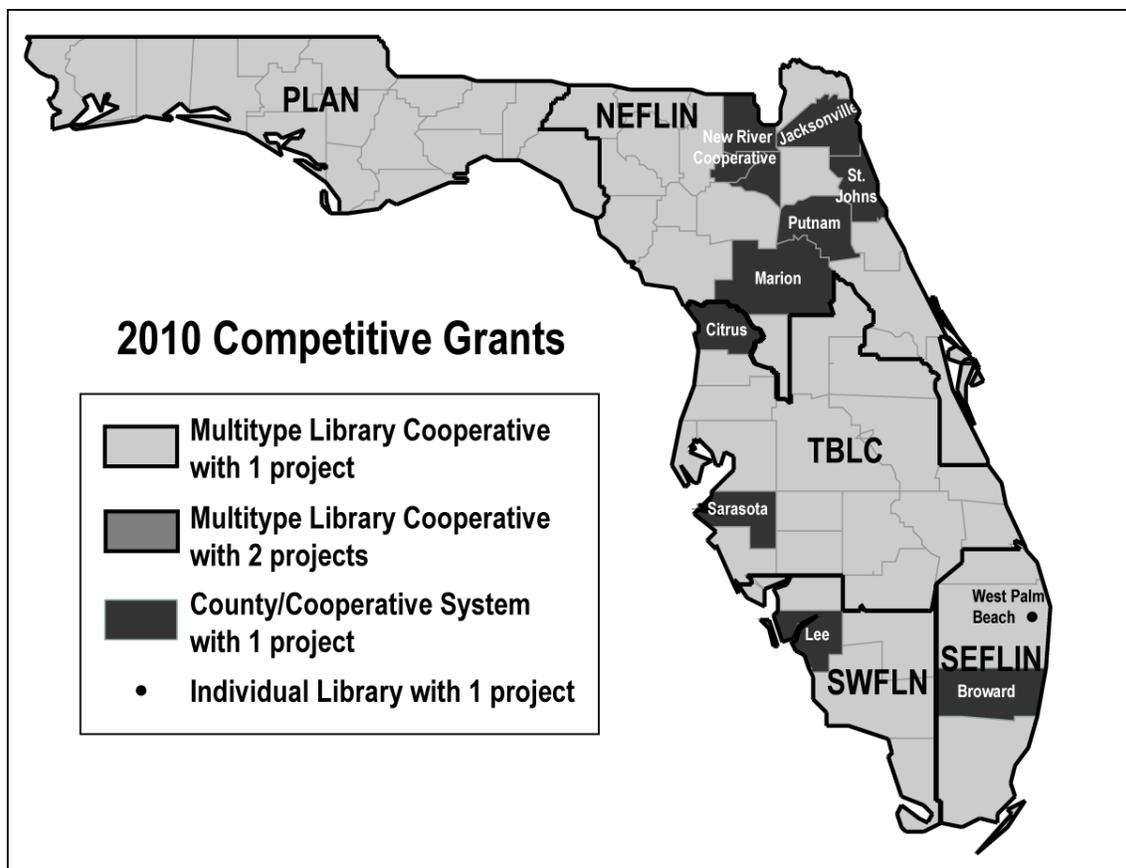


Figure 3. Map of Competitive Grants Awarded in 2010

The map in Figure 3 shows that in 2010, all five MLCs had a project. In addition to the competitive grants awarded to Florida’s MLCs, 10 other competitive grants were awarded in 2010. There was one competitive grant awarded to a multicounty cooperative system: New River Public Library Cooperative. The remaining nine competitive grants in 2010 were awarded to county and individual libraries: Jacksonville Public Library, St. Johns County Public Library, Putnam County Library System, Marion County Public Library System, Citrus County Library System, Sarasota County Library System, Lee County Library System, West Palm Beach Public Library, and Broward County Division of Libraries.

Interviews and Focus Groups with Division Staff

Where it was possible and appropriate, Division staff members were interviewed in focus groups. The purpose of this was to minimize disruption in Division operations caused by the time staff spent in interviews and the number of total interviews required. Interviewees included only Division staff at this time, but interviewees did include the Director, consultants, and support staff, in order to obtain a well-balanced view of the Division’s environment.

The interviews and focus groups applied to both the IMLS retrospective and process questions and the environmental scan, meaning that three sets of questions were required (the questions are available in the *Attachment 5: Research Instruments*). Group A questions related to the IMLS process questions, Group B questions related to the IMLS retrospective questions, and Group C

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questions related to the environmental scan. Rather than interview some people two or three times, the evaluators made every effort to arrange groups of interviewees so that people who were needed for multiple groups of questions were interviewed together.

Interviews were set up with Division staff in six groups: Division managers; LSTA process managers; three groups of Division staff members from Library Development, the State Library and Archives, and Information Technology; and Library Development support staff. Names and contact information for interviewees are in “Attachment Two.”

See Table 2 for questions asked of each group. The questions are provided in full in “Attachment 5: Research Instruments.”

Interview Group	Interview Questions								
	A.1	B.1	B.2	B.3	C.1	C.2	C.3	C.4	C.5
Division Managers	X	X				X	X	X	X
LSTA Process Managers	X		X		X		X	X	X
Consultants, State Library and Archives Staff, IT staff (3 groups)			X	X	X	X	X	X	X
Library Development Support Staff					X	X			X

Table 2. Matrix of Interview Questions Used for Each Group of Interviewees

Interviews were recorded for reference, but not transcribed. Instead, interviewers took detailed notes during the interviews, and listened to the recordings while reviewing their notes to add details missed in the notes. These were analyzed using thematic content analysis (see “Qualitative Analysis Coding Attachment” for more detail on thematic coding).

Literature Review of Current Environment in Florida

The literature review was used to investigate the environment in which the Division and Florida libraries operate and focused primarily on state population, economic, and political trends, but also included Division and library trends. The literature review included newspaper and journal articles as well as U.S. Census data (using 2007 population estimates and 2010 decennial data). To compile the environmental scan, information gathered from the literature review was collated with data gleaned from Division staff.

Strengths and Weaknesses of the Research Design

This evaluation project employed a multi-method design, including document review, interviews and focus groups, and a literature review. Methods were selected for their applicability to the evaluation questions being addressed as well as the feasibility of conducting these methods during the brief evaluation period. Individually, each of these methods has both strengths and weaknesses, for example, a document review of project files can provide data about *which*

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decisions were made but not *why* such decisions were made. However, interviews can provide such information. This ability to triangulate data from the multiple methods is a primary strength of this multi-method design.

The primary weakness of this research design is that individual stakeholders were not included in the process for this portion of the evaluation. However, the Division plans to include them in the remaining portion of the five-year evaluation.

Data Sources

Six sets of data sources were consulted for this portion of the evaluation. The document review relied on two sources: files of LSTA-funded projects for 2008-2010 and files of unfunded proposals for 2008-2010. The interviews relied on Division staff as the source of data. The literature review relied on three main sources: library and information services journals, Florida newspapers, and U.S. Census data.

Individuals Interviewed

The following employees of DLIS were interviewed during this study.

Jill Canono	Cynthia Chapman	Gerard Clark
Marian Deeney	Debra Flemming	Loretta Flowers
Mark Flynn	Dorothy “Dolly” Frank	Connie Garrett
Sena Heiman	Melissa Hooke	Amy Johnson
Faye Lewis	Dan Lohtka	Cathy Moloney
Lisa Monda	Sandy Newell	Jody Norman
Linda Pulliam	Stephanie Race	Judi Ring
Patricia Romig	Jessica Shiver	Pamela Thomson

Validity and Reliability of the Evidence

Validity and reliability refer to the questions of whether information is accurate (validity) and consistent over time (reliability). By using the primary source of project data files, it is reasonable to assume the document review provides valid results. The same can be said of the interviews; in this case, Division staff members are the primary source of data, and they have no reason to provide inaccurate information to the evaluators. The literature review included materials that include their own checks of validity and reliability. Journals and newspapers take pains to include only accurate and consistent information, and the U.S. Census also tests its data for validity and reliability.

Ethical Considerations

All research carries inherent ethical considerations. The evaluators made every effort to remain unbiased in reviewing data and reporting results. Also, interviews did not seek personal information, or information that potentially could harm a person’s employment status. To the extent possible (given the parameters of the evaluation reporting process), the evaluators maintained confidentiality for both project files and interviewees. Although all interviewees are

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named in this report, findings from the interviews are reported in the aggregate and individuals' responses are not linked directly to them. The same is true of project files; all document review data is reported in the aggregate and identifying information is not linked to individual projects.

Evaluation Findings

Evaluation findings are organized by the IMLS retrospective and process questions they answer. The questions are listed in the “Study Background” section of this report and referred to here by number.

Retrospective Questions

Relationship of Project Activities to IMLS Priorities (Question 1)

IMLS priorities as published in the Library Services and Technology Act are:

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

Analysis of project files included assessment of whether or not each project addressed each of the six priorities outlined in the Library Services and Technology Act. Figure 5 shows the percent of all 2008-2010 LSTA-funded projects in Florida that did address each of the priorities in the Act. Overall, yes, the LSTA-funded activities undertaken through Florida's Plan did achieve results related to priorities in the Act.

However, some priorities were addressed by more projects than other priorities. Priorities 1 and 2 had the most projects related to them (76% and 69%, respectively), followed by Priority 5 (63%) and Priority 3 (61%). The two priorities to which the least number of projects related were Priorities 6 (45%) and 4 (35%).

¹ *Grants to States*. 20 U.S.Code § 9141.

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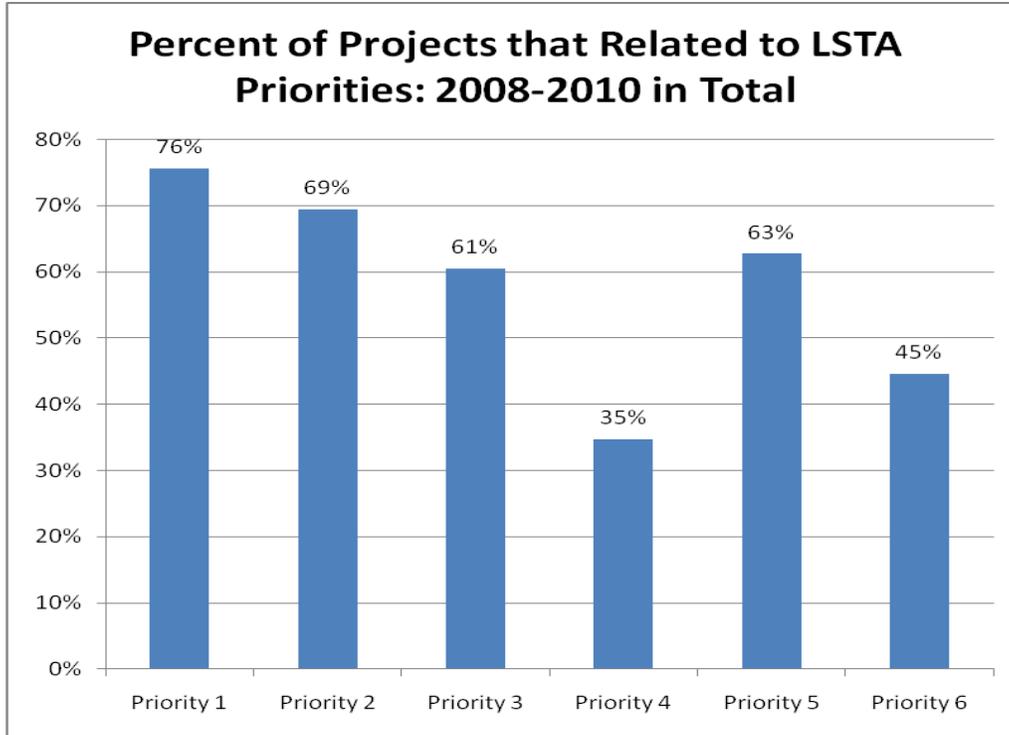


Figure 4. Bar Chart of the Percent of 2008-2010 LSTA-Funded Projects that Related to Each Priority in the Act

Except for Priorities 1 and 2, there is growth in the percent of projects relating to Act priorities from 2008-2010 (See Figure 6). The percentage of projects relating to Priority 1 fell from 83% in 2008 to 71% in 2010 and the percentage of projects relating to Priority 2 fell from 74% in 2008 to 71% in 2010. However, the percentage of projects relating to the four other priorities increased from 2008-2010: from 51% to 71% for Priority 3; 29% to 39% for Priority 4; 60% to 68% for Priority 5; and 40% to 56% for Priority 6.

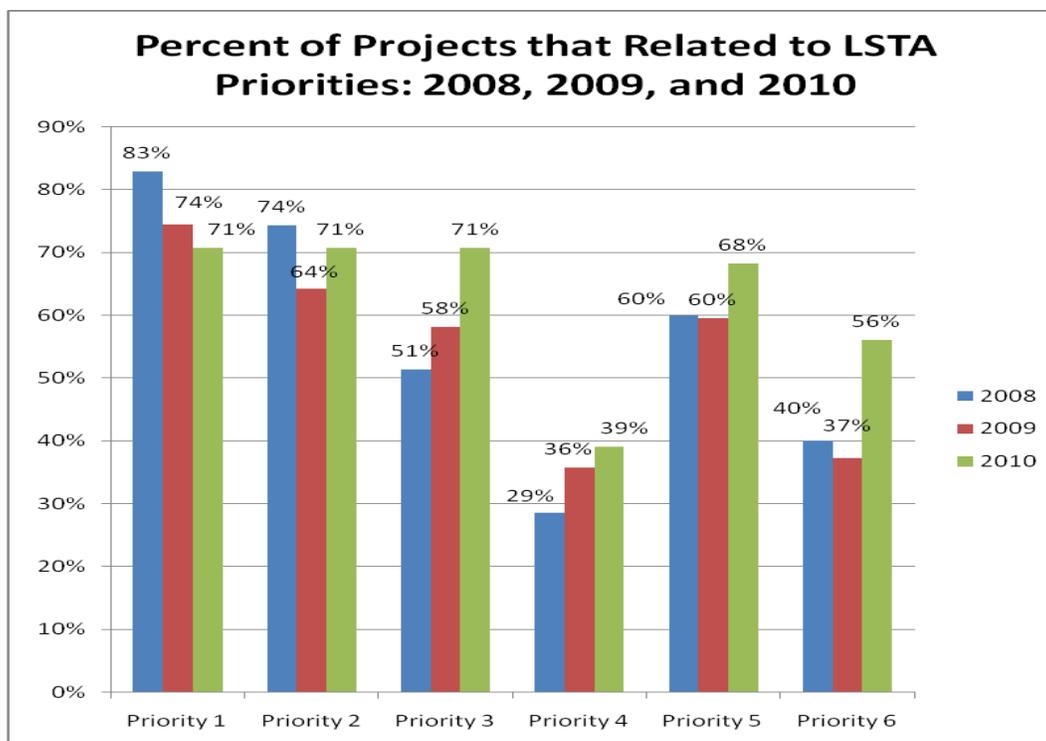


Figure 5. Bar Chart of a Comparison of the Percent of 2008, 2009 and 2010 LSTA-Funded Projects that Related to Each Priority in the Act

Despite the fact that some priorities were addressed less frequently than others, the projects funded by the Division related to Act priorities more than the unfunded proposals would have. Figure 6 shows the percent of 2008-2010 unfunded proposals that related to each of the six Act priorities. While 64% of proposals related to Priority 2, 61% related to Priority 1, and 45% related to Priority 6, the other three priorities were addressed in only a handful of unfunded proposals. Only 23% of proposals related to Priority 4, 16% related to Priority 5, and 6% related to Priority 3.

Also, except for Priority 6, each of these percentages is lower than the percentage of 2008-2010 funded projects that related to Act priorities: 61% of unfunded projects related to Priority 1 vs. 76% of funded projects; 64% of unfunded projects related to Priority 2 vs. 69% of funded projects; 6% of unfunded projects related to Priority 3 vs. 61% of funded projects; 23% of unfunded projects related to Priority 4 vs. 35% of funded projects; and 16% of unfunded projects related to Priority 5 vs. 63% of funded projects. The same percentage of unfunded and funded projects related to Priority 6: 45%. These findings indicate that the Division chose to fund projects that better related to Act priorities.

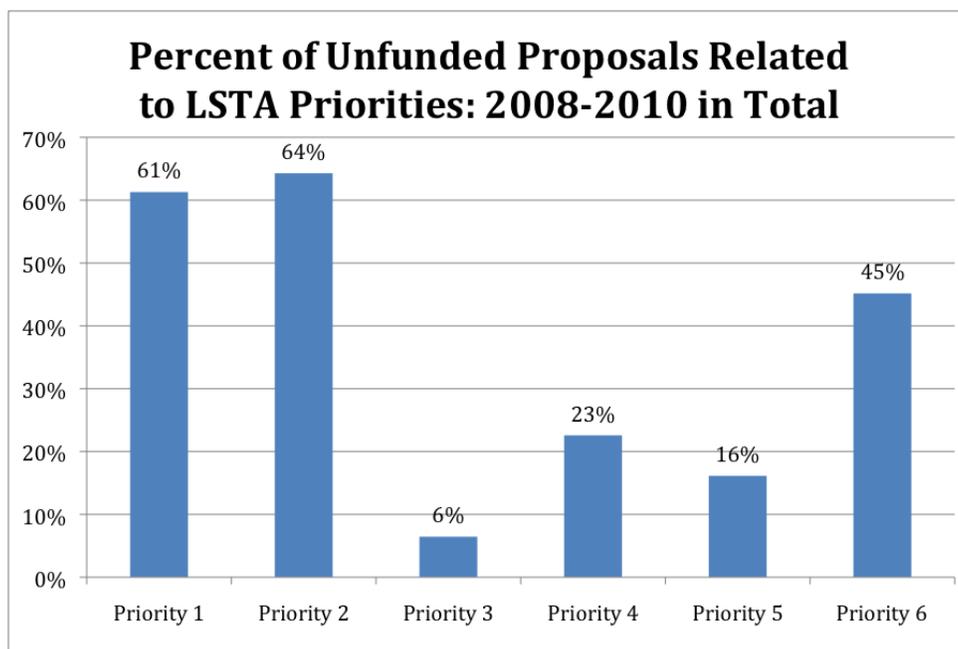


Figure 6. Bar Chart of the Percent of 2008-2010 Unfunded Projects that Related to Each Priority in the Act

Figures 7-10 below show that unfunded proposals related better to the Florida Plan² goals and outcomes below than to Act priorities.

Florida Goal 1: Services

Floridians receive information and innovative and responsive library services that meet their diverse geographic, cultural and socioeconomic needs.

Outcome 1. Florida residents are served by libraries that possess enhanced and visionary leadership and understand the diverse cultures, socioeconomic background and education levels in local communities.

Outcome 2. Florida residents have access to information and educational resources and services of the Florida Electronic Library.

Outcome 3. Florida residents benefit from electronic linkages and public and private partnerships that enhance and increase information services.

Outcome 4. Florida residents have enhanced access to information and services of all types of libraries.

Outcome 5. Children, teens and their caregivers have library programs and services that are age and developmentally appropriate.

² *Lead...Develop...Innovate...State Library and Archives of Florida 2008-2012 Strategic Plan, September 2007 Revised April 2009.* (2009), Florida Department of State, Division of Library and Information Services.

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Outcome 6. Florida residents have programs that promote reading and related skills appropriate for an increasingly multicultural environment.

Outcome 7. Florida libraries have support for ongoing development and excellence to serve Florida's diverse populations.

Florida Goal 2: Innovation and Collaboration

Floridians need viable libraries and archives with services and facilities that adapt to meet user needs and that reflect collaboration and innovation.

Outcome 1. Libraries will provide improved services through resource sharing and advanced technology made possible through Division modeling and encouragement.

Outcome 2. Libraries will benefit from strategic relationships and partnerships established by the Division

Outcome 3. Libraries will provide all users access to information through electronic networks.

Three-quarters of the unfunded proposals related to Florida Plan Goal 2 and 84% related to Goal 1. As with the funded projects discussed above, the unfunded proposals related to some outcomes better than others. While 81% related to Goal 1, Outcome 1, 72% related to Goal 1, Outcome 7, and 59% related to Goal 2, Outcome 1, fewer than 50% of projects related to the other outcomes. The fact that these projects went unfunded may indicate that the Division focused on projects that met Act priorities better than the Division's goals and outcomes, but there may be other reasons these projects went unfunded, such as poorly written applications and poorly defined project activities and goals.

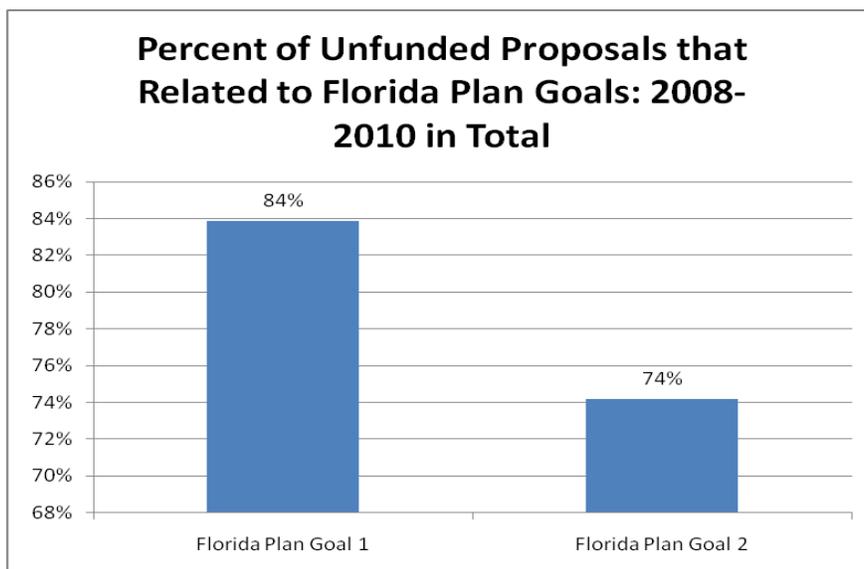


Figure 7. Bar Chart of the Percent of 2008-2010 Unfunded Projects that Related to Florida Plan Goals

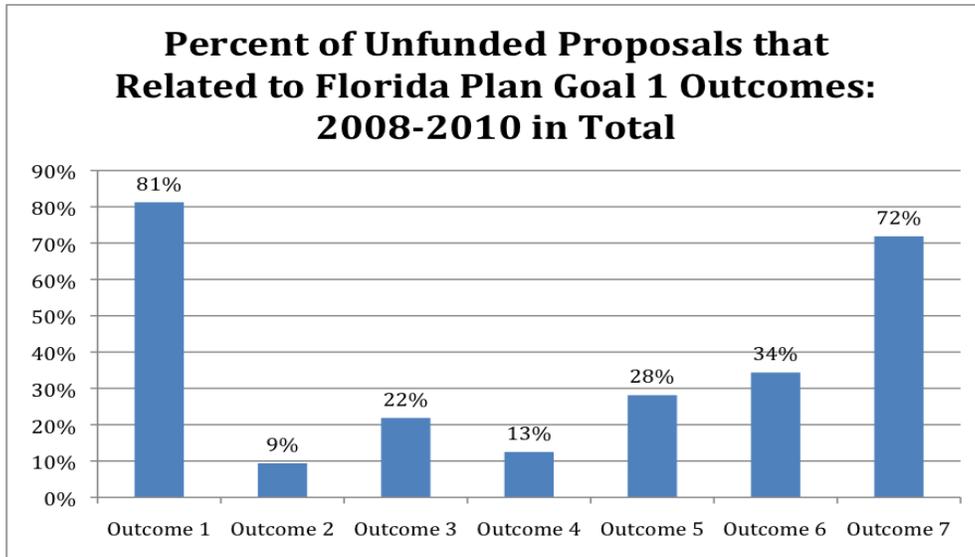


Figure 8. Bar Chart of the Percent of 2008-2010 Unfunded Projects that Related to Florida Plan Goal 1 Outcomes

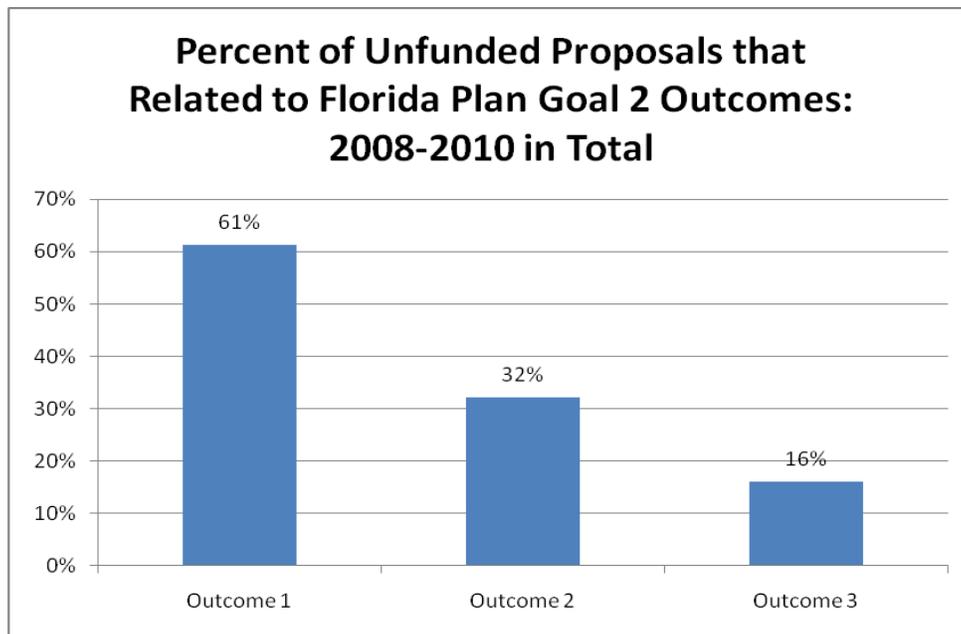


Figure 9. Bar Chart of the Percent of 2008-2010 Unfunded Projects that Related to Florida Plan Goal 2 Outcomes

To what extent were these results due to choices made in the selection of strategies? (Question 2)

Nearly all LSTA-funded projects for 2008-2010 related to the two goals of Florida’s Plan. Figure 11 shows that overall, 92% of projects related to Goal 1 and 81% related to Goal 2. Although the vast majority of projects related to the overall goals, not as many projects related to the 10 outcomes in the Plan (seven for Goal 1 and three for Goal 2). Figures 12 and 13 show that the three outcomes to which the most projects related were Goal 1, Outcome 7 (72%), Goal 1,

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Outcome 1 (57%), and Goal 2, Outcome 1 (71%). Fewer than 50% of projects related to each of the other seven outcomes: 39% for Goal 1, Outcome 2; 44% for Goal 1, Outcome 3; 13% for Goal 1, Outcome 4; 24% for Goal 1, Outcome 5; 19% for Goal 1, Outcome 6; 33% for Goal 2, Outcome 2; and 27% for Goal 2, Outcome 3. These findings indicate that the success of projects in meeting Act priorities may relate to the selection of goals in the Florida Plan, but the link to Plan outcomes is not particularly evident.

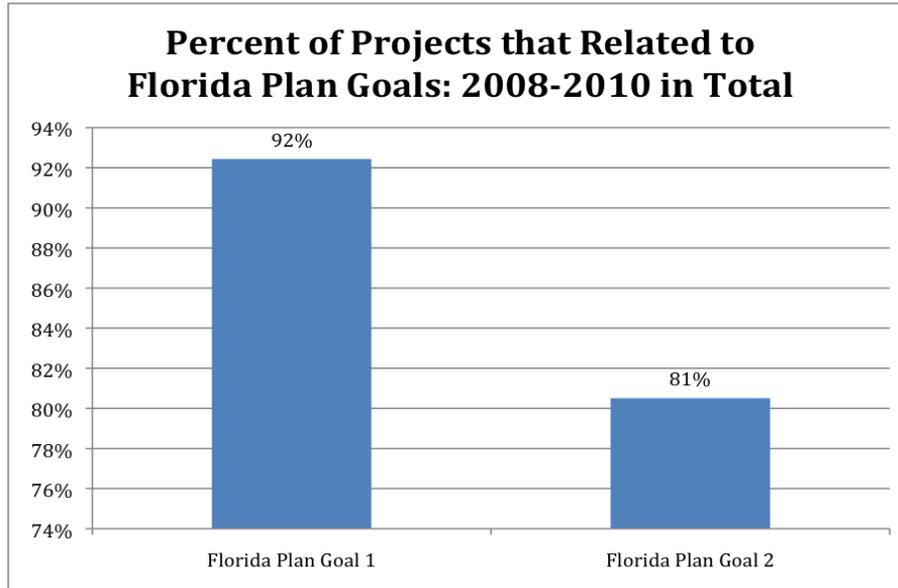


Figure 10. Bar Chart of the Percent of 2008-2010 LSTA-Funded Projects that Related to Florida Plan Goals

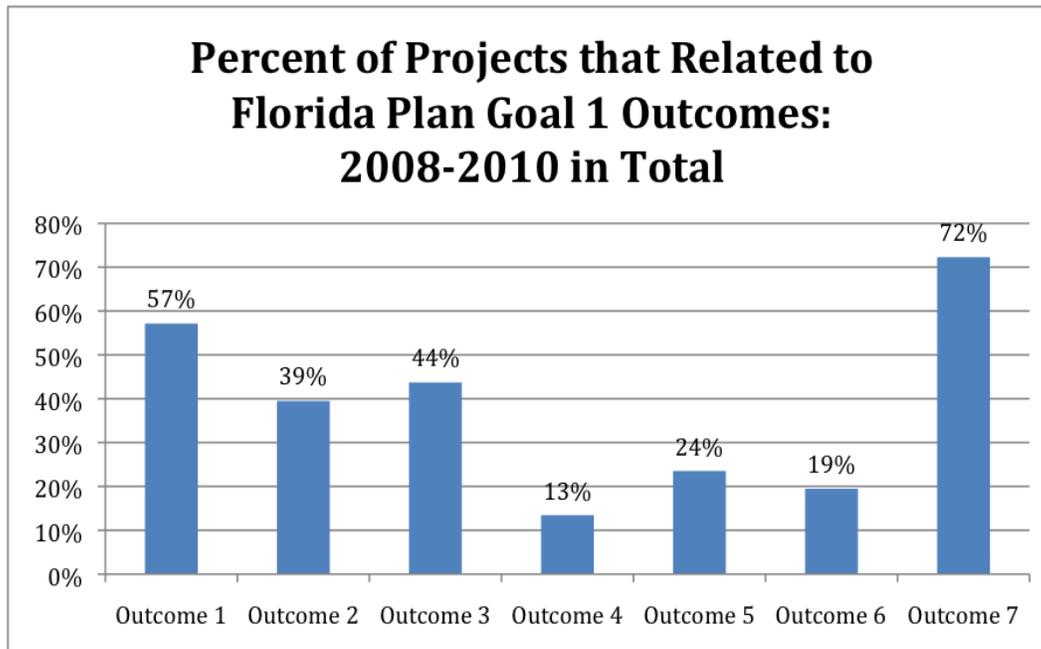


Figure 11. Bar Chart of the Percent of 2008-2010 LSTA-Funded Projects that Related to Florida Plan Goal 1 Outcomes

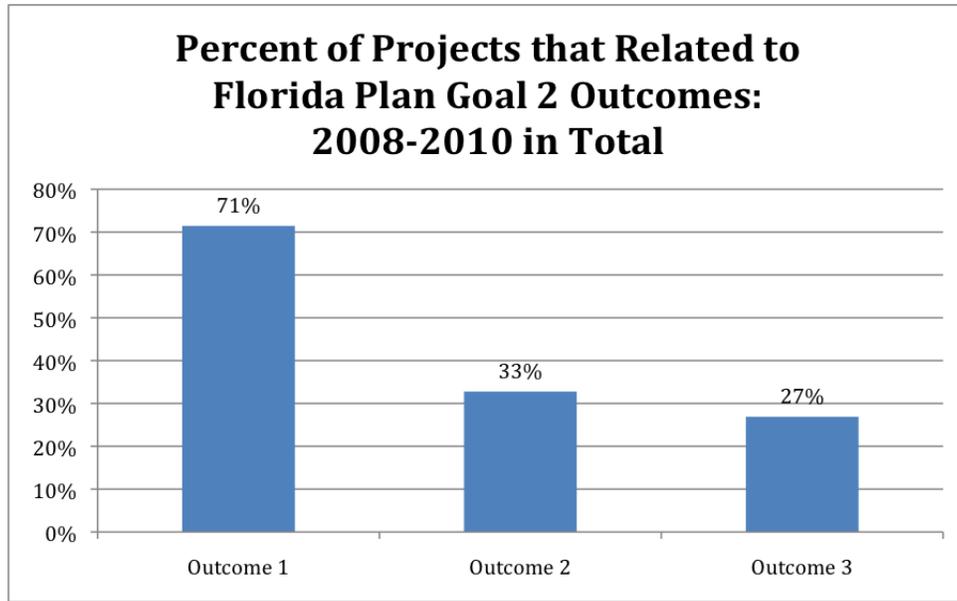


Figure 12. Bar Chart of the Percent of 2008-2010 LSTA-Funded Projects that Related to Florida Plan Goal 2 Outcomes

Relationship of Results to Subsequent Implementation (Question 3)

A comparison of the percent of LSTA-funded projects that met Act priorities and Florida Plan goals and outcomes in 2008, 2009, and 2010 indicates that the relationships between annual results and subsequent implementation may differ for Act priorities and Florida Plan goals and outcomes. Figure 6 (above) shows that the percent of projects that related to Act priorities increased from 2008-2010 for all priorities except Priorities 1 and 2, which showed decline.

Figures 14-16, however, show that the percent of projects that related to Florida Plan goals and outcomes in some cases increased and in others decreased from 2008 to 2010. Figure 11 shows that the percent of projects relating to Goal 1 increased from 89% in 2008 to 95% in 2010, but the percent of projects relating to Goal 2 ranged from 80% in 2008, up to 84% in 2009, and down to 78% in 2010. Even wider swings are present in Figures 12 and 13, which show the percent of projects relating to Goal 1 outcomes and Goal 2 outcomes, respectively.

The percent of projects relating to any specific outcome increased for Goal 1, Outcomes 2, 3, 5, 6, and 7 and Goal 2, Outcome 1. These increases were as follows: from 40% in 2008 to 44% in 2010 for Goal 1, Outcome 1; from 37% in 2008 to 44% in 2010 for Goal 1, Outcome 3; from 20% in 2008 to 27% in 2010 for Goal 1, Outcome 5; from 14% in 2008 to 28% in 2010 for Goal 1, Outcome 6; from 54% in 2008 to 83% in 2010 for Goal 1, Outcome 7 (representing the largest increase); and from 66% in 2008 to 73% in 2010 for Goal 2, Outcome 1. For the remaining five outcomes, the percent of projects relating to each decreased from 2008-2010, as follows: from 60% in 2008 to 51% in 2010 for Goal 1, Outcome 1; from 31% in 2008 to 7% in 2010 for Goal 1, Outcome 4; from 40% in 2008 to 24% in 2010 for Goal 2, Outcome 2; and from 40% in 2008 to 15% in 2010 for Goal 2, Outcome 3.

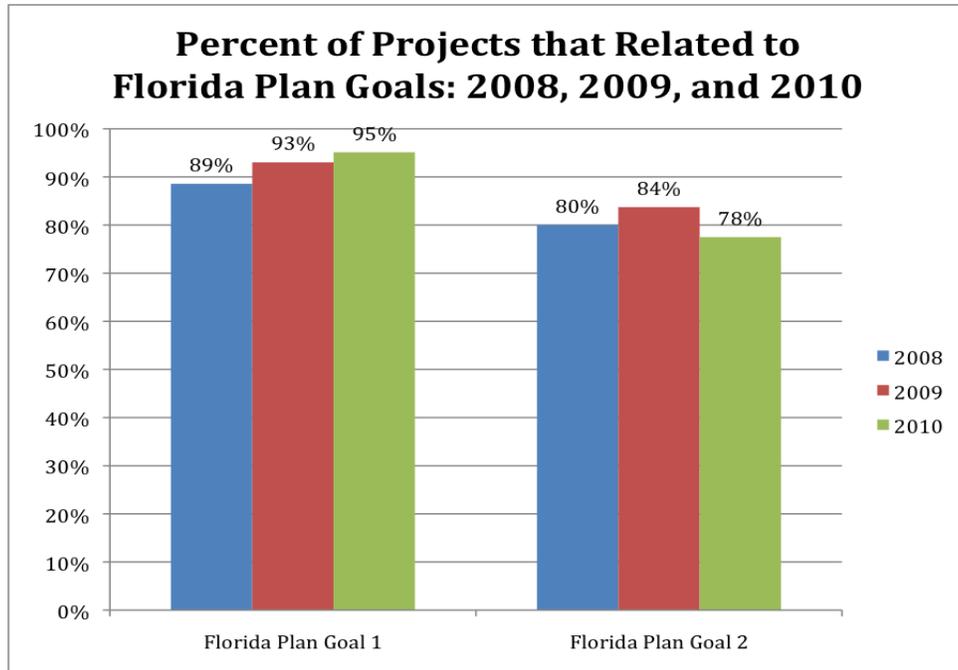


Figure 13. Comparison Bar Chart of the Percent of LSTA-Funded Projects that Related to Florida Plan Goals in 2008, 2009, and 2010

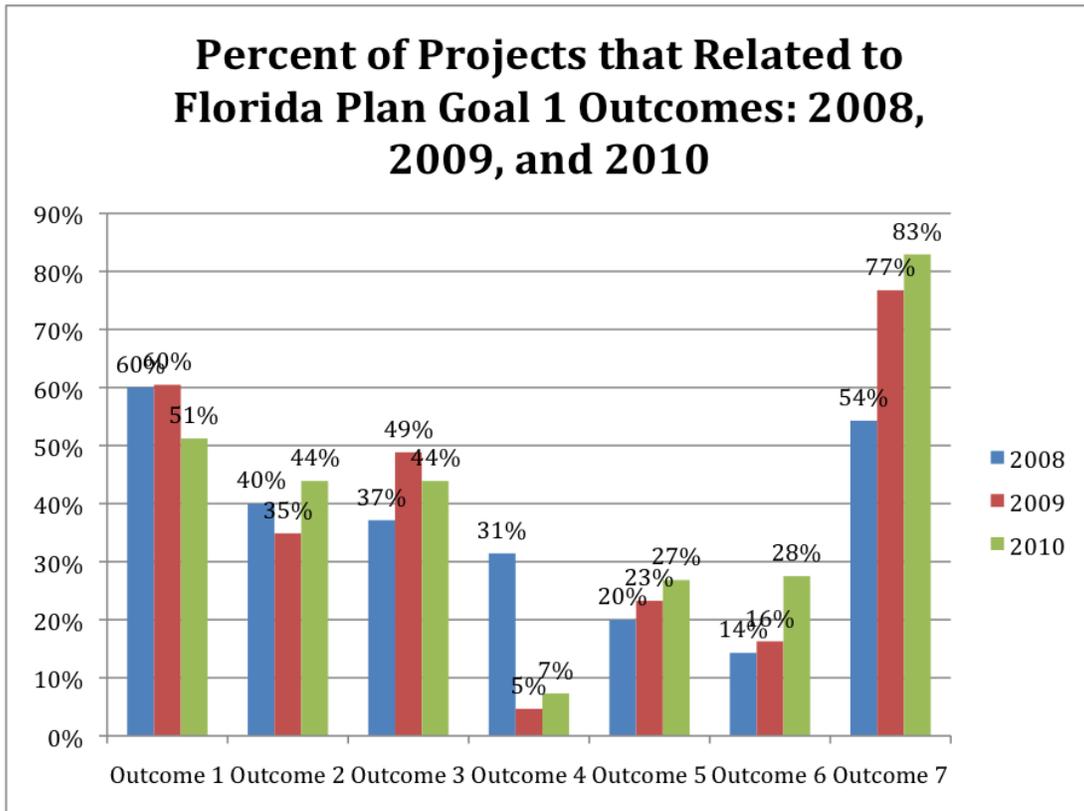


Figure 14. Comparison Bar Chart of the Percent of LSTA-Funded Projects that Related to Florida Plan Goal 1 Outcomes in 2008, 2009, and 2010

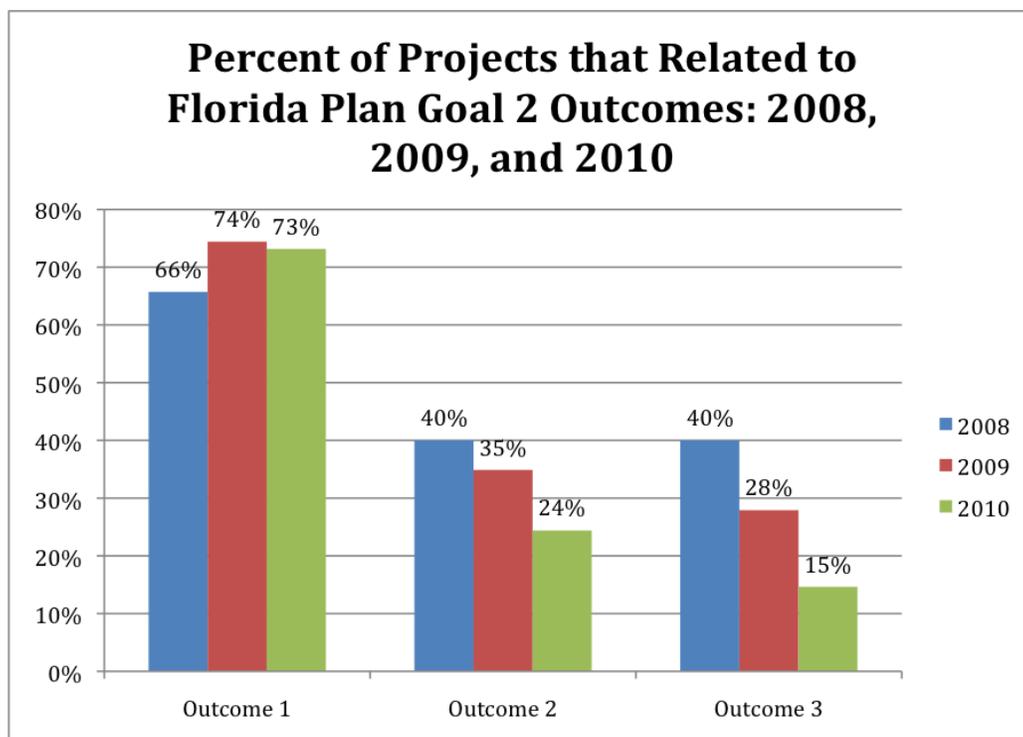


Figure 15. Comparison Bar Chart of the Percent of LSTA-Funded Projects that Related to Florida Plan Goal 2 Outcomes in 2008, 2009, and 2010

Overall, there was an increase in the percent of projects relating to Florida Plan goals and outcomes from 2008-2010, but there were also many instances where these percentages decreased. This finding makes it difficult to say unequivocally that annual results had a strong relationship to subsequent implementation. This finding is supported by findings from the interviews with Division staff, who indicated that each year's projects did not have much effect on subsequent year's funding decisions, except for projects that were continued into a second or third year. Division staff noted that overall success of projects was used in subsequent years' funding decisions, but they were not sure how much measures were looked at. Also, they said that in some cases, these decisions depended on the project since some got funded regardless of past performance. However, they did say that the decision to continue competitive grants is based on performance data.

Benefit of Programs and Services to Targeted Groups and Individuals (Question 4)

It was not possible to simply evaluate the projects based on the number or percent of target populations served because of the wide variety of approaches to reporting this statistic, including sometimes failing to report it in LSTA project files. Rather, evaluators considered whether projects had completed all activities and whether reported indicators of progress toward outcomes were positive. Projects were rated in these categories with yes, partial, no, and unable to determine (because no indicators were reported or indicators reported did not relate to the outcomes). Ratings were applied only to completed projects, that is, projects from 2008 and 2009.

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Figures 17-18 show that well over half of projects completed all project activities: 82.9% in 2008, 62.8% in 2009, and 71.8% in total. If total and partial completion of project activities is considered, nearly all projects were successful at completing project activities: 100% of projects in 2008, 95.4% in 2009, and 97.4% in total. Fewer projects were discernibly successful based on the category of whether indicators of progress toward outcomes were positive: 71.4% were totally or partially successful on this indicator in 2008; 69.7% in 2009; and 70.5% in total. Some of this disparity is explained by the fact that evaluators were unable to determine this indicator for 17.9% of projects in 2008-2009.

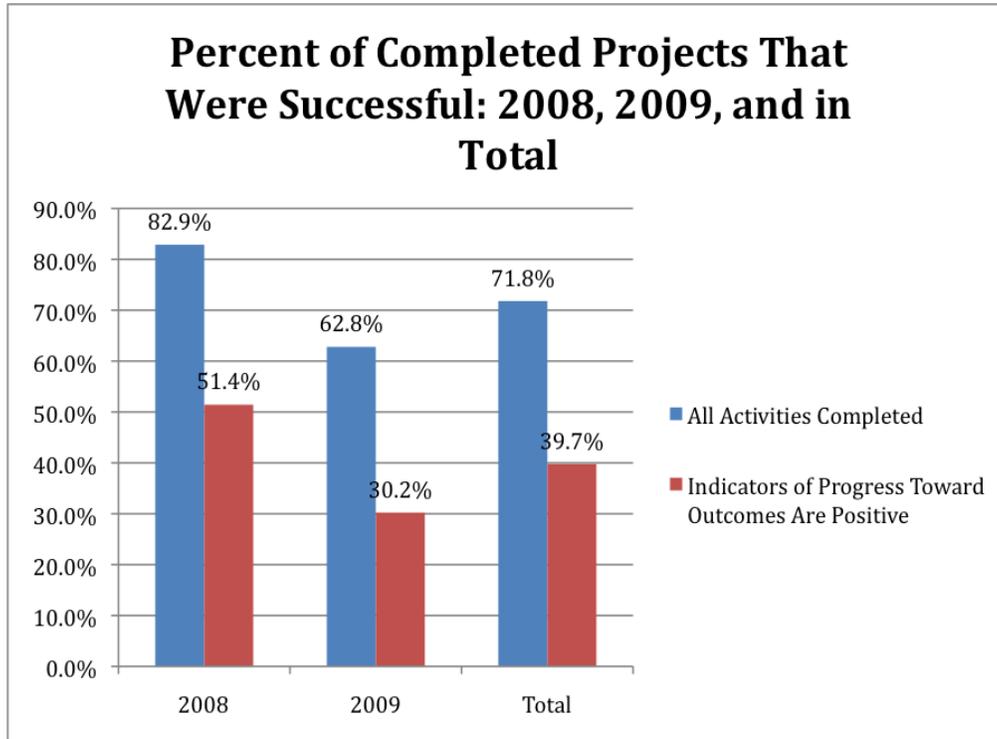


Figure 16. Comparison Bar Chart of the Percent of LSTA-Funded Projects that Were Successful at Completing Activities and Making Progress toward Outcomes in 2008, 2009, and In Total

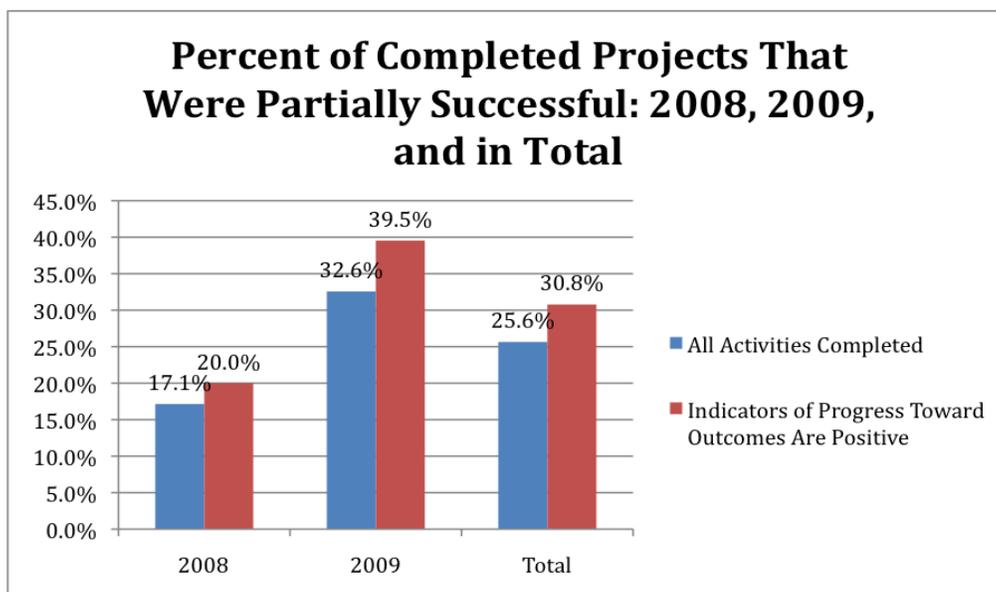


Figure 17. Comparison Bar Chart of the Percent of LSTA-Funded Projects that Were Partially Successful at Completing Activities and Making Progress toward Outcomes in 2008, 2009, and In Total

Process Questions

Modifications to the Florida LSTA Program Five-Year Plan (Questions 1 and 2)

Lead...Develop...Innovate, the Florida LSTA Program five-year plan for 2008-20012 was modified in April 2009 as a result of a document³ developed by a consultant and the Florida Library Network Council (FLNC). The Council is an advisory body to the Division and advises the Florida Electronic Library (FEL) service, activities of which were revised in the plan. FEL began in 2001 and has been funded as an LSTA project since then.

In 2009 FEL included five programs:

1. A web portal for user access to the content and services of FEL.
2. Licensed commercial databases made available statewide.
3. Statewide resource sharing, including a virtual union catalog of Florida library holdings and statewide interlibrary loan delivery.
4. A statewide program of virtual reference service with online research assistance for the public provided by library staff members around the state.
5. Access to digital, locally-produced electronic content in databases maintained by state and local government agencies and non-profit organizations.

³ *Strategic Goals for the Florida Electronic Library (FEL)*, RMG Consultants, Inc. (Chicago: RMG Central Office, 2008).

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Modifications to the LSTA plan included additions and deletions to activities under Goal 1, Outcome 2. The Goal and Outcome 2 remained the same and are:

Goal 1 – Floridians receive information and innovative and responsive library services that meet their diverse geographic, cultural, and socioeconomic needs.

Outcome 2 – Florida residents have access to information and educational resources and services of the Florida Electronic Library.

Three new activities were added and one activity was deleted, as follows:

New Activity C – The Florida Electronic Library will use its Web presence to provide opportunities for development of online and virtual communities that foster and promote discussion and exchange of information and ideas, and that allow users to create and share information.

New Activity H – Create a standing Strategic Technology Planning Team responsible for understanding technology needs and opportunities, long-range planning, and establishing goals and priorities.

New Activity M – Provide or coordinate Web design and development and training for libraries.

Deleted Activity F – Implement data collection strategies and appoint data collection managers for each component and development phase of the Florida Electronic Library.

These additions did not replace existing C, H, and M activities so the order and identifying letters of some of the remaining activities also changed.

According to the FEL service manager, two main contributing factors were the impetus for this plan change. First, the FEL service had, by his report, achieved a significant portion of activities specific to FEL in the original plan. Second, new technologies and uses of technologies in a rapidly changing culture were occurring. These statements are supported by the 2008 FLNC document that assessed the status of FEL implementation and reported that “content and infrastructure are in place and continue to be developed and enhanced, but changes in technology and culture have created constituencies and audiences that traditional channel and service models may not be adequate or appropriate to reach...”⁴

FLNC and its consultant used FEL project data, including indicators of progress towards Outcome 2 of the LSTA plan, in the development of goals, objectives, and activities for the service, according to the FEL manager and Division Director. They also used the consultant’s expert advice and a review of output measures, including statistics on use, in their discussions, according to the Strategic Goals document. The above LSTA five-year plan revisions were based on the FLNC goals and objectives and were, therefore, informed by outcome-based data.

The Division and FLNC used 2008 and earlier performance metrics to evaluate progress towards FEL outcomes. The 2008 outcomes and indicators of progress were:

⁴ Ibid., 2.

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1. Florida libraries provide improved service – progress indicated because four additional commercial databases were added to FEL. Additional databases have been added each year since the service began.
2. The public uses technology to get information including answers to their reference questions, information on how to use other library services and products – indicated not only by usage levels of the statewide reference service, Ask A Librarian, but also because 93% of people shown resources thought they would be able to use them on their own later and 69% felt they would be more comfortable using Web-based resources in future.
3. Florida residents actively use statewide licensed databases for informational needs – indicated by 16.7 million full text downloads and 19.1 million searches using FEL.
4. Florida residents can search a satisfactory selection of online resources – indicated by FEL’s 37 licensed commercial databases, 13 titles from the Gale Virtual Reference Library, and the addition of four new databases.
5. Florida residents use the virtual library portal to retrieve information from multiple sources with a single search engine – indicated by the availability of a single search engine for searches of FEL program resources.
6. Florida residents can access and search the contents of most Florida libraries for informational needs using a consistent user interface – indicated by availability of holdings of 298 Florida libraries.
7. Florida residents access digital or electronic local content through the Florida on Florida service – indicated by 240,105 digital records available and 1.8 million website visits.

Other performance metrics from 2008 used in making the decision to revise the LSTA Program five-year plan were output measures and progress on planned activities such as these data:

1. Two Florida digital collections added to FEL along with four new commercial databases.
2. Nine additional participating libraries added to the Ask a Librarian reference service.
3. Training was provided to 443 library staff members in 78 sessions.
4. Five-day-a-week materials delivery service was available to move materials around the state at user request.
5. Four of six MLCs serving libraries assist all their members in paying the costs of statewide delivery service.
6. Planned software improvements for the Web portal were completed.
7. Usage statistics from the past five years.

Use of Performance Metrics to Guide Policy and Managerial Decisions (Question 3)

A discussion of how the Division uses performance metrics to make decisions about policy and management of the Florida LSTA Program must include an introduction to how these funds are allocated in the state. Two types of projects can be identified: those that support statewide services and activities and are awarded to administrative components of the Division, and those that are awarded to libraries of various types. The former are referred to by staff members as Division projects and the latter as competitive or field projects, although in fact Division grants

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are competitive, too, since an application must go through the same review process as the competitive/field projects. This information is important because use of performance metrics is different between the two types of projects.

In general, however, document review of project files and interviews with Division staff revealed to the investigators a minimal to moderate level of use of project performance metrics. Of the comments recorded from interviews, two indicate use of metrics for decision making and policy setting. Fewer than half of the comments indicate metrics are used for project funding decisions and many of them referred to project-specific decision making rather than overall program policy and management.

Reported use of metrics resulting from Division projects include:

1. Compiled statistics in the agency's annual report to IMLS. Some interviewees indicated that the emphasis in this report is on presentation, not project metrics or outcomes.
2. Requests for changes to MLC projects made by the LSTA Advisory Council.
3. Decisions about funding allocations for Division projects, although some interviewees said some projects are funded each year regardless of past performance. Others said allocations are made based on whether a project is core to the Division's mission rather than on performance.
4. The decision on how much to allocate each year to Division versus competitive projects.
5. Decisions to change or modify the activities of Division projects, which are primarily made by the staff members applying for and carrying out the projects rather than management or the Grants Office.

From these interview results, it appears that funding decisions are the primary use of project metrics. There were no reports of using metrics for policy decisions, revision of rules related to the program, or developing reporting formats.

Although project results data is not a major basis for decision-making about the LSTA Program, other types of data are used. All components of the Division ask customers about satisfaction with services. Data from their responses are used for decisions about Division LSTA projects. Another source of performance measure data are the measures in the Division's Long-Range Program Plan, which are used to get a broader look at Division services that include those funded by LSTA.

Competitive project metrics from libraries, which are available in annual reports, appear to be used primarily by application reviewers when they are considering an application for a second year of funding. They are, by report, occasionally used for considering an application from the same library for a new and different project.

Decisions regarding the LSTA Program appear to be impacted by a variety of sources of information. Division staff members do not discuss use of project metrics in a way that leaves the impression of a data-driven organization except in the case of financial data. This kind of data is carefully monitored, analyzed, and reported and appears to be a dominant factor in decision-making. As an example, failure to provide financial information in project reports is

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followed up until it is provided, but failure to provide project performance data is not consistently pursued.

Another significant factor in decision-making is the number of years that some Division managers and staff members have been working with LSTA grant projects. They carry around a lot of data in their heads, which, some of them say, is used regularly in decision-making. Institutional memory is an important factor in Division and LSTA Program management and more than a little of that memory is based on project metrics.

Challenges to Using Outcome-Based Data to Guide Policy and Managerial Decisions (Question 4)

Division staff interviewed discussed several important challenges to using outcome-based data to guide policy and managerial decisions. Many of these comments are supported by the results of investigators' data collection activities in project files for fiscal years 2008, 2009 and 2010.

The challenges begin with the current outcomes evaluation process and reporting methods. Three required outcome statements that can be used in proposals, definitions of the evaluation terms such as inputs, outputs, indicators, and outcomes, and a standard form for use in presenting an outcomes evaluation plan are published in a Division document providing guidance to LSTA grant applicants.⁵ There is no requirement for reporting results related to inputs, outputs, indicators, and outcomes although a form for this purpose is available for use on a voluntary basis. The guidelines are in state rules (i.e., *Florida Administrative Code* 1B-2.011), and can only be changed by going through a lengthy and complex rule revision process. The last amendments to the application and reporting forms were made in 2001. According to interviewees, 10 years of experience with these instruments for collecting data have made it clear that the methods in place are not successful in providing appropriate and adequate metrics that can be used for LSTA Program decision-making. Standard outcomes statements used during this period are also questioned for their value in evaluating project success.

Interviewees also report, and file reviews confirm, it is difficult to get compliance with the existing rules regarding planning and reporting outcomes-based evaluation. This is true of both Division projects and competitive projects.

Some interviewees believe that the current approach to evaluating progress towards project outcomes is too focused on indicators of success that come from service usage counts and is not an effort to determine the difference a service made in the lives of its users. However, several of the Division projects in 2009 and 2010 include user surveys asking this question and such surveys are also used in some competitive projects. In the evaluators' view, a greater problem occurs when one tries to compare user survey data and other types of indicators to project outcomes. There is a disconnect between the two, often because evaluative data does not address a project's proposed outcomes but instead addresses something else altogether. Some applicants

⁵ *Library Services & Technology Act Grants Guidelines & Application*, Florida Department of State, Division of Library and Information Services, (Tallahassee, FL: Florida Department of State, Division of Library and Information Services, 2011).

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develop their own outcomes in addition to the standard outcome statements from which they can select. Evaluators found that when this was done, outcomes evaluation was more successful.

Although the requirement to use metrics to assess outcomes is published in state rule, discussed in training sessions provided by the Division, and stressed in communication with grantees, compliance is inconsistent. This problem is exacerbated by the fact that there is no required method of presenting results in annual reports. A new online application and grantee reporting system is under development and will, it is hoped, help with this problem because the software will force responses to certain questions.

A related challenge for some continuing Division projects is that the same indicators of success are used every year and they are a count or percentage of something. In some of those projects, the percentages are not even a percentage of increase, so not only does the indicator not provide information about the outcome, but it also does not compare this year's results to previous years.

Some interviewees reported that accessing data from other than the current year is difficult because project files are stored in boxes in an inconvenient location. An electronic database with selected data transcribed from applications and annual reports is available. Whether it is used by staff members outside the Grants Office, which is responsible for administering the day-to-day functions of the Florida LSTA Program, is not known to the investigators. In any case, the information in the database is a secondary source, not the primary source of the original documents. Again, the new application and reporting software should help with this issue.

An overarching challenge, which, in a sense overrides these administrative and compliance concerns, is that LSTA projects are for one year. The standard outcome statement options in the Florida LSTA Program cannot be evaluated in one year of a project. Longitudinal outcomes evaluation is needed but it is not done, not even for the Division projects where it is possible.

Report Section B – Florida LSTA Program Environmental Scan

Environmental Scan

The Division of Library and Information Services functions in a complex environment. Not only is its staff responsible to the Florida Department of State, of which it is an administrative arm, but also to the Office of the Governor of Florida and the Florida Legislature; they are also responsible to the federal agency from which the Division receives funding for many of those functions, the Institute of Museum and Library Services. Additionally, and because many of its services are used by libraries across the state, the Division also is part of the Florida library community. As a component of the Division, the functions of the Library Services and Technology Act program take place in this same environment.

Because there are so many influencing factors on the LSTA Program environment, this report of environmental scan results is organized into five parts: 1) Federal government (IMLS) environment; 2) Florida's people; 3) Florida state government environment; 4) Division environment; and 5) Florida and its library community environment. A summary brings together the key environmental factors from each of the parts.

Federal Government (IMLS) Environment

The Institute of Museum and Library Services, which administers the national LSTA grant program, operates the program under federal regulations⁶ that direct how states can receive and use these funds. A key part of the program is a maintenance of effort⁷ (MOE) requirement that establishes a percentage of the grant amount that must be matched with state expenditures each year the state receives LSTA funds. Florida has used the annual legislative appropriation for the Divisions' State Aid to Public Libraries Program for that match, which has been cut from \$33.2 million in 2001-02 to \$21.2 million for 2011-12. When the State Aid appropriation is threatened, as it has been for several years in a row, the specter of loss of LSTA eligibility arises.

Loss of eligibility is not the only way the Division could experience loss of or change to this funding source. The Act must be reenacted periodically by the U.S. Congress and each time that happens, there is the possibility it could be eliminated. Changes to the Act also occur at reenactment, which was just completed in 2010, and, according to one interviewee, some positive changes for the Florida LSTA program resulted. At least one of them, which would

⁶ *Museum and Library Services, U.S. Code 20 (2010); Code of Federal Regulations, Grants Regulations, title 45, sec. 1180; Code of Federal Regulations, Enforcement of Nondiscrimination on the Basis of Handicap in Programs or Activities Conducted by the Institute of Museum Services, title 45, sec. 1181; Code of Federal Regulations, Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments, title 45, sec. 1183; Code of Federal Regulations, Government wide Debarment and Suspension (Nonprocurement) and Government Wide Requirements for Drug-Free Workplace (Grants), title 45, sec. 1185; Office of Management and Budget, Grants and Cooperative Agreements with State and Local Governments (Washington, DC, 1997); Office of Management and Budget, Uniform Administrative Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals and Other Non-Profit Organizations (Washington, DC, 1999); Office of Management and Budget, Cost Principles for State, Local and Indian Tribal Governments (Washington, DC, 2004); Office of Management and Budget, Cost Principles for Non-Profit Organizations (Washington, DC, 2004); Office of Management and Budget, Cost Principles for Educational Institutions (Washington, DC, 2004); Office of Management and Budget, Audits of States, Local Governments and Non-Profit Organizations (Washington, DC, 2003).*

⁷ *Payments; Federal share; and maintenance of effort requirements, U.S. Code 20 (2010), § 9133.*

Report Section B – Florida LSTA Program Environmental Scan

bring more funding to Florida, will not occur until sufficient funds are appropriated by Congress. Funding for this federal fiscal year is \$860,000 less than last year, which will impact the Division's services and opportunities for libraries to implement new services. A second change recognizes that LSTA funds can be used for projects that serve library employees, not just the people who use libraries, a recognition which will make the work of the Division's Bureau of Library Development, which is fully supported with LSTA funds, much clearer.

Another factor in the Act at the federal level is a requirement for a five-year LSTA plan,⁸ which must be developed to the satisfaction of IMLS staff. This plan must be evaluated, as well, and for the five-year plan currently in place, the evaluation must be done by an outside evaluator. Costs for the evaluation are paid from the state's LSTA grant award from IMLS.

Several other factors that impact the Division's use of LSTA funds are in the Act, federal regulations, and other federal publications. No more than 4% of the total amount of funds received for a fiscal year may be used for administrative costs.⁹ While this does not include the cost of evaluation, it does control the extent to which the Division can use funds to modify or expand administrative functions, including efforts to use electronic technology to improve efficiency and the accuracy of records. Use of LSTA funds is also controlled by federal Office of Management and Budget (OMB)¹⁰ circulars that discuss allowable costs and time keeping for employees paid with grant funds.

The federal regulations include other financial and program management requirements to which the Division's LSTA Program must adhere. The environment for the program, as it relates to the U.S. Congress, IMLS, and other federal agencies is that of a dependent relationship wherein the Florida program cannot exist without the federal program, and its existence is shaped by the federal government and its agencies.

Florida's People

The people served by the Division and libraries in Florida continue to increase in their numbers, as shown in Figure 19, a map and statistics produced by the U.S. Census.¹¹ Just over 27% of the state's 67 counties increased in population by 25% or more, over 33% increased by 15-25%, 33% by 5-15%, 30% by 15-20%, 30% by 5-15%, and 7% by 0-5%. Only two counties decreased in population during the 10-year period.

⁸ *Payments; Federal share; and maintenance of effort requirements, U.S. Code 20 (2010), § 9134.*

⁹ *Payments; Federal share; and maintenance of effort requirements, U.S. Code 20 (2010), § 9132.*

¹⁰ *Cost Principles for State, Local and Indian Tribal Governments*, Office of Management and Budget, (Washington, DC, 2004); *Cost Principles for Non-Profit Organizations*, Office of Management and Budget, (Washington, DC, 2004); *Cost Principles for Educational Institutions*, Office of Management and Budget, (Washington, DC, 2004).

¹¹ Available at <http://2010.census.gov/2010census/data>.

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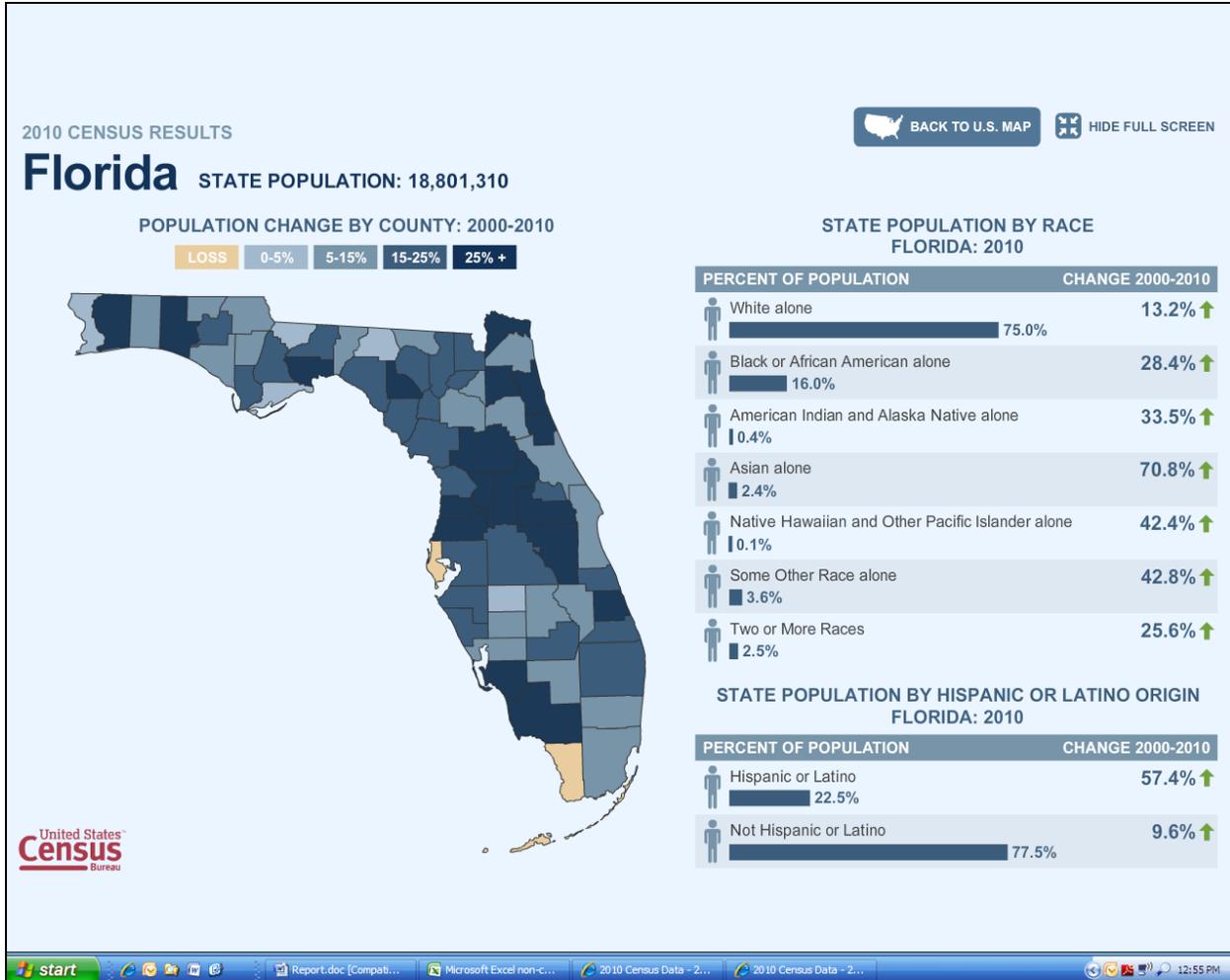


Figure 18. Screen Print of Census.org Redistricting Widget Showing Florida 2010 Population Change by County

When the time period covered by the Division’s LSTA plan is considered, rather than the map and statistics in Figure 19, it is clear that population growth slowed significantly. Comparison in Figure 20 of Florida population growth from 2007¹² to 2010¹³ to U.S. growth in the same period

¹²Quick Tables, 2007 Population Estimates, DP-1 General Demographic Characteristics, Florida, U.S. Bureau of the Census, (Washington, DC: n.d.), http://factfinder.census.gov/servlet/QTTTable?_bm=y&-context=qt&-qr_name=PEP_2007_EST_DP1&-qr_name=PEP_2007_EST_DP1PR&-ds_name=PEP_2007_EST&-CONTEXT=qt&-tree_id=807&-geo_id=04000US12&-search_results=01000US&-format=&-lang=en; Quick Tables, 2007 Population Estimates, DP-1 General Demographic Characteristics, United States, U.S. Bureau of the Census, (Washington, DC: n.d.), http://factfinder.census.gov/servlet/QTTTable?_bm=y&-context=qt&-qr_name=PEP_2007_EST_DP1&-qr_name=PEP_2007_EST_DP1PR&-ds_name=PEP_2007_EST&-CONTEXT=qt&-tree_id=807&-redoLog=false&-caller=geoselect&-geo_id=01000US&-search_results=01000US&-format=&-lang=en.

¹³ 2010 Decennial Census, 2010 Demographic Profile Data, DP-1 Profile of General Population and Housing Characteristics: 2010, Florida, U.S. Bureau of the Census, (Washington, DC: n.d.), <http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk>; 2010 Decennial Census, 2010 Demographic Profile Data, DP-1 Profile of General Population and Housing Characteristics: 2010, United

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shows Florida's percent of growth, at 3.01%, as only a little over a half a percent higher than that of the U.S., which had 2.36% growth. This can be seen as an indication that population growth in Florida has slowed in recent years. Figures 21-23 make a similar comparison for three demographic groups: people 65 years and older, African-Americans, and people claiming Hispanic heritage. Population growth in the number of retirees and elders in Florida from 2007 to 2010 is less than in the nation as a whole by over 1%, but growth in the number of minorities is more by over 3% for African-Americans and about 1.5% for Hispanics. These statistics are telling about the changing Florida environment, where, in the past, retirees had been a very important demographic because of their rapidly increasing numbers.

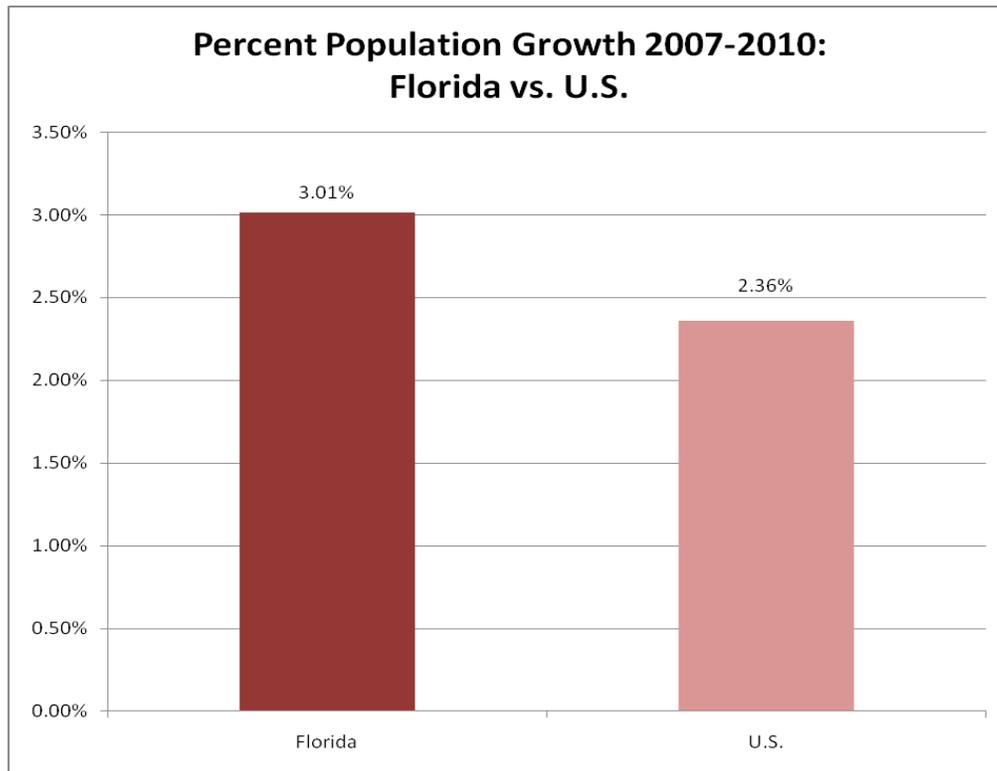


Figure 19. Comparison Bar Chart of Percent Population Growth 2007-2010: Florida vs. U.S.

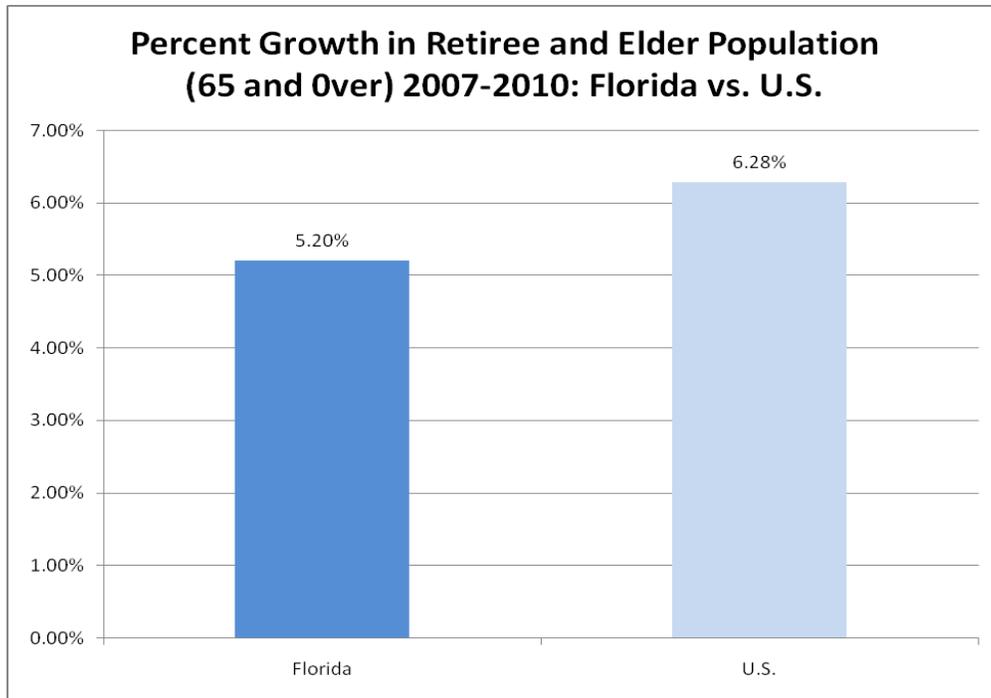


Figure 20. Comparison Bar Chart of Percent Growth in Senior Population (65 and Over) 2007-2010: Florida vs. U.S.

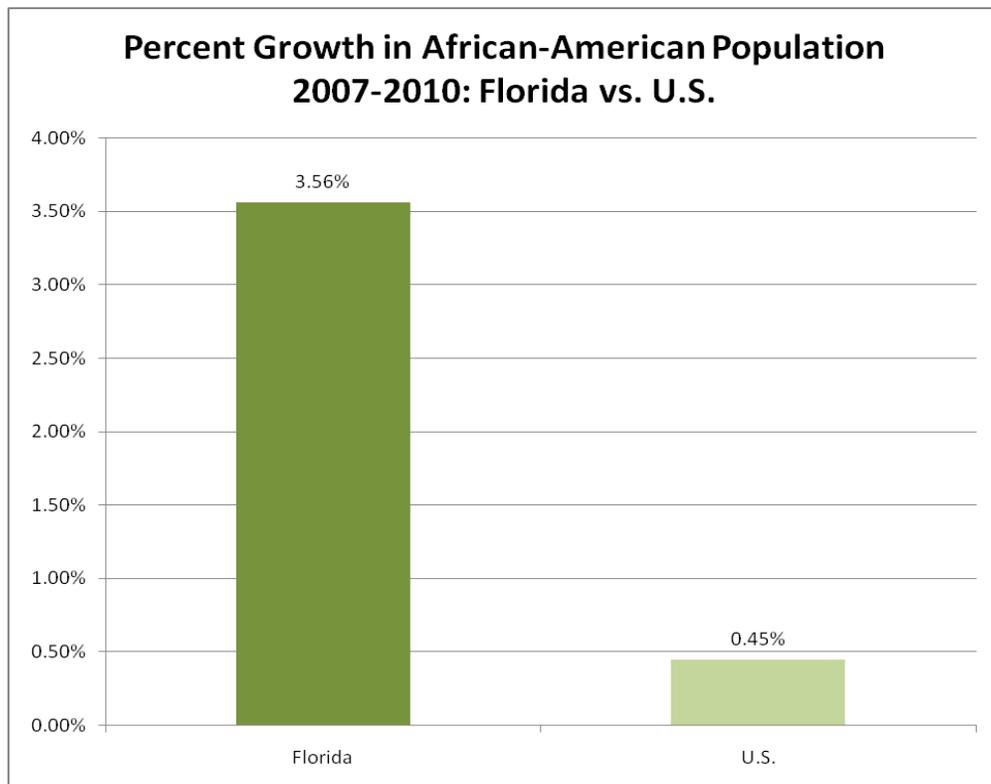


Figure 21. Comparison Bar Chart of Percent Growth in African-American Population 2007-2010: Florida vs. U.S.

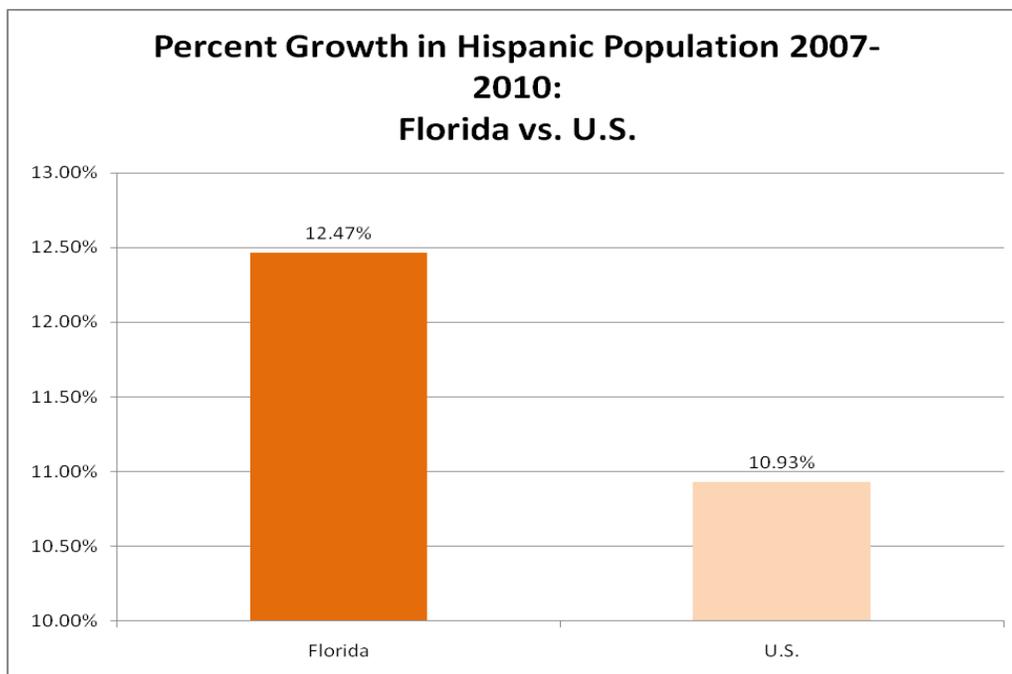


Figure 22. Comparison Bar Chart of Percent Growth in Hispanic Population 2007-2010: Florida vs. U.S.

Florida State Government Environment

State government in Florida has undergone significant change in recent years. The Department of State, parent agency for the Division, lost to retirement a Secretary who had an excellent grasp of the LSTA Program and was very supportive of libraries. In the interim, a new Governor was elected who brought the Secretary back to his former role. Leadership changes at this level influence the working environment and delivery of services, according to interviewees. A number of them expressed particular concern about the Governor’s emphasis on reducing the number of state employees and the layoffs happening in other agencies as interviews were conducted.

Although the LSTA Program is federally rather than state-funded, reductions in state spending can impact the availability of LSTA funds, as indicated in the section on federal government environment. State budgets have been reduced continuously during the period of this LSTA five-year plan and the Division has, according to interviewees, lost staff positions. Many interviewees agreed that the lost positions had a significant impact on Division functions and morale. Others said they had less concern about loss of staff in the past and feel that improvements were made because fewer employees were available, such as implementation of new technological advances like webinars. Some interviewees who brought up this subject mentioned that they feel there is a “culture of fear” due to concerns about job loss. The income shortfall experienced in this state since the housing boom of the early 2000s stopped and sales tax revenue began to decrease is likely to continue for several more years according to common reports in Florida newspapers and also will continue to have impact on the state government environment.

Report Section B – Florida LSTA Program Environmental Scan

State requirements regarding rules are another factor in state government affecting the Division, which is responsible for promulgating and following the rules under which the Florida LSTA Program operates. The rule-making process is lengthy and, according to one interviewee, can take up to 18 months. Since all components of the program must be set out in rule and the program is funded on an annual basis, it is very difficult, if not impossible, to make changes in time to allow announcement of changes in priorities, forms, and almost anything related to the program. This situation is perceived by interviewees as preventing a nimble response to fast occurring changes in the field of library services brought on by new and developing technologies, public use of mobile devices for information and communication, and the social networking phenomenon. According to some interviewees, it also prevents improved efficiency in administration of the program.

State travel regulations are another aspect of the state government environment discussed in interviews. Interviewees said the travel approval process is lengthy and may take three to four weeks. Even preparing the approval form is felt by some to be burdensome because costs for three hotels must be researched and airfare comparisons provided.

Other state regulations apply to the LSTA Program – human resources, purchasing, auditing, and many others. None were mentioned in interviews as having any more impact than the expected requirements for management of any large organization. The primary impacts of state government environment reported in interviews were the rule making process, budget concerns, and new state leadership.

Division Environment

The LSTA Program is a very important part of the activities and role of the Division of Library and Information Services, although not all sections within it use LSTA funds. The Bureau of Library Development is the most involved. All personnel there are supported with LSTA funds, as are other activities, such as travel. Information Technology and the State Library have LSTA projects every year and part of the staff in these departments is LSTA-funded. Information Technology staff members supported by LSTA funds have assignments across the entire Division, so LSTA funding is key to that service. The impact of LSTA on Archives is less, although one of its services has an LSTA project. Records Management and the *Florida Administrative Weekly* are only impacted by LSTA in so far as they are in the administrative branch of the Department of State as are the other sections that use LSTA funds.

Several interviewees expressed opinions that nicely summarize the importance of LSTA to the Division. They said that service quality and the ability to innovate are dependent on access to LSTA funding. According to interviewees, LSTA drives the mission of the Division because it is such a large part of the budget. It was 44.4% of the Division's fiscal year 2008-09 operating budget and 47.7% in 2009-10. Staff expenditures were 34% of LSTA funds in 2008-09, which decreased to 24.7% in 2009-10. The percent of collection expenditures that were LSTA-funded also decreased from 86.2% in 2008-9 to 66.7% in 2009-10, but other operating expenditures funded by LSTA increased from 27% in 2008-09 to 57.9% in 2009-10.

One interviewee said that national LSTA program goals are supported by all the Web-based services of the Division, regardless of the source of funding. Another noted that LSTA projects and the written Division mission do not seem to relate to each other, even though LSTA is such a

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vital part of the work done. Others said the Division's priorities are not clear so how the LSTA program fits within them is not clear either.

The Grants Office of the Bureau of Library Development is the center of Florida LSTA Program activity in the Division. Staff in this office ensure compliance with LSTA federal and state requirements, coordinate with the LSTA Advisory Council, monitor LSTA grant implementation and reporting, and facilitate the flow of grant funds to libraries. They also monitor grant-related expenditures, maintain an LSTA-purchased equipment inventory, coordinate with IMLS, and train other Division staff and library employees from around the state on grant application and reporting regulations and rules. All of their work is not focused on LSTA, however. The Office also manages several other state-funded grant programs.

Concern was expressed by some interviewees about LSTA funds being used to replace state general revenue funds that once supported Division activities, and they anticipate this will continue. In federal fiscal year 2009-10, 51.2% of LSTA funds were used for Division projects, including those that provided statewide services. That percent was up from 46.3% in 2008-09 but less than the 55.2% of LSTA funds used for Division projects in 2007-08. The concern is primarily that using LSTA funds at the Division, even for projects serving the whole state, limits use of those funds by libraries to implement new and innovative services. There seemed to be general agreement that if the economy of Florida does not improve and budget cuts continue, all LSTA funds will be committed to Division projects and there will be no money for competitive grants to libraries. One group of interviewees discussed how essential LSTA projects are to development of public libraries in Florida and the importance of this funding in advancing library services in the state.

Several processes in the Division were said by interviewees to have a negative impact on LSTA. The communication approval system and travel approvals were raised by some interviewees as instances of how the Division has a negative impact on LSTA projects. The concern is that there are multiple layers of approval which must be gone through before a communication going to more than a few individuals can leave the Division or permission to travel is given. This is perceived as a delaying factor in achieving project outcomes.

Florida's Library Community Environment

Florida's LSTA Program is part of an environment that is the state's library community. That community is impacted by an array of factors from politics to population growth to hurricanes.

Florida's library community has been impacted by the depth and breadth of the nation's Great Recession and slow recovery. For the last three years, public libraries in Florida have experienced budget cuts to local funding and State Aid. The 2011 Florida Legislature increased the State Aid appropriation very slightly, from \$21.25 million to \$21.3 million. The amount of funding eligible libraries receive each year from the State Aid program varies significantly. Florida's smaller counties with lower tax bases and who have limited local funds to put into their libraries are particularly dependent on State Aid. The Florida LSTA program is also dependent on State Aid appropriations, as was discussed in "Federal Government (IMLS) Environment"

Report Section B – Florida LSTA Program Environmental Scan

above. Loss of state and federal funds would shut down local programs and isolate rural libraries.¹⁴

On the local level, many library governing bodies are choosing to cut the public library budget to maintain current property tax rates. This was the case in Alachua County, where the library director proposed a 3.3% reduction in the library systems operating budget, from \$18.02 million to \$17.42 million.¹⁵ In 2010, Walton County public libraries not only lost 20% of its operating hours, it also lost 85% of its book budget and all money that was spent for programming.¹⁶

Budget reductions are not only affecting rural and small libraries, but also large urban libraries such as those in Broward County, Jacksonville, Miami and the other large urban areas in the state. Public libraries, however, are not the only libraries whose budgets have been affected by the economic downturn and decrease in state funding. Academic libraries across the state also have seen a decrease in funds. According to a survey conducted by the State University Library System of Florida, these libraries have seen losses in staff, collection budgets, material budgets, and programming budgets.¹⁷ In Pensacola, the University of West Florida has suffered the greatest loss, with a 29.4% decrease in its budget since 2007. Several of these libraries have reduced the number of hours they are open as a result. At Florida State University in 2007, Strozier Library began opening its doors 24 hours a day, five days a week, then had to cut back a year later due to budget restraints.¹⁸ University of Florida and University of South Florida have been the only libraries that have not experienced budget reductions in the last year.¹⁹

As they try to manage reductions in funding that result in cutting staff, hours, and programs, public libraries are experiencing increases in patronage. Despite reductions in number of hours open, libraries in the Miami-Dade Public Library System have seen an increase in the annual number of users by 2.9 million people between 2006-2007 and 2009-2010.²⁰ In Volusia County, the system's 16 libraries and bookmobile logged almost 3.5 million visits during the 2007-2008 year, an increase of 21% from the year before.²¹ Combine this with a decrease in staff such as the 300 positions cut in Broward County, and libraries and their existing staff are quickly overwhelmed. Potential programs and projects are also cut due to lack of staff.²²

¹⁴ Patty Brant, "Library Budgets Remain Tight," *Caloosa Belle*, May 12, 2011, accessed June 14, 2011, NewsBank online database (Access World News).

¹⁵ Curry, Christopher. (2011). Proposed library budget cuts operational spending by 3.3%. *Gainesville Sun*. Retrieved June 14, 2011, from NewsBank online database (Access World News).

¹⁶ Norman Oder, "Permanent Shift? Library Budgets 2010," *Library Journal* 135 (2010): n.p., accessed June 14, 2011, http://www.libraryjournal.com/lj/communityfunding/849932-268_shift_library_budget_2010.html.csp.

¹⁷ Gloria Colvin, "Budget Cuts Impact Florida's Academic Libraries," *Florida Libraries* 52: 10.

¹⁸ Ibid.

¹⁹ Oder, "Permanent Shift," n.p.

²⁰ Serena Dai, "Budget Cuts Put Libraries in a Bind: While Libraries in South Florida Are Getting Hit by a Sour Economy, the Demand for Services Is Increasing," *The Miami Herald*, April 22, 2011, accessed June 14, 2011, NewsBank online database (Access World News).

²¹ Al Everson, "Everybody's Going to the Library – and the Library Budget is Shrinking," *The West Volusia Beacon*, January 29, 2009, accessed June 14, 2011, NewsBank online database (Access World News).

²² Dai, "Budget Cuts Put Libraries in a Bind"; Robin Benedick, "Patrons Adjust to Budget Cuts at Broward Libraries," *The Miami Herald*, December 15, 2009, accessed June 14, 2011, NewsBank online database (Access World News).

Report Section B – Florida LSTA Program Environmental Scan

Local and state organizations such as Friends of the Library groups for both public and academic libraries, the Florida Library Association (FLA), and the Florida Association for Media in Education continuously advocate for increased funding. FLA has been holding an annual event during each session of the Florida legislature for over 40 years, contracts with a professional lobbyist, and uses an electronic alert system provided by the American Library Association to keep library supporters informed. At the local level, members of library support and advisory groups attend library governing body budget hearings and meetings, contact elected officials, and maintain a strong presence in their communities.

Other factors besides the state's economy and subsequent problems for library funding have impact on Florida's libraries. Natural disasters such as hurricanes, coastal flooding, and wildfires occur frequently in Florida. Public libraries in many counties are heavily involved in assisting in disaster recovery. Public libraries also serve as early-voting and polling sites in the state and must dedicate parking and interior space to these services.

Attachments

Attachment One: Acronyms List

CFR – Code of Federal Regulations

DOS – Florida Department of State

DLIS – Division of Library and Information Services

IMLS – Institute of Museum and Library Services

FEL – Florida Electronic Library

FLA – Florida Library Association

FLNC – Florida Library Network Council

LSTA – Library Services and Technology Act

MLC – Multitype Library Cooperative

OMB – Office of Management and Budget

SLAA – State Library Administrative Agency

Attachments

Attachment Two: Interviewees and Contact Information

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Attachment Three: Bibliography

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2008

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Attachments

Attachment Four: Qualitative Analysis Coding

Topic	Categories of Themes	Subcategory
Modifications to the Plan	WHAT AREA was modified	FEL portion of plan
	WHAT SPECIFICALLY was modified	Some of the goals (not the core services)
	WHO made the modifications	Division
		Florida Library Network Council, which advises the FEL program
	WHY were the modifications made	Already achieved goals
		New technologies
	Effect of PERFORMANCE MEASURES/OUTCOMES on modifications	Outcomes
		Output measures
		Other factors
	Performance measures and management of the Division's LSTA program - OVERALL	Is there ANY effect
No		
SOME effect on POLICY decisions		One of a multiple factors that are considered
		Only affects major policy decisions
		Only affects Division and MLC projects
NO effect on POLICY decisions		
SOME effect on managing the entire LSTA program		Assess quality of or modify services
		Change the LSTA process and funding decisions
CHALLENGES to using performance measures		Inconsistency
		Qualitative data
	One-year nature of the projects	

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Topic	Categories of Themes	Subcategory
		Indicators don't change over time
		Irrelevance of IMLS Annual Report to the Division
Performance measures and management of the Division's LSTA program - SPECIFIC ASPECTS	EXEMPLARY PROJECT status	
	MLC CHANGES	
	SUBSEQUENT YEARS of competitive grants	Funding decisions
		Assistance with applications
	SUBSEQUENT YEARS of Division projects	Funding decisions
		Changes to/development of projects
	Use of something ELSE in subsequent years of Division projects and competitive grants	Relationship to Division mission
		Other indicators of success
Other factors affecting management of the Division's LSTA program	Internal policies or factors	The PLAN
		Anecdotal evidence
		Institutional memory
		Budget issues
		Limitations on travel
		Staff
	External policies or factors	State government/politics
		State laws
		State government process
		Economic issues
		Local issues
		Disaster-related issues
		Other organizations/agencies

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Topic	Categories of Themes	Subcategory
		Public perception
		Current state of the field
Factors helping the Division use outcomes to manage its LSTA program	Division data collection	
	External data collection	
Factors hindering the Division in using outcomes to manage its LSTA program	Unavailable/inaccessible data	
	State government process	
	Lack of outcomes and reliance on outputs	
Factors NOT affecting management of the Division's LSTA program	The PLAN	
	Outcomes	
Other uses of performance measures	Demonstrating impact of libraries	
Fit of LSTA programs in the overall Division environment	Mission	Developing public libraries
		Financial support of LSTA for mission
	Programs	General impact
		Crossover programs
		Florida Electronic Library
	Daily activities	Financial support for staffing
	No fit	
	Staff not sure	
	Fit of LSTA programs with other Division programs	Innovation
		Crossover projects
Financial support		
Effect of external factors	State politics	

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Topic	Categories of Themes	Subcategory
on the Division's LSTA programs	State government process	General
		Purchasing
		Travel
	Federal issues	General
		IMLS
	Local issues	Funding
		Policies and procedures
	Economic issues	Funding cuts
		Increased costs
	Technology issues	
	Disaster-related issues	
	Support for or knowledge about libraries	Lack of understanding about libraries
		Reliance on public support
	Division process	General
		Unclear/unstated priorities
		Not sharing information
Paperwork/communication process		
Next five years of the Division's LSTA programs	Technology-related changes	Modernization
		Electronic resources
		Automating application process
	Loss of funding/services	Service cuts
		Funding cuts
	Uncertain financial future	
	Recommendations to improve the Division's LSTA programs	Better prioritization and articulation of priorities

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Topic	Categories of Themes	Subcategory
		Modify state government processes
	Next five years of LSTA	
Next five years of the Division as a whole	Effects of downsizing/loss of funds	Effects on services
		Effects on staff
		Effects on funding to libraries
	Need to modernize/innovate with technology	Moving to electronic formats
		Resistance to change
	Need to market to/reach the public	Better promotion
		Modify/eliminate library jargon
	Remaining role to support poorest libraries	
	Possible reorganization of the Department of State	
	Fear	Fear of job loss
		Fear of change
	Need to move forward proactively	

Attachments

Attachment Five: Research Instruments

Research instruments used in the study were:

- A. Interview questions
- B. Data collection spreadsheet for LSTA project file review

Interview Questions

A Questions

1. Did Division staff consider previous years' LSTA applications in designing the call for LSTA proposals each year?
 - a. [If YES] What about previous years' applications was a factor in designing the call?
 - b. [If NO] Why not? And what other factors were considered in designing the call?

B Questions

1. How was the *Lead...Develop...Innovate* plan modified since 2007?
 - a. What specifically was modified?
 - b. Why were these modifications made?
 - c. What factors influenced modifications to the plan?
 - i. Were these factors based on previous years' LSTA funded projects?
 1. [If YES] What about the previous years' projects influenced the modifications?
 2. [If NO] Were FEL performance measure/outcomes factors in the modifications?
 - a. Which ones?
 - b. How so?
2. Do performance measures from the LSTA-funded projects have an effect on management of the Division's LSTA program?
 - a. [If YES] What effect?
 - i. Do the performance measures affect policy decisions?
 1. How so?
 2. Are there specific instances you can remember that illustrate this?
 - ii. Do the performance measures affect how the Division manages the entire LSTA program?
 1. How so?
 2. Are there specific instances you can remember that illustrate this?
 - b. If [If NO] What does affect the Division's management of its LSTA program?
 - i. Internal policies or factors?
 1. Which ones?
 2. How do these factors affect the Division's management of its LSTA program?
 3. Are there specific instances you can remember that illustrate this?
3. How much do outcomes and performance measures affect the Division's overall management of its LSTA program?

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- a. Are there any factors that help the Division use outcomes in managing its LSTA program?
 - i. Which ones?
 - ii. Are there specific instances you can remember that illustrate this?
- b. Are there any factors that inhibit the use of outcomes in managing the Division's LSTA program?
 - i. Which ones?
 - ii. How much of an obstacle are these factors?
 - iii. Are there specific instances you can remember that illustrate this?
 - iv. If the Division has overcome any of these obstacles, how was that done?

C Questions

1. Where do LSTA programs fit in the overall Division environment?
 - a. In its mission?
 - b. In its programs?
 - c. In its daily activities?
2. How do LSTA programs work with other Division programs?
 - a. Do LSTA programs complement other Division programs?
 - i. [If YES] How so? Are there specific instances you can remember that illustrate this?
 - ii. [If NO] Why not? How could they work together better?
3. Do external factors affect the Division's LSTA programs?
 - a. Which ones?
 - b. How so?
 - c. Are these effects positive or negative?
4. Where do you see the Division's LSTA programs going in the next five years?
5. Where do you see the Division as a whole going in the next five years?

Data Collection Spreadsheet

A Microsoft® Excel spreadsheet was used for data collection. It listed LSTA projects from fiscal years 2008, 2009 and 2010 in rows and data collection categories in columns. Because there were so many columns the spreadsheet is not copied here in full. Rather, column headings are provided here.

1. Project number
2. Project name
3. Project year
4. Grantee name
5. Award amount
6. Funding request
7. Award minus funding requested difference
8. Project category
9. Project service area
10. Project service population
11. Proposed project activities
12. Completed project activities

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13. Proposed project outcomes
14. Project indicator results (y/n/partial/no indicators/outcome and indicators not related)
15. Activities completed (y/n/partial)
16. Indicators of progress towards outcomes are positive
17. Comments
18. Projected target population
19. Percent project target population served by project
20. Project meets LSTA priority 1a (y/n)
21. Project meets LSTA priority 1b (y/n)
22. Project meets LSTA priority 1c (y/n)
23. Project meets LSTA priority 1d (y/n)
24. Project meets LSTA priority 1e (y/n)
25. Project meets LSTA Priority 2 (y/n)
26. Project meets Florida plan Goal 1 (y/n)
27. Project meets Florida plan goal 1 outcome 1 (y/n)
28. Project meets Florida plan goal 1 outcome 2 (y/n)
29. Project meets Florida plan goal 1 outcome 3 (y/n)
30. Project meets Florida plan goal 1 outcome 4 (y/n)
31. Project meets Florida plan goal 1 outcome 5 (y/n)
32. Project meets Florida plan goal 1 outcome 6 (y/n)
33. Project meets Florida plan goal 1 outcome 7 (y/n)
34. Project meets Florida plan Goal 2 (y/n)
35. Project meets Florida plan goal 2 outcome 1 (y/n)
36. Project meets Florida plan goal 2 outcome 2 (y/n)
37. Comments