

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND; STATE OF  
NEW YORK; STATE OF HAWAI'I; STATE  
OF ARIZONA; STATE OF CALIFORNIA;  
STATE OF COLORADO; STATE OF  
CONNECTICUT; STATE OF DELAWARE;  
STATE OF ILLINOIS; STATE OF MAINE;  
STATE OF MARYLAND;  
COMMONWEALTH OF MASSACHUSETTS;  
PEOPLE OF THE STATE OF MICHIGAN;  
STATE OF MINNESOTA; STATE OF  
NEVADA; STATE OF NEW JERSEY; STATE  
OF NEW MEXICO; STATE OF OREGON;  
STATE OF VERMONT; STATE OF  
WASHINGTON; STATE OF WISCONSIN;

Plaintiffs,

v.

DONALD J. TRUMP, in his official capacity as  
President of the United States; INSTITUTE OF  
MUSEUM AND LIBRARY SERVICES;  
KEITH E. SONDERLING, in his official  
capacity as Acting Director of the Institute of  
Museum and Library Services; MINORITY  
BUSINESS AND DEVELOPMENT AGENCY;  
MADIHA D. LATIF, in her official capacity as  
Deputy Under Secretary of Commerce for  
Minority Business Development; HOWARD  
LUTNICK, in his official capacity as Secretary  
of Commerce; FEDERAL MEDIATION AND  
CONCILIATION SERVICE; GREGORY  
GOLDSTEIN, in his official capacity as Acting  
Director of the Federal Mediation and  
Conciliation Service; OFFICE OF  
MANAGEMENT AND BUDGET; RUSSELL  
T. VOUGHT, in his official capacity as Director  
of the Office of Management and Budget;

Defendants.

Case No.: 1:25-cv-128

**REQUEST FOR EMERGENCY  
TEMPORARY RESTRAINING  
ORDER UNDER FEDERAL RULE  
OF CIVIL PROCEDURE 65(B)**

### **MOTION FOR A TEMPORARY RESTRAINING ORDER**

Pursuant to Federal Rule of Civil Procedure 65, Plaintiff States move for issuance of an order temporarily restraining Defendants from implementing actions in accordance with the President’s March 14, 2025 Executive Order titled “Continuing the Reduction of the Federal Bureaucracy” (“the Closure Order”) as they relate to the Institute of Museum and Library Services (IMLS), the Minority Business Development Agency (MBDA), and the Federal Mediation and Conciliation Service (FMCS) pending the Court’s review of the merits.

The Closure Order directed these agencies to eliminate all programs and components not mandated by statute, and to reduce their statutorily mandated functions and associated staff to the minimum required by law. Exec. Order No. 14,238, “Continuing the Reduction of the Federal Bureaucracy,” § 2(a) (Mar. 14, 2025). The President further directed the Office of Management and Budget to withhold from these agencies any funds beyond the minimum necessary to fulfill their statutory functions. *Id.* § 2(c). The Closure Order gave the agencies just seven days to certify their “full compliance” with this directive. *Id.* § 2(b).

IMLS, MBDA, and FMCS implemented the Closure Order by issuing decisions (“the Closure Decisions”) to dismantle their operations and cease performance of their functions, many of which are mandated by statute. The Closure Decisions are unlawful under the Administrative Procedure Act because they are arbitrary and capricious and contrary to law. 5 U.S.C. § 706. The Closure Order and the Closure Decisions also violate Separation of Powers principles and the Executive’s duties under the Take Care Clause of the Constitution.

The Closure Order and the Closure Decisions are causing Plaintiff States immediate and irreparable harm—by eliminating millions of dollars in funding and terminating programs that benefit the States—every day they remain in effect. The balance of the equities also weighs



overwhelmingly in Plaintiffs' favor. Plaintiff States thus respectfully request this Court schedule a hearing on this matter as soon as practicable and that the Court restrain Defendants from taking steps to shutter IMLS, MBDA, and FMCS as directed by the March 14 Executive Order.

## TABLE OF CONTENTS

INTRODUCTION .....	1
BACKGROUND .....	3
I. The Administration’s Efforts to Dismantle Disfavored Federal Agencies .....	3
II. The Closure Order .....	6
III. The Implementation of the Closure Order at IMLS, MBDA, and FMCS .....	7
A. Institute of Museum and Library Services .....	7
B. Minority Business Development Agency .....	11
C. Federal Mediation and Conciliation Service .....	15
ARGUMENT .....	17
I. PLAINTIFFS ARE LIKELY TO SUCCEED ON THE MERITS. ....	19
A. The Closure Decisions Violate the Administrative Procedure Act. ....	19
1. The Closure Decisions Are Final Agency Actions. ....	19
2. The Closure Decisions Are Arbitrary and Capricious. ....	20
3. The Closure Decisions Are Contrary to Law. ....	23
a. The Closure Decisions Are Inconsistent with the Agencies’ Mandatory Statutory Duties. ....	24
b. The Closure Decisions Violate Each Agency’s Appropriations Statute. ....	27
B. The Closure Order and the Closure Decisions Violate the Separation of Powers. ..	29
C. The Closure Order and the Closure Decisions Violate the Take Care Clause. ....	31
II. PLAINTIFF STATES WILL SUFFER IRREPARABLE HARM IN THE ABSENCE OF INTERIM RELIEF. ....	33
A. Plaintiffs Will Be Irreparably Harmed by the Termination and Delay of IMLS Funding to State Libraries and Museums. ....	33
B. Plaintiffs Will Be Irreparably Harmed by Delays in the Disbursement of MBDA Funds and Delays in the Solicitation and Award of New MBDA Grants. ....	36
C. Plaintiffs Will Be Irreparably Harmed by the Inability to Use FMCS Services to Mediate and Arbitrate Labor Disputes. ....	39
III. THE BALANCE OF EQUITIES AND THE PUBLIC INTEREST FAVOR INTERIM RELIEF. ....	42
CONCLUSION .....	45

## INTRODUCTION

President Trump is leading a campaign to dismantle vast swaths of the federal government. Even where Congress has codified agencies into law, given them a lengthy list of statutory responsibilities, and appropriated them funds to carry out their statutory duties, President Trump has repeatedly ordered their dissolution. That effort began with the U.S. Agency for International Development and the Consumer Financial Protection Bureau. It expanded to the Department of Education and the U.S. Institute of Peace. And it is clear that more is coming soon.

On March 14, 2025, President Trump put seven more agencies in the crosshairs. That day, he issued an executive order (the “Closure Order”) directing the Institute of Museum and Library Services (IMLS), the Minority Business Development Agency (MBDA), the Federal Mediation and Conciliation Service (FMCS), and four other agencies to eliminate every one of their programs and components not mandated by statute, and to reduce their statutorily mandated functions and associated staff to the minimum required by law. Exec. Order No. 14,238, “Continuing the Reduction of the Federal Bureaucracy,” § 2(a) (Mar. 14, 2025). The President further directed the Office of Management and Budget to withhold from these agencies any funds beyond the minimum necessary to fulfill their statutory functions. *Id.* § 2(c). And the Closure Order gave the agencies just seven days to certify their “full compliance” with this directive. *Id.* § 2(b).

For at least three agencies, “full compliance” has meant gutting their operations—statutorily mandated or not. IMLS has placed 85% of its staff on administrative leave, dramatically curtailed its administration of hundreds of grants and grant applications, and terminated statutorily mandated grant awards to several States. MBDA has cut its staff from roughly 40 to just five individuals and effectively ceased new grant solicitations. FMCS has slashed its staff from roughly

200 to 15 or fewer individuals and announced the termination of several of its core programs, including its mediation program for public sector entities.

If permitted to stand, the shredding of these statutorily mandated agencies will inflict immediate and irreparable harms on the Plaintiff States, their citizens, and the public at large. The States rely on IMLS, MBDA, and FMCS to support their public libraries and museums, assist state entities in extending contracting opportunities to disadvantaged individuals, and prevent and resolve public-sector labor disputes involving State entities. The sudden halting of the agencies' work after decades of close cooperation will immediately put at risk hundreds of millions of dollars in grant funding on which the States depend, and undermine library programs, economic opportunity, and the free flow of commerce throughout the country.

No President has authority to unilaterally dismantle federal agencies in this way. Plaintiffs are therefore likely to succeed on the merits of their claims that the Closure Order is unlawful. The sudden demolition of IMLS, MBDA, and FMCS is the epitome of arbitrary and capricious agency action: all three agencies severely curtailed their programs and operations without providing a word of reasoned explanation, considering the States' reliance interests, assessing the available alternatives, or weighing the costs and benefits of ending their critically important work. Further, by stripping these agencies well past the studs, the Administration has flouted Congress's directives. A skeleton crew of a few staffers cannot possibly fulfill the extensive statutory responsibilities Congress has assigned these agencies. And, in their severely diminished form, these agencies cannot expend or disburse anywhere close to the hundreds of millions of dollars funds that Congress appropriated them for this fiscal year. For much the same reasons, the Closure Order and its implementing directives violate the Constitution's separation of powers, which

assigns Congress the power of the purse, and the Take Care Clause, which entrusts the President with the responsibility to faithfully carry out the laws Congress enacted.

If the President believes that the federal government should cease supporting the nation's libraries and museums, expanding economic opportunity to disadvantaged individuals, and resolving labor strife, he is free to advocate that view with Congress and the public. One option that our Constitution does not afford him, however, is to unilaterally destroy the agencies that Congress established to perform those functions. The Defendants' actions implementing the Closure Order should be enjoined, and the Court should restore the agencies that Congress designed.

## **BACKGROUND**

### **I. The Administration's Efforts to Dismantle Disfavored Federal Agencies**

The Closure Order is one of the most recent—and among the most brazen—of a lengthening series of efforts this Administration has undertaken to dissolve federal agencies established by Congress.

The first of those efforts began within hours of the President's inauguration. That day, the President ordered a pause on all funding provided by the U.S. Agency for International Development (USAID). *See* Exec. Order. No. 14,169, "Reevaluating and Realigning United States Foreign Aid." (Jan. 20, 2025). Shortly thereafter, the Administration attempted to fire or put on leave thousands of USAID workers, close the agency's headquarters, and cancel the bulk of its \$40 billion in contracts and grants. Compl. ¶ 43. One court has enjoined these efforts in part, finding a likelihood of success on plaintiffs' claims that the Administration lacked a reasoned basis for categorically suspending the agency's foreign aid programs, and that the Administration violated the separation of powers by refusing to spend the funds that Congress appropriated. *Aids*

*Vaccine Advoc. Coal. v. U.S. Dep’t of State*, --- F. Supp. 3d ---, 2025 WL 752378, at \*10-11, \*14-17 (D.D.C. Mar. 10, 2025).<sup>1</sup>

The Administration next attempted to kneecap the Consumer Financial Protection Bureau (CFPB). On February 10, the Acting Director of the CFPB ordered all employees to stop work and engaged in “a hurried effort to dismantle and disable the agency entirely—firing all probationary and term-limited employees without cause, cutting off funding, terminating contracts, closing all of the offices, and implementing a reduction in force (‘RIF’) that would cover everyone else.” *Nat’l Treasury Emps. Union v. Vought*, --- F. Supp. 3d ---, 2025 WL 942772, at \*1 (D.D.C. Mar. 28, 2025). A district court enjoined those efforts, holding that the Administration’s attempt to shut down an agency created by statute was likely unconstitutional and contrary to law. *Id.* at \*20, \*40.

On February 11, the Administration made clear that its demolition campaign would extend throughout the federal government. That day, the President issued an executive order directing every federal agency to “submit a plan to reduce the size of the Federal Government’s workforce,” and to “promptly undertake preparations to initiate large-scale reductions in force (RIFs).” Exec. Order. No. 14,210, “Implementing the President’s ‘Department of Government Efficiency’ Workforce Optimization Initiative,” § 3(a), (c) (Feb. 11, 2025). He required these RIFs to prioritize the elimination of “[a]ll offices that perform functions not mandated by statute or other law.” *Id.* § 3(c). The Office of Management and Budget and the Office of Personnel Management

---

<sup>1</sup> In a separate suit, the District Court for the District of Maryland held that the Department of Government Efficiency (DOGE) unlawfully directed the closure of USAID and issued a preliminary injunction ordering DOGE officials to reverse the closure. *See Does 1-26 v. Musk*, No. 15-0462, 2025 WL 840574, at \*32 (D. Md. Mar. 18, 2025). The Fourth Circuit stayed the district court’s injunction because it concluded DOGE was likely not a proper defendant. *Does 1-26 v. Musk*, No. 25-1273 (4th Cir. Mar. 28, 2025). Judge Gregory wrote separately to explain that, while he agreed DOGE was likely not a proper defendant, the Administration’s “actions in closing USAID” were “likely unconstitutional.” *Id.* at 16 (Gregory, J., concurring only in the result).

issued a companion memorandum emphasizing that agencies should “focus on the maximum elimination of functions that are not statutorily mandated.”<sup>2</sup>

On February 19, the President targeted four more federal agencies for elimination. In an order entitled “Commencing the Reduction of the Federal Bureaucracy,” Exec. Order. No. 14,217, § 1 (Feb. 19, 2025), he instructed four federal entities, including the U.S. Institute of Peace, to eliminate their “non-statutory components and functions,” and to “reduce the performance of their statutory functions and associated personnel to the minimum presence and function required by law.” *Id.* § 2(a). Since then, the Administration has taken aggressive steps to shut down the Institute of Peace: it has fired all of the voting members of the Institute’s Board, replaced its president, and enlisted the aid of law enforcement to remove the Institute’s staffers from its headquarters. Compl. ¶ 46.

The President has also undertaken aggressive efforts to abolish the Department of Education. On March 11, the Department of Education announced a nearly 50% cut to its workforce. *Id.* ¶ 47. And on March 20, President Trump issued an executive order directing the Secretary to “facilitate the closure of the Department of Education and return authority over education to the States and local communities.” Exec. Order No. 14,242, “Improving Education Outcomes by Empowering Parents, States, and Communities,” § 2(a) (Mar. 20, 2025). The Plaintiff States have filed suit to challenge that closure and the resulting RIF. *See New York v. McMahon*, No. 1:25-cv-10601 (D. Mass.).

---

<sup>2</sup> See Memorandum for Heads of Executive Agencies and Departments, from Russell T. Vought, Director, Office of Management and Budget, and Charles Ezell, Acting Director, Office of Personnel Management, “Guidance on Agency RIF and Reorganization Plans Requested by *Implementing The President’s ‘Department of Government Efficiency’ Workforce Optimization Initiative*,” at 2 (Feb. 26, 2025), <https://www.opm.gov/policy-data-oversight/latest-memos/guidance-on-agency-rif-and-reorganization-plans-requested-by-implementing-the-president-s-department-of-government-efficiency-workforce-optimization-initiative.pdf>.

## II. The Closure Order

On March 14, the President ordered the dismantling of seven more agencies. That day, he issued the Closure Order, formally entitled “Continuing the Reduction of the Federal Bureaucracy.” Exec. Order No. 14,238 (Mar. 14, 2025). In terms nearly identical to the order that led to the forcible takeover of the Institute of Peace, the order directs seven congressionally created agencies, including the Institute of Museum and Library Services, the Minority Business Development Agency, and the Federal Mediation and Conciliation Service,<sup>3</sup> to eliminate their non-statutorily mandated functions “to the maximum extent consistent with applicable law,” and to “reduce the performance of their statutory functions and associated personnel to the minimum presence and function required by law.” *Id.* § 2(a). The Closure Order provides that “[i]n reviewing budget requests submitted by” the entities, “the Director of the Office of Management and Budget . . . shall, to the extent consistent with applicable law and except insofar as necessary to effectuate an expected termination, reject funding requests . . . to the extent they are inconsistent with this order.” *Id.* § 2(c). And it requires the heads of these entities to submit “[w]ithin 7 days . . . a report to the Director of the Office of Management and Budget confirming full compliance with this order and explaining which components or functions of the governmental entity, if any, are statutorily required and to what extent.” *Id.* § 2(b).

Within one day of the President’s signing of the Closure Order, Congress passed, and the President signed, a continuing resolution funding the government through September 30, 2025. *See Full-Year Continuing Appropriations and Extensions Act, 2025, Pub. L. No. 119-4 (2025)*

---

<sup>3</sup> The other agencies, which are not the subject of this lawsuit, are the Community Development Financial Institutions Fund, the United States Interagency Council on Homelessness, the United States Agency for Global Media, and the Woodrow Wilson International Center for Scholars in the Smithsonian Institution.



(“Continuing Appropriations Act”). That statute maintains funding for every agency subject to the Closure Order at the same level as they were funded in fiscal year 2024.

### **III. The Implementation of the Closure Order at IMLS, MBDA, and FMCS**

In the two weeks since it was issued, the Closure Order has already resulted in the devastation of IMLS, MBDA, and FMCS. Each of these agencies was established by Congress, has a detailed list of statutory duties, and was appropriated funds by Congress—often numbering in the hundreds of millions of dollars—as recently as March 15. Nonetheless, each of these agencies has made a final decision (the “Closure Decision”) to implement the Closure Order and to eliminate the vast majority of its programs, operations, and personnel.

#### **A. Institute of Museum and Library Services**

1. The Institute of Museum and Library Services is the primary federal agency responsible for supporting the country’s museums and libraries through grantmaking, research, and policy development.<sup>4</sup> Although funding for IMLS only constitutes 0.0046% of the federal budget, IMLS provides critical resources to libraries and museums across the United States.<sup>5</sup>

Congress established IMLS in the Museum and Library Services Act of 1996. Pub. L. 104-208, 110 Stat. 3009 (1996). It has reauthorized and extended the Institute three times since then—most recently in a law signed by President Trump in 2018. *See* Museum and Library Services Act of 2018, Pub. L. 115-410, 132 Stat. 5412 (2018) (codified at 20 U.S.C. §§ 9101 *et seq.*). The current reauthorization of the Institute extends until September 30, 2025.

By statute, IMLS is required to have both an Office of Museum Services and an Office of Library Services. 20 U.S.C. § 9102. It is required to engage in regular research and data collection

---

<sup>4</sup> Institute of Museum and Library Services, FY 2022–2026 Strategic Plan, at 3, <https://www.imls.gov/sites/default/files/2022-02/imls-strategic-plan-2022-2026.pdf>

<sup>5</sup> American Alliance of Museums, *AAM Statement on the Placing of IMLS Staff on Administrative Leave* (Mar. 31, 2025), <https://www.aam-us.org/2025/03/31/aam-statement-on-the-placing-of-imls-staff-on-administrative-leave/>.

to “extend and improve the Nation’s museum, library, and information services.” *Id.* § 9108. And it is charged with supporting museums and libraries across the States by disbursing and expending appropriated funds and providing other forms of assistance. *Id.* §§ 9121-9165 (libraries), 9171-9176 (museums).

IMLS’s largest funding program—and the largest source of federal funding for library services—is the Grants to States Program. 20 U.S.C. § 9133(a). Under this program, IMLS awards a formula grant directly to State library administrative agencies to advance eight enumerated purposes, including expanding library services and access; improving librarian training, professional development, and recruitment; and targeting library services to diverse communities. *Id.* § 9141(a)(1)-(8). To obtain the funds, States must submit five-year plans. *Id.* § 9134(a). After a plan has been approved, IMLS pays each State the Federal share of the activities in the plan, which is 66%. *Id.* § 9133(b). All 50 States and the District of Columbia receive these grants from the IMLS.<sup>6</sup> Prior to the implementation of the Closure Order, the Grants to States program was administered by four program officers and one supervisor. *See* Blake Doe Decl. ¶ 17, Ex. 40.

IMLS also administers a variety of competitive grant programs for libraries and museums.<sup>7</sup> Its competitive grant programs for libraries include the Native American and Native Hawaiian Library Services Grants, which are awarded to eligible communities to establish, sustain, and improve library services, 20 U.S.C. § 9161; the National Leadership Grants for Libraries Program, which support projects that strengthen, develop, or enhance library services, *id.* § 9162(a)(1)-(5); and the Laura Bush 21st Century Librarian Program grants, which support projects to recruit the next generation of librarians, including librarians from diverse and underrepresented backgrounds,

---

<sup>6</sup> Institute of Museum and Library Services, *Grant Programs*, <https://www.ims.gov/find-funding/funding-opportunities/grant-programs> (last visited Apr. 4, 2025).

<sup>7</sup> *Id.*

*id.* § 9165(a)(1)-(3). Its competitive grant programs for museums include Museums for America grants, which support individual museums' abilities to serve the public through programs, exhibits, professional development, and collections management,<sup>8</sup> and the Native American/Native Hawaiian Museum Service grant, which support Native tribes and organizations that primarily serve and represent Native groups.<sup>9</sup> And IMLS administers grants and programs under the National Museum of the American Latino Act, 20 U.S.C. § 80u(f)(2), and the National Museum of African American History and Culture Act, *id.* § 80r-5(b).

IMLS also runs several other programs to support libraries and museums. IMLS's Office of Research and Evaluation conducts ongoing research and collects and disseminates data annually to the public to improve the nation's museum, library, and information services. Compl. ¶ 79. In 2014, IMLS launched Museums for All, a national access initiative under which visitors who receive Supplemental Nutrition Assistance Program benefits are eligible for deeply discounted or free admission to more than 1,400 museums throughout the United States.<sup>10</sup> In 2024, IMLS launched InformationLiteracy.gov, a website designed for museum and library professionals and community-based organizations to provide resources and training on a variety of information literacy subject areas.

As of March 14—the day President Trump issued the Closure Order—IMLS had a staff of approximately 77. In the 2025 continuing resolution, Congress appropriated IMLS \$294.8 million for Fiscal Year 2025. *See Full-Year Continuing Appropriations and Extensions Act,*

---

<sup>8</sup> Institute of Museum and Library Services, *Museums for America*, <https://www.imls.gov/find-funding/funding-opportunities/grant-programs/museums-for-america> (last visited Apr. 4, 2025).

<sup>9</sup> Institute of Museum and Library Services, *Native American/Native Hawaiian Museum Services*, <https://www.imls.gov/find-funding/funding-opportunities/grant-programs/native-american-native-hawaiian-museum-services> (last visited Apr. 4, 2025).

<sup>10</sup> Museums for All, *About*, <https://museums4all.org/about/> (last visited Apr. 4, 2025).

2025, Pub. L. No. 119-4, § 1101(a)(5); Further Consolidated Appropriations Act, 2024, Pub. L. No. 118-47 div. D (2024).

2. Shortly after issuance of the Closure Order, IMLS leadership held an agency-wide town hall in which agency leadership notified employees that they anticipated IMLS might be stripped “down to the studs.” Blake Doe Decl. ¶ 6, Ex. 40. Agency leadership told employees to assume that they would soon be dismissed, and that a RIF plan would be implemented soon thereafter. *Id.*

The expected closure occurred on March 31. That day, the agency’s Director of Human Resources informed staff that the entirety of IMLS would be placed on leave and that all grants would be terminated, with the potential exception of the Grants to States Program. *Id.* ¶ 11. (That “potential” exception quickly turned out to be not much of one. *See infra* p. 14.) The Director of Human Resources also advised that all but a handful of staff members should expect a RIF within 30 days or less. *Id.* The same day, IMLS sent an email to state librarians informing them that “IMLS received word that all staff are going to be placed on administrative leave,” and that staff accordingly would “not be able to work or respond to your emails.” Compl. Ex. B (IMLS Email).

On April 1, IMLS recalled 12 staff members from administrative leave. Blake Doe Decl. ¶ 15, Ex. 40. This skeleton crew is not capable of processing new grant applications or servicing existing grants. *Id.* ¶ 16. Prior to March 31, 35 employees administered the agency’s grant programs, of whom five were specifically responsible for administering the Grants to States Program. *Id.* ¶ 17. As of April 1, only four employees with experience administering grants are not on administrative leave, of whom only one administered the Grants to States Program. *Id.* ¶ 20. In addition, because none of the twelve employees works in IMLS’s Office of Research and Evaluation, it appears that this office effectively no longer exists. *Id.* ¶ 22.

On April 2, the Administration’s assault on this agency’s work continued. That day, Washington’s State Librarian received notification from the Acting Director of IMLS, Keith Sonderling, that the State’s \$3,948,629 “Grants to States” award had been terminated effective April 1, because it was “inconsistent with IMLS’ priorities” and because the cancellation was “mandate[d]” by the President’s Executive Order. Jones Decl. ¶¶ 10-12, Ex. 34. The State Libraries of California and Connecticut received similar notices on April 2 informing them that California’s \$15.7 million and Connecticut’s \$2.1 million “Grants to States” awards were terminated. Lucas Decl. ¶ 17, Ex. 3; Schander Decl. ¶¶ 16, 31-33, Ex. 4. At the time of cancellation, nearly \$3.4 million remained under California’s award, and \$984,000 under Connecticut’s award, that had not yet been disbursed. Lucas Decl. ¶ 18, Ex. 3; Schander Decl. ¶ 22, Ex. 4.

On April 3, 2025, the President began dismantling the Board of the IMLS. For example, Annie Norman, the State Librarian of Delaware, received an email from the Deputy Director of Presidential Personnel terminating her Board membership, notwithstanding the fact that she had been reappointed to a new five-year term in December 2024. *See* Norman Decl. ¶ 3, Ex. 5.

## **B. Minority Business Development Agency**

1. The Minority Business Development Agency is an agency within the Department of Commerce whose purpose is “to promote the growth, global competitiveness, and the inclusion of minority-owned businesses through data, research, evaluation, partnership programs, and federal financial assistance programs.”<sup>11</sup> Initially created in 1969 by Executive Order 11,458 (Mar. 7,

---

<sup>11</sup> U.S. Dep’t of Commerce, MBDA, *Fiscal Year 2025 Congressional Justification* 16 (2024), <https://www.commerce.gov/sites/default/files/2024-03/MBDA-FY2025-Congressional-Budget-Submission.pdf>.

1969), the MBDA was authorized by statute in 2021.<sup>12</sup> *See* Minority Business Development Act of 2021, Infrastructure Investment and Jobs Act, Pub. L. 117-58, div. K (2021) (MBD Act), *codified at* 15 U.S.C. § 9501 et seq. By law, the Under Secretary of Commerce for Minority Business Development heads the MBDA. 15 U.S.C. § 9502(b)(1).

MBDA’s principal statutory responsibility is to provide financial support to MBDA Business Centers—public-private partnerships that help minority business enterprises access capital and contracting opportunities, provide counseling and technical assistance to minority business enterprises, and otherwise facilitate the growth of such enterprises. 15 U.S.C. §§ 9522, 9523(a)(1)-(3); *see id.* § 9524(a)(1)(A). The MBDA Office of Business Centers is administered by a Director, *id.* § 9502(d)(2), and is required to have “a regional office . . . for each of the regions of the United States,” *id.* § 9502(e)(2)(A).

As of 2024, MBDA funded 41 MBDA Business Centers in 34 states and territories.<sup>13</sup> MBDA Business Centers are essentially business consultancies that support the growth of Minority Business Enterprises (“MBEs”) by offering analytics, networking opportunities, and trainings. Many business centers are operated by state governments or their instrumentalities, including New Mexico, Connecticut, Hawai‘i, and Maryland. *See* Compl. ¶ 82.

MBDA also funds a number of specialty centers. As of 2024, it funded 21 MBDA Rural Business Centers, which focus on assisting minority business enterprises in rural areas; four MBDA Advanced Manufacturing Centers, which aim to help manufacturers or domestic products; four MBDA Export Centers, which are dedicated to expanding access to global markets; and a

---

<sup>12</sup> *See* Cong. Rsch. Serv., R46816, *The Minority Business Development Agency: An Overview of Its History and Programs* 5 (2024), <https://www.congress.gov/crs-product/R46816>.

<sup>13</sup> U.S. Dep’t of Commerce, MBDA, *Fiscal Year 2025 Congressional Justification* 18–19 (2024), <https://www.commerce.gov/sites/default/files/2024-03/MBDA-FY2025-Congressional-Budget-Submission.pdf>.

Federal Procurement Center, which is designed to increase federal procurement and acquisition opportunities for minority business enterprises.<sup>14</sup>

The MBD Act also authorizes the Under Secretary to establish several other programs. She “shall, whenever the Under Secretary determines such action is necessary or appropriate,” (1) provide financial assistance directly or indirectly to minority business enterprises, (2) establish programs to encourage minority business enterprises to establish joint ventures and projects, and (3) engage in joint efforts with private and public sector entities to advance the growth of minority business enterprises. 15 U.S.C. §§ 9511(1)-(3), 9523(a)(1)-(3). Using this authority, MBDA has established several projects and programs to assist minority business enterprises. In 2024, these projects supported entrepreneurship education for formerly incarcerated persons, programs at minority colleges and universities, and American Indian, Alaska Native, and Native Hawaiian MBEs.<sup>15</sup>

In addition to providing financial assistance, MBDA is also required to collect and analyze data relating to minority business enterprises, 15 U.S.C. § 9513(a)(1)(A), to conduct economic research, studies, and surveys, *id.* § 9513(a)(1)(B)(i), and to provide outreach, educational services, and technical assistance in at least five languages, *id.* § 9513(a)(1)(C). In Fiscal Year 2023, the MBDA reported that its projects and programs served more than 2,000 MBE clients, produced more than \$5.4 billion in economic benefit to MBEs, and contributed to MBEs creating nearly 19,000 jobs.<sup>16</sup>

President Trump has repeatedly attempted to eliminate or gut MBDA. During President Trump’s first term, he proposed to eliminate MBDA and requested a \$6 million budget “to be used

---

<sup>14</sup> U.S. Dep’t of Commerce, MBDA, *Fiscal Year 2025 Congressional Justification* 16–19 (2024), <https://www.commerce.gov/sites/default/files/2024-03/MBDA-FY2025-Congressional-Budget-Submission.pdf>.

<sup>15</sup> *Id.* at 20–21.

<sup>16</sup> *Id.* at 8, 57, 59.

to close out the agency” in fiscal year 2018.<sup>17</sup> The Trump Administration’s Fiscal Year 2019, 2020, and 2021 budget requests all proposed to reduce MBDA’s budget to approximately \$10 million. Congress declined these requests and appropriated \$39 million, \$40 million, \$52 million, and \$70 million, respectively, in each of these years.<sup>18</sup>

For Fiscal Year 2025, the Continuing Appropriations Act reappropriated \$68,250,000 to MBDA. *See* Continuing Appropriations Act § 1101(a)(2); Further Consolidated Appropriations Act, 2024, Pub. L. No. 118-47, div. C, 138 Stat. 25, 123 (2024). As of March 14, MBDA employed approximately 49 full-time personnel.<sup>19</sup>

2. Shortly after issuance of the Closure Order, MBDA placed all but five of its employees on paid administrative leave. Alex Doe Decl. ¶ 5, Ex. 41. The remaining employees are the Deputy Under Secretary of Commerce for Minority Business Development, the Chief Operating Officer, the Chief of the Office of Legislative, Education, and Intergovernmental Affairs, a senior advisor, and a budget analyst. *Id.* MBDA subsequently announced that it was initiating a RIF, which will likely result in the termination of all but three employees currently on administrative leave. *See* Compl. Ex. C (MBDA Union Notice).

The remaining five employees working at the MBDA are not capable of carrying out the MBDA’s statutorily mandated functions, administering its existing programs, or spending its appropriated funds. Alex Doe Decl. ¶ 7, Ex. 41. This skeletal staff is not sufficient to adequately monitor the existing portfolio of more than 100 grants or issue new grant awards in a timely manner. *Id.* ¶¶ 9-10, 11. Furthermore, all of the agency’s existing grants will expire on June 30 or August 30, and the agency has not yet posted any new grants solicitations. *Id.* ¶ 11. The

---

<sup>17</sup> *See* Cong. Rsch. Serv., R46816, *The Minority Business Development Agency: An Overview of Its History and Programs* 31 (2024), <https://www.congress.gov/crs-product/R46816>.

<sup>18</sup> *Id.* at 31, 33.

<sup>19</sup> *Fiscal Year 2025 Congressional Justification* at 46.



remaining staff of five employees cannot feasibly award new grants before many of the existing grants terminate, or in time to expend all of the remaining funds appropriated to the agency for fiscal year 2025. *Id.* ¶ 11. And the many state grantees who have obligated funds under these grants are at serious risk of being reimbursed belatedly or not at all. *See infra* pp. 38-40.

MBDA has also taken other steps to effectively close the agency. It has allowed the contract that enables it to manage information for existing grantees to expire. Alex Doe Decl. ¶ 13, Ex. 41. It has terminated a number of agency programs and activities, including its Minority Business Center Advisory Council. *Id.* And it has placed on leave all staff responsible for its informational clearinghouse—a statutorily mandated activity to collect and share data on minority business enterprises. *Id.*

### **C. Federal Mediation and Conciliation Service**

1. The Federal Mediation and Conciliation Service is the federal agency responsible for “assisting parties to labor disputes in industries affecting commerce to settle such disputes through conciliation and mediation.”<sup>20</sup> 29 U.S.C. § 173(a). Congress established FMCS in the Taft-Hartley Act of 1947. *See* Labor Management Relations Act, 1947, Pub. L. No. 80-101, § 202.

By statute, FMCS is required to perform several functions related to the resolution of labor disputes. It provides labor mediation and conciliation services “to assist parties to labor disputes affecting commerce to settle such disputes.” 29 U.S.C. § 173(a)-(c). It conducts grievance mediations “as a last resort in exceptional cases” to resolve grievance disputes arising out of the application or interpretation of an existing collective-bargaining agreement.” 29 U.S.C. § 173(d). And it “encourage[s] and support[s] the establishment of joint labor management activities.” 29 U.S.C. § 173(e).

---

<sup>20</sup> FMCS, “Fast Facts about the Agency” (updated Jan. 2024), <https://www.fmcs.gov/wp-content/uploads/2024/02/FMCS-Fast-Facts-FY23-update-Jan-2024.pdf>.

FMCS also provides a variety of other services to promote the peaceful resolution of labor disputes. It appoints arbitration panels and arbitrators; conducts skills development and conflict resolution training; and verifies signed union authorization cards when employers agree to use that method to recognize a union. Compl. ¶ 121. Upon information and belief, FMCS generally provides its mediation services and its educational and training services at no cost to the recipients, and it provides its arbitration panels and arbitrators to the parties at a below-market cost.<sup>21</sup> *Id.*

FMCS is headquartered in the District of Columbia and has nine field offices and dozens of home offices located throughout the nation. In fiscal year 2024, FMCS mediated 2,318 collective-bargaining negotiations, 1,362 high-impact grievance mediations, and 792 alternative-dispute resolution cases; conducted 1,477 single or multi-day training and intervention panels; provided 10,004 arbitration panels; and appointed 4,350 arbitrators.<sup>22</sup> States regularly rely on FMCS's services: many State laws require FMCS to mediate public-sector dispute; dozens of States have collective bargaining agreements that call for FMCS to mediate or arbitrate disputes; and States often select FMCS as a mediator because it is a neutral, experienced third party that provides its services at minimal or no cost. *See infra* pp. 41-42.

Congress appropriated FMCS \$53,705,000 for Fiscal Year 2025. *See* Continuing Appropriations Act § 1101(a)(5); Further Consolidated Appropriations Act, 2024, Pub. L. No. 118-47, div. B, 138 Stat. 460, 697 (2024). Prior to March 14, FMCS had approximately 200 employees. *See* Burgess Decl. ¶ 4, Ex. 42.<sup>23</sup>

2. FMCS has gutted its staff and severely curtailed its operations in response to the Closure Order. On March 18, 2025, FMCS sent a memorandum to its staff announcing a list of

---

<sup>21</sup> Federal Mediation & Conciliation Service, *FAQs*, <https://www.fmcs.gov/resources/faqs/#cbm-faqs>.

<sup>22</sup> FMCS, *Role & Function of the Federal Mediation & Conciliation Service* (Jan. 14, 2025), <https://www.fmcs.gov/wp-content/uploads/2025/03/Role-Function-of-the-FMCS-FY24-Update-Jan-14-2025.pdf>.

<sup>23</sup> *Id.*

“Operational Adjustments” that were “Effective Immediately.” *See* Compl. Ex. D (FMCS Memo). In particular, the memorandum announced that the agency would conclude “all Public Sector work” as of April 18, 2025. *Id.* Further, the memorandum provided that no new grievance mediation cases would be accepted, and that “[a]s of March 14 all [grievance mediation] cases should be complete.” *Id.* It also provided that no new in-person Education, Advocacy and Outreach meeting should be scheduled; that no new card checks would be accepted; and that as of March 14, 2025, all card checks cases should be complete. *Id.* As a result of this memorandum, FMCS has ceased all work assisting in mediating disputes in the public sector. Thornton Decl. ¶ 15, Ex. 39.

On March 26, 2026, FMCS informed its staff that nearly all employees would be placed on administrative leave, effective the following day.<sup>24</sup> Only approximately 10-15 employees, all located in the agency’s DC headquarters, were permitted to continue working. *See* Vaile Decl. ¶ 17, Ex. 26. Because the agency has only a “skeleton crew,” “[n]early all of services [FMCS had] provided—mediation for collective bargaining, grievances, employment disputes, EEOC complaints, and trainings with both unions and management to promote labor peace—are no longer going to be provided.”<sup>25</sup> Some unions have been told that FMCS “is basically being shut down.” Thornton Decl. ¶ 19, Ex. 39. The agency has initiated a RIF to terminate all but 15 of the employees remaining at the agency. *See* Burgess Decl. ¶ 7, Ex. 42.

## ARGUMENT

Section 705 of the APA provides that a “reviewing court” may issue equitable relief “to postpone the effective date of an agency action or to preserve status or rights pending conclusion

---

<sup>24</sup> *See* Fed. News Network, *Federal labor mediation agency cuts staff down to ‘skeleton crew’* (Mar. 26, 2025), <https://federalnewsnetwork.com/workforce/2025/03/federal-labor-mediation-agency-cuts-staff-down-to-skeleton-crew/>

<sup>25</sup> *Id.*

of the review proceedings.” 5 U.S.C. § 705. The court may also issue a temporary restraining order to preserve the status quo pending review. *See New York v. Trump*, --- F. Supp. 3d ---, 2025 WL 357368, at \*1 (D.R.I. Jan. 31, 2025). The factors governing both forms of interim relief are the same: (1) likelihood of success on the merits, (2) potential for irreparable injury; (3) balance of the relevant equities; and (4) the effect on the public interest. *Id.*; *see Voice of the Arab World, Inc. v. MDTV Med. News Now, Inc.*, 645 F.3d 26, 32 (1st Cir. 2011) (citing *Winter v. Nat. Res. Def. Council, Inc.*, 555 U.S. 7, 20 (2008)); *Mass. Fair Hous. Ctr. v. U.S. Dep’t of Hous. & Urb. Dev.*, 496 F. Supp. 3d 600, 609 (D. Mass. 2020).

All of these factors weigh heavily in Plaintiffs’ favor. Plaintiffs are likely to succeed on the merits because each agency’s Closure Decision is textbook arbitrary and capricious agency action; because the Closure Decisions contravene each agency’s statutory obligations and flout their governing appropriations; and because the Closure Order and the Closure Decisions violate the separation of powers and the Take Care Clause. The dissolution of these agencies also inflicts immediate, irreparable harm on the Plaintiff States. IMLS has already begun terminating or delaying the payment of funds that States need to operate their libraries and museums; MBDA has proven itself incapable of timely disbursing existing grant awards or soliciting new ones; and States were actively relying on FMCS mediation services the time the Closure Decision was issued. Furthermore, the public interest in preserving federal support for libraries and museums, disadvantaged business enterprises, and peaceful resolution of labor disputes outweighs the Administration’s interest in continuing its lawless campaign to shutter agencies established by Congress.

## **I. PLAINTIFFS ARE LIKELY TO SUCCEED ON THE MERITS.**

### **A. The Closure Decisions Violate the Administrative Procedure Act.**

#### *1. The Closure Decisions Are Final Agency Actions.*

The Closure Decisions are “final agency actions” subject to review under the Administrative Procedure Act (APA). 5 U.S.C. § 704. The APA’s definition of “agency action” “cover[s] comprehensively every manner in which an agency may exercise its power.” *Whitman v. Am. Trucking Ass’n*, 531 U.S. 457, 478 (2001); *see* 5 U.S.C. § 551(13). And an action is “final” if it (1) concludes an agency’s decision-making process and (2) determines rights or obligations or imposes legal consequences. *Bennett v. Spear*, 520 U.S. 154, 177-178 (1997).

The Closure Decisions mark the conclusion of each agency’s process of deciding how to comply with the Closure Order and curtail its operations. Each of the seven agencies listed in the Closure Order was required to certify that it was in “full compliance” with the Closure Order as of March 21. Closure Order § 2(b). And IMLS, MBDA, and FMCS have each carried out that directive by dramatically cutting their programs and staff. IMLS has slashed its staff by 85%, informed grant recipients that its employees would no longer be able to “work or respond to emails,” left in place a skeleton crew unable to monitor existing grants or handle new grant applications, and terminated multiple existing grants. Blake Doe Decl. ¶ 13, Ex. 40; Compl. Ex. B (IMLS Email). MBDA has cut its staff from approximately 40 to 5, discontinued new grant solicitations, emptied the office responsible for its information clearinghouse, and “effectively closed the agency.” Alex Doe Decl. ¶ 14, Ex. 41. And FMCS has cut its staff from approximately 200 to 15 and announced that it is halting several of its core programs, including public sector cases, grievance mediations, and education, advocacy, and outreach. Compl. Ex. D (FMCS Memo); Burgess Decl. ¶¶ 4, 7, Ex. 42.

These decisions will plainly determine “rights and obligations” and have “legal consequences.” *Bennett*, 520 U.S. at 178. IMLS and MBDA have halted grant solicitation and gutted offices that are necessary for the agencies to award hundreds of millions of dollars in funding to States and private entities. *See* Alex Doe Decl. ¶13, Ex. 41; Blake Doe Decl. ¶ 21, Ex. 40. FMCS has flatly stated that it will cease providing entire classes of services to States and the public. Compl. Ex. D (FMCS Memo). Each agency has also placed most of its workforce on administrative leave—immediately depriving them of access to email and locking them out of their offices—and initiated large-scale reductions in force. *See* Alex Doe Decl. ¶¶ 5, 6, 13, Ex. 41; Blake Doe Decl. ¶ 12, Ex. 40; Compl. Ex. C (MBDA Union Notice); Burgess Decl. ¶¶ 4-7, Ex. 42. By terminating large portions of what these agencies do, these decisions will have legal consequences for program beneficiaries, employees, and the public at large. They are therefore final and subject to review under the APA. *See Biden v. Texas*, 597 U.S. 785, 807 (2022) (holding that “attempt[] to terminate” programming constituted “final agency action”); *Widakuswara v. Lake*, No. 25-CV-2390 (JPO), 2025 WL 945867, at \*4-5 (S.D.N.Y. Mar. 28, 2025) (holding that the U.S. Agency for Global Media’s implementation of the Closure Order constituted final agency action).

## 2. *The Closure Decisions Are Arbitrary and Capricious.*

The APA requires agencies to engage in “reasoned decisionmaking,” *Michigan v. EPA*, 576 U.S. 743, 750 (2015) and directs that agency actions be “set aside” if they are “arbitrary” or “capricious,” 5 U.S.C. § 706(2)(A). To satisfy this standard, an agency must “articulate a satisfactory explanation for its action including a ‘rational connection between the facts found and the choice made.’” *Motor Vehicle Mfrs. Ass’n of U.S. v. State Farm Mut. Auto. Ins. Co.*, 463 U.S. 29, 43 (1983) (quoting *Burlington Truck Lines v. United States*, 371 U.S. 156, 168 (1962)). When

an agency “rescinds a prior policy,” the agency must, at minimum, “consider the ‘alternatives’ that are within the ambit of the existing policy,” “assess whether there were reliance interests,” and “weigh any such interests against competing policy concerns.” *Dep’t of Homeland Sec. v. Regents of the Univ. of Cal.*, 591 U.S. 1, 30, 33 (2020); *see Food & Drug Admin. v. Wages & White Lion Invs., L.L.C.*, --- S.Ct. ---, 2025 WL 978101, at \*13 (U.S. Apr. 2, 2025) (describing the “change-in-position doctrine”). A court “may uphold agency action only on the grounds that the agency invoked when it took the action.” *Michigan*, 576 U.S. at 758 (citing *SEC v. Chenery Corp.*, 318 U.S. 80, 87 (1943)).

All three agencies flunk this standard at the threshold. IMLS, MBDA, and FMCS have terminated vast swathes of their existing programs and operations—they have shut down core functions, *see* Compl. Ex. D (FMCS Memo), eliminated established components, *see* Alex Doe Decl. ¶ 13, Ex. 41, ended significant funding opportunities, *see* Blake Doe Decl. ¶ 16, Ex. 40, and reduced their staffs to caretaker crews incapable of carrying out basic agency functions. Yet the agencies have not attempted to offer *any* reasoned explanation for these consequential decisions. For example, in its memorandum informing employees that they would be placed on administrative leave, IMLS simply stated that this action was being “taken to facilitate the work and operations of the agency.” *See* Compl. Ex. A (IMLS HR Letter). Similarly, in its memorandum terminating core agency programs, FMCS did nothing more than cite the Closure Order’s directive to “perform only statutorily mandated functions.” Compl. Ex. D (FMCS Memo). And MBDA has yet to publicly acknowledge, let alone explain, the gutting of its staff and programs. The APA requires an agency to “explain ‘why it chose to do what it did,’” and these sorts of “conclusory statements”—or, in MBDA’s case, no statement at all— “will not do.” *Amerijet Int’l, Inc. v. Pistole*, 753 F.3d 1343, 1350 (D.C. Cir. 2014) (citations omitted).

Moreover, there was much for the agencies to consider before shuttering their offices and programs. Prior to selecting this course of action, the agencies should have assessed the degree to which program beneficiaries—libraries, museums, business centers, contractors, labor unions, States and local governments, to name just a few—relied on the services and funding these agencies provided and would be detrimentally affected by the sudden elimination of so many of the agencies’ programs and personnel. *Regents*, 591 U.S. at 33. The agencies should have assessed the available alternatives to complete termination of these programs: phasing programs out gradually, for instance, or consolidating components to achieve efficiencies. *Id.* at 30. In addition, they should have weighed the purported benefits of elimination against the many apparent costs, such as the impairment of the agencies’ ability to facilitate the mediation of labor disputes, support minority business enterprises, or enhance the programming provided by the nation’s libraries and museums. *See Michigan*, 576 U.S. at 753 (“reasonable regulation ordinarily requires paying attention to the advantages *and* the disadvantages of agency decisions”). The agencies considered none of these things, however. And “[t]he reviewing court . . . ‘may not supply a reasoned basis for the agency’s action that the agency itself has not given.’” *State Farm*, 463 U.S. at 43 (quoting *SEC v. Chenery Corp.*, 332 U.S. 194, 196 (1947)).

Indeed, it is not surprising that the Closure Decisions lacked any reasoned explanation. The Closure Order on its face directed the agencies to engage in arbitrary and capricious action: it instructed IMLS, MBDA, FMCS, and four other agencies that their “non-statutory components and functions . . . *shall* be eliminated” and that the agencies “*shall* reduce the performance of their statutory functions and associated personnel to the minimum presence and function required by law,” for no reason other than that “the President has determined [they] are unnecessary”—that is, for no reason at all. Closure Order § 2(a) (emphases added). It then required them to certify “full



compliance” with these directives within *one week*. *Id.* § 2(b). These directives left no room for the agencies to engage in reasoned analysis, assess alternatives, consider reliance, or do anything but eliminate their discretionary programs and gut their remaining operations. The agencies understood the President’s directive as just such a result-oriented command. *See* Compl. Ex. A (FMCS Memo) (stating that, pursuant to the Closure Order, “we are required to perform only statutorily mandated functions”); Lucas Decl. ¶ 19, Ex. 3 (terminating grants on the ground that the Closure Order “mandates that the IMLS eliminate all non-statutorily required activities and functions”). But—needless to say—the President does not have the power to order agencies to disregard the APA. *See In re United Mineworkers of Am. Int’l Union*, 190 F.3d 545, 551 (D.C. Cir. 1999) (“the President is without authority to set aside congressional legislation by executive order”).

*Regents* provides a helpful point of comparison. In that case, the Supreme Court held that the Department of Homeland Security violated the APA when it terminated a single discretionary program—Deferred Action for Childhood Arrivals (DACA)—without considering alternatives to total rescission or taking into account the legitimate reliance interests of DACA recipients, States, and other entities. *Regents*, 591 U.S. at 20-33. In this case, the President has ordered *seven* agencies to eliminate *all* of their discretionary programs—and to gut their statutory programs, as well—in a matter of days. Three agencies have complied with that command without offering a word of reasoned explanation. The APA violation is inescapable, and the Closure Decisions are unlawful on that basis alone.

### 3. *The Closure Decisions are Contrary to Law.*

The Closure Decisions are also inconsistent with the statutory requirements and appropriations laws that each agency is obligated to follow. *See* 5 U.S.C. § 706(1), (2)(A)

(directing courts to “compel agency action unlawfully withheld” and “set aside agency action . . . not in accordance with law”). IMLS, MBDA, and FMCS were all created by statute and vested with a lengthy list of statutory responsibilities. The same day that the President signed the Closure Order, Congress passed—and the President subsequently signed—a law appropriating each agency tens of millions of dollars to continue operating through the end of the Fiscal Year 2025. The Closure Decisions violate these congressional enactments in two respects: first, they disable the agencies from carrying out many of their statutory responsibilities; and, second, they render the agencies unable to spend the funds Congress appropriated.

a. The Closure Decisions are Inconsistent with the Agencies’ Mandatory Statutory Duties.

It is well-settled that federal agencies are “creatures of statute,” *Nat’l Fed. of Indep. Bus. v. Dep’t of Labor, Occupational Safety and Health Admin.*, 595 U.S. 109, 117 (2022), and that they “may not ignore statutory mandates or prohibitions merely because of policy disagreement with Congress,” *In re Aiken Cnty.*, 725 F.3d 255, 260 (D.C. Cir. 2013) (Kavanaugh, J.); see *City of Providence v. Barr*, 954 F.3d 23, 31 (1st Cir. 2020) (“When an executive agency administers a federal statute, the agency’s power to act is ‘authoritatively prescribed by Congress.’” (quoting *City of Arlington v. FCC*, 569 U.S. 290, 297 (2013))). The Closure Decisions flout this basic principle by disabling IMLS, MBDA, and FMCS from fulfilling a long litany of statutory duties that Congress assigned them.

IMLS, for example, is responsible for administering the Grants to States Program—work that, by statute, includes evaluating 59 State and territorial plans each year, 20 U.S.C. § 9134(e)(1), “immediately notify[ing]” jurisdictions of noncompliant plans, *id.* § 9134(e)(3)(A), providing jurisdictions “technical assistance” to help bring them into compliance, *id.* § 9134(e)(3)(C), distributing funding in accordance with the plan, *id.* § 9133(a), and monitoring states to ensure

they are making appropriate expenditures (and taking appropriate corrective measures if they are not), *id.* § 9133(c). Congress also required IMLS to administer a series of competitive grant programs each year, including the Native American and Native Hawaiian Library Services Grant Program, 20 U.S.C. § 9161, the National Leadership Grants for Libraries Program, *id.* § 9162(a)(1)-(5); and the Laura Bush 21st Century Librarian Program, *id.* § 9165(a)(1)-(3). Congress also made the agency responsible for administering grants and programs relating to the National Museum of the American Latino, *id.* § 80u(f)(2), and the National Museum of African American History and Culture, *id.* § 80r-5(b). And, among still other responsibilities, Congress instructed IMLS to engage in regular research and data collection to “extend and improve the Nation’s museum, library, and information services.” *Id.* § 9108.

IMLS ordinarily carries out these responsibilities with a staff of 77, approximately 35 of whom are assigned to administer its grants programs. Blake Doe Decl. ¶¶ 17, Ex. 40. It is not possible for the agency to fulfill all of this work with a barebones crew of twelve. *Id.* ¶ 21. At any given time, there are hundreds of grants at some point in the award lifecycle. *Id.* ¶ 18. Twelve individuals, most of whom are not experienced with grants administration, cannot fulfill the agency’s statutory obligation to review applications, assist applicants, issue awards, monitor the use of funding, and take corrective action as to all of those grants. *Id.* ¶ 21. And IMLS has made clear that they will not: it has told employees that it will terminate existing grants and stop awarding new ones, *id.* ¶ 11; it has told state agencies that its employees will no longer communicate with them, Compl. Ex. B (IMLS Email); and it has already terminated mandatory statutory grants to three States, *see* Jones Decl. ¶¶ 10-12, Ex. 34; Lucas Decl. ¶ 17, Ex. 3; Schander Decl. ¶¶ 16, 31-33, Ex. 4. Furthermore, because the agency has emptied its Office of Research

and Evaluation, it will be impossible for the agency to engage in the regular research and data collection the statute requires. *See* 20 U.S.C. § 9108.

MBDA's position is similar. Congress has instructed that the agency "shall" provide financial awards and technical assistance to MBDA business centers, 15 U.S.C. § 9523(a)(3), and laid out criteria the agency must use in awarding funds, *id.* § 9524. It required MBDA to establish a "regional office for each of the regions of the United States," *id.* § 9502(e)(2)(A), and listed the "Duties" of each of those offices, which include outreach, cooperation, and information-gathering, *id.* § 9502(e)(2)(B). Further, Congress required MBDA to collect and analyze data relating to minority business enterprises, 15 U.S.C. § 9513(1)(A), to conduct economic research, studies, and surveys, *id.* § 9513(1)(B)(i), and to provide outreach, educational services, and technical assistance in at least five languages, *id.* § 9513(1)(C).

MBDA cannot perform these duties with a staff of five individuals. Alex Doe Decl. ¶¶ 7, 9 -11, Ex. 41. This tiny staff—approximately 7% of the workforce for which the agency is budgeted—is incapable of monitoring existing grants for compliance or awarding new grants in a timely manner. *Id.* ¶¶ 4, 10-12. In addition, MBDA has simply stopped performing several of its statutory duties: it has ceased putting out new grant solicitations, performing statutorily mandated data-collection, or engaging in required communications with MBDA centers. *Id.* ¶ 13; Lundy Decl. ¶ 17, Ex. 12. And its five employees, by operation of simple arithmetic, cannot staff a "regional office for each of the regions of the country." 15 U.S.C. § 9502(e)(2)(A).

FMCS has likewise abandoned its statutory responsibilities. Congress "directed" FMCS to "make its conciliation and mediation services available in the settlement of . . . grievance disputes" arising out of the application or interpretation of an existing collective-bargaining agreement. 29 U.S.C. § 173(d). And Congress made it "the duty of the Service, in order to prevent

or minimize interruptions of the free flow of commerce growing out of labor disputes, to assist parties to labor disputes in industries affecting commerce to settle such disputes through conciliation and mediation.” *Id.* § 173(a). FMCS has explicitly made its grievance mediation services *unavailable* as of March 14, no matter the circumstances. *See* Compl. Ex. D (FMCS Memo) (“No new GM cases will be accepted. As of March 14 all GM cases should be complete.”). And FMCS has so dramatically cut its staff—from approximately 200 employees down to 15—that it cannot possibly provide conciliation services at anything approaching the volume or frequency necessary to fulfill its statutory mission. *See* Kadish Decl. ¶ 11, Ex. 14.

b. The Closure Decisions Violate Each Agency’s Appropriations Statute.

The Executive Branch may not “spend less than the full amount appropriated by Congress for a particular project or program.” *In re Aiken Cnty.*, 725 F.3d at 261 n.1 (Kavanaugh, J.); *see City & Cnty. of San Francisco v. Trump*, 897 F.3d 1225, 1235 (9th Cir. 2018) (“Absent congressional authorization, the Administration may not redistribute or withhold properly appropriated funds in order to effectuate its own policy goals.”). This foundational separation-of-powers principle is reflected in the Appropriations Clause, which provides that “[n]o Money shall be drawn from the Treasury, but in Consequence of Appropriations made by Law.” U.S. Const. art. I, § 9, cl. 7. And it has been codified in the Impoundment Control Act, which provides that all funds appropriated by Congress “shall be made available for obligation” unless Congress itself has rescinded the appropriation, 2 U.S.C. § 683(b), and that “[n]o officer or employee of the United States may defer any budget authority” except in exceedingly narrow circumstances, *id.* § 684(b).

In recent months, several courts—including this one—have been confronted with challenges to Congress’s primacy over appropriations. Each time, they have reaffirmed the Executive’s obligation to spend money appropriated by Congress. *See, e.g., New York v. Trump*,

--- F. Supp. 3d ---, 2025 WL 715621, at \*1 (D.R.I. Mar. 6, 2025) (holding that “[t]he Executive’s categorical freeze of appropriated and obligated funds fundamentally undermines the distinct constitutional roles of each branch of our government”), *stay pending appeal denied*, --- F.4th ---, 2025 WL 914788 (1st Cir. Mar. 26, 2025); *Aids Vaccine Advoc. Coal. v. United States Dep’t of State*, --- F. Supp. 3d ---, 2025 WL 752378, at \*17 (D.D.C. Mar. 10, 2025) (holding that the Executive’s refusal to expend appropriated foreign aid funding intruded on “Congress’s own, core constitutional power to determine *whether and how much* money is spent”).

This case presents a variant on this increasingly familiar theme. On March 15, 2025, the day after issuing the Closure Order, the President signed the Continuing Appropriations Act, by which Congress appropriated funds to IMLS, MBDA, and FMCS for the remainder of fiscal year 2025 in the same amounts that they received the prior year. *See* Continuing Appropriations Act § 1101(a)(2), (8) (incorporating applicable 2024 appropriations acts by reference). In particular, Congress appropriated \$294,800,000 to IMLS “[f]or carrying out the Museum and Library Services Act of 1996 and the National Museum of African American History and Culture Act.” Further Consolidated Appropriations Act, 2024, Pub. L. No. 118-47, div. D, tit. 4. It appropriated \$53,705,000 to FMCS “to carry out the functions vested in it by the” Taft-Hartley Act. *Id.* And it appropriated \$68,250,000 “[f]or necessary expenses of the Minority Business Development Agency in fostering, promoting, and developing minority business enterprises, as authorized by law.” Consolidated Appropriations Act, 2024, Pub. L. No. 118-42, div. C, tit. 1.

Because it has dismantled each of these agencies, the Administration will not spend the full amount of funding appropriated by Congress—or anything close to it. All three agencies have dramatically curtailed the activities that constituted the largest line items on their 2024 budgets. Both IMLS and MBDA currently have a fraction of the staff dedicated to grant administration that

they did in 2024, making it virtually certain that they will be unable to disburse all of the tens or hundreds of millions of dollars in grants they are budgeted to award.<sup>26</sup> *See* Blake Doe Decl. ¶¶ 16–21, Ex. 40; Alex Doe Decl. ¶¶ 11–12, Ex. 41. And FMCS has 15 or fewer employees performing the work previously conducted by a staff of 200, meaning that it will incur only a small share of the expenses it otherwise would have paid for mediations, arbitrations, and conciliation services.<sup>27</sup> The Closure Order precludes the possibility the agencies will make up for these dramatic cuts with increases elsewhere by requiring each agency to minimize its footprint to the greatest extent possible, and by ordering OMB to “reject funding requests” inconsistent with that instruction. *See* Closure Order §§ 2(a), 2(b).

The Closure Decisions thus effectively amount to orders rescinding any funds above the minimal level the Administration deems necessary to operate these agencies in a dramatically stripped-down form. Congress, however, made the choice to appropriate funds for these agencies to operate at full force—at precisely the same level, in fact, that they did the prior year. Because the orders are inconsistent with that congressional determination, they are unlawful.

### **B. The Closure Order and the Closure Decisions Violate the Separation of Powers.**

The Executive Branch’s attempts to dismantle IMLS, MBDA, and FMCS, to withhold from these agencies any funds beyond the minimum necessary to fulfill their statutory functions, and to prevent the agencies from disbursing funds appropriated to them by Congress, violates the constitutional separation of powers. The separation of powers doctrine is “foundational” and

---

<sup>26</sup> *See* IMLS, Fiscal Year 2024 Appropriations Request to the United States Congress, (Mar. 2023), <https://www.imls.gov/sites/default/files/2023-03/fy24cj.pdf> (allocating more than \$250 million for grants and \$20 million for administrative expenses); MBDA, Fiscal Year 2024 Congressional Justification (Mar. 2023), <https://www.commerce.gov/sites/default/files/2023-04/MBDA-FY2024-Congressional-Budget-Submission.pdf>.

<sup>27</sup> *See* FMCS, Fiscal Year 2024 Congressional Budget Submission, at 23 (Mar. 13, 2023), <https://www.fmcs.gov/wp-content/uploads/2023/03/2024-Congressional-Budget.pdf> (allocating \$42.3 million out of \$55 million budget request to mediations, training, outreach, and workshops).

“evident from the Constitution’s vesting of certain powers in certain bodies.” *Seila L. LLC v. CFPB*, 591 U.S. 197, 227 (2020); *see Trump v. United States*, 603 U.S. 593, 637–638 (2024). Article I of the Constitution allows Congress—and only Congress—to make law. U.S. Const. art. I, § 1. Article I further allows Congress—and only Congress—to create and define federal agencies. *See Myers v. United States*, 272 U.S. 52, 129 (1926) (“To Congress under its legislative power is given the establishment of offices” and “the determination of their functions and jurisdiction”).

By contrast, it is well-settled that the Executive’s powers are limited to those specifically conferred by “an act of Congress or from the Constitution itself.” *Youngstown Sheet & Tube Co. v. Sawyer*, 343 U.S. 579, 585 (1952). The Executive has no power “to enact, to amend, or to repeal statutes.” *Clinton v. City of New York*, 524 U.S. 417, 438 (1998). Under “the framework of our Constitution, the President’s power to see that the laws are faithfully executed refutes the idea that he is to be a lawmaker.” *Youngstown Sheet & Tube Co.*, 343 U.S. at 587. And because the Constitution “exclusively grants the power of the purse to Congress, not the President,” *City & Cnty. of San Francisco v. Trump*, 897 F.3d 1225, 1231 (9th Cir. 2018) (citing U.S. Const. art. I, § 9, cl. 7), “settled, bedrock principles of constitutional law” require the Executive to expend the funds that Congress duly authorizes and appropriates. *In re Aiken Cnty.*, 725 F.3d at 259 (Kavanaugh, J.).

Pursuant to its lawmaking authority, Congress duly established FMCS, MBDA, and IMLS, and gave these agencies detailed sets of duties, including implementing congressional appropriations. And on March 14, Congress passed a statute appropriating funds to FMCS, MBDA, and IMLS, which the President signed into law the very next day. *See Continuing Appropriations Act § 1101(a)(2), (8)*. These appropriations pay for the agencies to continue



operating at full capacity through the end of the fiscal year. By issuing a Closure Order that slashes the agencies' staff to the bare minimum, shuts down many of their programs, and directs them not to use or disburse Congressionally appropriated funds, the Executive is usurping Congress's authority to create and abolish federal agencies, as well as usurping Congress's power of the purse by disregarding congressional appropriations.

Several courts have recently found that the Trump Administration's efforts to dismantle other federal agencies via Executive Order violate the separation of powers doctrine. In *Aids Vaccine Advoc. Coal.*, the District Court for the District of Columbia found that the plaintiffs were likely to prevail on the merits of their claim that the Administration's executive order directing a pause on all funding provided by U.S. Agency for International Development (USAID) violated the separation of powers doctrine by disregarding the appropriations that Congress ordered spent. 2025 WL 752378, at \*14-17. And the District Court for the Southern District of New York recently granted a temporary restraining order enjoining the Administration from taking any actions to implement this very same Closure Order with respect to the United States Agency for Global Media. *Widakuswara*, 2025 WL 945869, at \*11. The court found that, among other things, plaintiffs had established a likelihood of success on the merits of their claim that the Closure Order was "not in accordance with the law" and "contrary to constitutional right, power, privilege, or immunity" because it violated the separation of powers doctrine. *Id.* at \*7 (citation omitted). This Court should do the same.

**C. The Closure Order and the Closure Decisions Violate the Take Care Clause.**

Article II of the Constitution provides that the Executive shall "take Care that the Laws be faithfully executed." U.S. Const. art. II, § 3; *see also Morrison v. Olson*, 487 U.S. 654, 690 (1988) (explaining that the President has a "constitutionally appointed duty to 'take care that the laws be

faithfully executed.’”) (quoting U.S. Const. art. II, § 3). The Supreme Court has explained that “[u]nder our system of government, Congress makes laws and the President . . . faithfully execute[s] them.” *Util. Air Reg. Grp. v. EPA*, 573 U.S. 302, 307 (2014) (internal quotation marks and citation omitted). “Just as the Constitution prevents Congress from intruding on the President’s power to execute the laws, the President—and his subordinates—do not wield ‘authority to set aside congressional legislation by executive order.’” *New York v. Trump*, --- F. Supp. 3d ---, No. 25-CV-01144, 2025 WL 573771, at \*24 (S.D.N.Y. Feb. 21, 2025) (quoting *In re United Mine Workers of Am. Int’l Union*, 190 F.3d 545, 551 (D.C. Cir. 1999)).

The Executive violates the Take Care Clause when it overrides statutes enacted by Congress. *In re United Mine Workers*, 190 F.3d at 551; see *Kendall v. United States*, 37 U.S. (12 Pet.) 524, 613 (1838) (rejecting argument that by charging the President with faithful execution of the laws, the Take Care clause “implies a power to forbid their execution”). Here, the agencies subject to the Closure Order were established by Congress and given detailed sets of statutory duties. See Labor Management Relations Act, 1947, Pub. L. No. 80-101, § 202 (establishing FMCS); Museum and Library Services Act of 1996, Pub. L. 104-208, 110 Stat. 3009 (establishing IMLS); and Minority Business Development Act of 2021, Infrastructure Investment and Jobs Act, Pub. L. 117-58, div. K (Nov. 15, 2021) (authorizing MBDA). By dismantling FMCS, IMLS, and MBDA and disabling them from carrying out many of their statutory duties, the Executive has failed to faithfully execute the laws enacted by Congress in violation of the Take Care Clause.

“In the framework of our Constitution, the President’s power to see that the laws are faithfully executed refutes the idea that he is to be a lawmaker.” *Youngstown Sheet & Tube Co.*, 343 U.S. at 587. “[T]he President may not ... decline to follow a statutory mandate ... simply because of policy objections.” *In re Aiken Cnty.*, 725 F.3d at 259. And as the Southern District

recently found, the President’s “job . . . is limited to ‘tak[ing] Care’ that such statutes be ‘faithfully executed.’” *Widakuswara*, No. 25-CV-2390 (JPO), 2025 WL 945869, at \*7 (quoting U.S. Const. art. II, § 3). “Withholding congressionally appropriated funds, and effectively shuttering a congressionally created agency simply cannot be construed as following through on this constitutional mandate,” to “take Care that the Laws be faithfully executed.” *Id.*

## **II. PLAINTIFF STATES WILL SUFFER IRREPARABLE HARM IN THE ABSENCE OF INTERIM RELIEF.**

Plaintiffs will suffer immediate and irreparable harm if the Closure Decisions are permitted to remain in effect. State libraries and museums are entitled to millions of dollars in grant payments from IMLS in the coming weeks. As a result of the dismantling of IMLS, some of those payments have been terminated, while many others will be delayed, causing immediate and costly disruptions to critical state library and museum services. Similarly, because MBDA has been reduced to a caretaker staff, it is virtually certain to miss payments to State-run business centers, and it will miss the critical window to solicit grants in time to replace expiring awards. FMCS, meanwhile, furnishes a critical mediation and conciliation service that States were actively using at the time the agency was closed; in its absence, States will need to turn to more costly and less effective alternatives for addressing and preventing labor strife.

### **A. Plaintiffs Will Be Irreparably Harmed by the Termination and Delay of IMLS Funding to State Libraries and Museums.**

Starting in the next few days, the States will suffer immediate and irreparable harm from the dismantling of IMLS. Every one of the Plaintiff States receives millions of dollars in grant funding from IMLS through its Grants for States Program. Some Plaintiff States are expecting disbursements as early as next week: New Mexico’s State Library is expecting a reimbursement of over \$500,000 on April 8, Garcia y Griego Decl. ¶ 21, Ex. 24, while Arizona is expecting a disbursement on April 11, Fontes Decl. ¶ 23, Ex. 1. Other Plaintiff States expect to receive

disbursements of their grants awards over the weeks that follow. *See, e.g.*, Lucas Decl. ¶ 20, Ex. 3 (disbursement expected April 15); M. Miller Decl. ¶ 23, Ex. 15 (disbursement expected April 21), Nelson Decl. ¶ 40, Ex. 23 (disbursement expected April 22); Moore Decl. ¶ 2, Ex. 27 (disbursement expected April 22); B. Miller Decl. ¶ 28, Ex. 35 (disbursement expected April 22); Schander Decl. ¶ 21, Ex. 4 (disbursement expected by April 30).

Any delay in the payment of these funds will result in immediate, irreparable harms to the States. New Mexico explains that if it does not receive its expected disbursement on April 8, it will suffer “immediate and irreparable disruption to state library programs,” including the delay, suspension, or reduction of interlibrary loan services. Garcia y Griego Decl. ¶¶ 18, 22, Ex 24. If Arizona does not receive the reimbursement anticipated on April 11, it will experience “an immediate and ongoing disruption of services,” including disruptions to its academic and business databases and delays in the procurement of essential technology. Fontes Decl. ¶¶ 19, 23, Ex 1. Other States that expect payments in the coming weeks report that any delay will force libraries to “immediately . . . halt services and implement a hiring freeze,” Moore Decl. ¶¶ 28, 42 Ex. 27, or cause them to “stop statewide and local public library programs immediately,” Lucas Decl. ¶ 27, Ex. 3, hobbling state efforts to foster literacy, support learning and workforce development, and enhance community throughout the state, Mellor Decl. ¶ 24, Ex. 31.

With an 85% staff cut at IMLS, however, it is inevitable that many of these disbursements will be delayed, if they are processed at all. Since the Closure Order was announced on March 14, Plaintiff States have reported either unusual delays in receiving disbursements or have not received disbursements at all. For example, on March 17, IMLS approved the Connecticut State Library’s request for a disbursement of \$235,541.43 and the Library requested disbursement on March 20, 2025. Schander Decl. ¶ 24, Ex. 4. Typically, funds are disbursed in two or three days, but to date,

no funds have been disbursed. *Id.* Similarly, on March 18, 2025, the Wisconsin Department of Veterans Affairs, which operates the Wisconsin Veterans Museum, submitted an approved reimbursement request that is still pending. McElgunn Decl. ¶ 20, Ex. 38. Typically, reimbursements are paid within four to seven days after submission. *Id.* Michigan has likewise been waiting for a disbursement since March 26, Riley Decl. ¶ 18, Ex. 21, and Massachusetts has been waiting for a reimbursement since March 19, Amyot Decl. ¶ 24, Ex. 44. If States already began experiencing a delay or a lapse in receiving funds while IMLS was still fully staffed between March 14 and March 31, it is inevitable that States will not receive funds timely—or at all—in the wake of the Closure Decision that resulted in a dramatic reduction in the agency’s staff.

States whose grants that IMLS has already terminated will also plainly suffer irreparable harm absent interim relief. On April 2, IMLS terminated an award to Washington for which the State had a pending drawdown request of approximately \$1 million. Jones Decl. ¶ 20, Ex. 34. This sudden, massive loss of resources “is already harming” the State’s library system, and will continue to do so “if that funding is not restored.” *Id.* ¶¶ 20, 22. On April 2, IMLS terminated a grant to California from which the State expected a disbursement on April 15. Lucas Decl. ¶¶ 18, 20, Ex. 3. This loss has “create[d] both immediate and ongoing harm” to the State, including by causing “[p]rograms targeted to seniors, veterans and English learners” to be “diminished or halted.” *Id.* ¶ 31. Connecticut had a \$235,541.43 disbursement request pending since March 17. Schander Decl. ¶ 24, Ex. 4. Now that its grant has been terminated, those funds remain on indefinite pause—resulting in an “immediate inability to pay invoices and salaries, meet contractual obligations, operate the statewide delivery service, [or] support statewide collections.” *Id.* ¶ 22.

States that receive competitive library or museum grants will also suffer immediate and irreparable harms if IMLS remains dismantled. The University of Wisconsin-Stevens Point's Natural History Museum is currently awaiting disbursements under a grant it was awarded through the IMLS's Inspire Grants for Small Museums program. Cornell-Swanson Decl. ¶¶ 11, 14, 16, Ex. 36. Continued delay in the receipt of these funds will stop the purchase of improvements needed to allow users with disabilities to access the museum's full collection. *Id.* ¶ 16. Likewise, in the next four weeks, Maryland's State-operated Banneker-Douglass-Tubman Museum expects to draw down funds awarded through the Museum Grant for African American History and Culture. Compton Decl. ¶¶ 9, 14, Ex. 13. Because the museum cannot be confident this funding will be provided, it has been forced to delay portions of a project to identify and inter 13 sets of human remains from the antebellum era. *Id.* ¶¶ 11, 16. The University of Maryland's David C. Driskell Center also has hesitated to onboard temporary staff, contract vendors for digitization services, or initiate public programming under an IMLS grant due to the chilling effects of the Closure Decision. Ball Decl. ¶¶ 17 & 22, Ex. 17.

In short, Plaintiffs are entitled to receive millions of dollars in IMLS funding in the coming weeks. Those funds must be paid on time in order to prevent immediate and serious disruptions to the States' library and museum services. But the destruction of IMLS means that some of those payments will be, at best, substantially delayed, and, at worst, terminated altogether.

**B. Plaintiffs Will Be Irreparably Harmed by Delays in the Disbursement of MBDA Funds and Delays in the Solicitation and Award of New MBDA Grants.**

Plaintiff will also be immediately and irreparably harmed by the dismantling of MBDA. Several Plaintiff States (or their instrumentalities) operate Business Centers that receive grant funding from MBDA, including New Mexico, Connecticut, Hawai'i, and Maryland. *See* Compl.

¶ 82. Some States also receive funding from MBDA through its pilot projects and programs. *Id.* If the closure of MBDA is not promptly enjoined, these Plaintiffs will suffer irreparable harm in at least two respects.

First—much as with IMLS—several States expect the payment of funds from MBDA in the coming weeks, and any delay in the disbursement of those funds will cause them immediate harm. The University of Wisconsin Office of Business and Entrepreneurship, for instance, operates a program that receives \$3 million from the MBDA to provide trainings and other services to advance capital readiness among women-owned businesses. Wikenheiser Decl. ¶ 12, Ex. 37. The University will submit its next payment request to MBDA by April 15, and expects to receive a disbursement of grants funds by April 30. *Id.* ¶ 21. If the University does not receive this disbursement “as scheduled,” it will not be able to pay students, independent contractors, or staff, and will need to draw funds from its own pocket to meet expenses. *Id.*

Similarly, the University of Hawai‘i Maui College—which receives MBDA funding to provide entrepreneurship training to students—expects to receive its next reimbursement payment on April 28. Hokoana Decl. ¶¶ 13, 20, Ex. 11. “Any pause in funding would displace the students currently in training programs” and cause three staff members to lose their jobs. *Id.* ¶¶ 16, 17.

The Entrepreneurial Development and Assistance Center (EDAC) at Maryland’s Morgan State University faces a similar situation. It is still owed \$109,000 under existing grant awards from MBDA and has been unable to draw down funds for those awards since March 29, 2025, after 90% of MBDA staff were placed on administrative leave. Muhammad Decl. ¶ 10, Ex. 16. If EDAC’s MBDA funding is not promptly restored, then it will need to halt essential programs such as entrepreneurship education, one-on-one business guidance, and access to resources such as the content library for continued learning. *Id.* ¶ 12. And the uncertainty of not getting paid or

reimbursed already has had a chilling effect upon EDAC, eroding confidence among program participants and partners and limiting EDAC's ability to foster economic development and entrepreneurship within underserved communities. *Id.* ¶ 13; *see also* Lundy Decl. ¶¶ 9, 16, Ex. 12 (“[a]ny pause in funding” will have “immediate” impacts on the ability of the Baltimore MBDA Advanced Manufacturing Center to provide technical assistance and other services to disadvantaged manufacturing businesses).

It is quite likely that MBDA, with only five employees, will fail to make payments as scheduled—or at all—in the coming weeks. The agency's remaining staff is woefully insufficient to manage MBDA's portfolio of more than 100 grants. Alex Doe Decl. ¶¶ 8-9, Ex. 41. And, since the Closure Decision, recipients have reported “unprecedented challenges in receiving MBDA funds.” Muhammad Decl. ¶ 9, Ex. 16; *see* Sangalli Decl. ¶ 24, Ex. 20 (describing “limited communications” from MBDA after its staff reductions). It is inevitable that some recipients will not be paid when due, and that the States and their instrumentalities will either need to forgo services to disadvantaged businesses or shell out their own money as a result.

Second, unless MBDA is immediately restored to full operation, it will likely be impossible for Plaintiffs' grants to be renewed in time to prevent a lapse of funding. As noted above, all MBDA grants will expire on June 30 or August 30. Alex Doe Decl. ¶ 8, Ex. 41. Even when MBDA is fully staffed, it typically takes four months from the posting of a new grant solicitation for MBDA to award new grant funds. *Id.* ¶ 11. Accordingly, MBDA must post a grant solicitation in the next few weeks in order to award new grants before the current grants expire on June 30. But, since the Closure Order, MBDA has not posted *any* new solicitations—and its current staff of five could not realistically award grants by June 30 even if it did. *Id.*



This will inevitably result in Plaintiffs suffering a lapse of funding, causing serious and irreparable harms to the services their MBDA-funded projects provide. To take one example: The University of Hawai‘i operates the MBDA Business Center Hawai‘i under an agreement with MBDA, and relies on MBDA for funding and access to the Salesforce platform. Deane Decl. ¶¶ 8, 14, 19-20, Ex. 10. For the next fiscal year, the MBDA Business Center Hawai‘i is scheduled to receive disbursements and reimbursements of \$410,000 under its current awards. *Id.* ¶ 19. That grant must be renewed—along with all other MBDA Business Center grants—by June 30, which cannot feasibly be done by a barebones staff. Alex Doe Decl. ¶ 8, Ex. 41. Any loss of funding would prevent the Center from continuing to support clients’ projects and force it to default on a contract with the Hawai‘i YWCA to provide services to other small Hawai‘i businesses. Deane Decl. ¶ 16, Ex. 10.

Similarly, the Baltimore City Mayor’s Office of Small & Minority Business & Advocacy operates the Baltimore MBDA Advanced Manufacturing Center under a \$400,000 annual grant. Lundy Decl. ¶¶ 2–3, 8 & 13, Ex. 11. If the MBDA’s handful of remaining employees do not reissue Baltimore’s funding as scheduled, then the Advanced Manufacturing Center will cease operations. *Id.* ¶¶ 19–20. Likewise, the Rhode Island Small Business HUB in Providence relies on MBDA Capital Readiness Program funding to provide its consulting and networking services to startups across the State. Tanner Decl. ¶¶ 10-11, Ex. 29

**C. Plaintiffs Will Be Irreparably Harmed by the Inability to Use FMCS Services to Mediate and Arbitrate Labor Disputes.**

The Administration’s gutting of FMCS will also inflict immediate and irreparable harm on the States. Plaintiff States depend on FMCS to help mediate a wide range of labor disputes. Some state laws require the use of FMCS to mediate public sector labor disputes. *See, e.g.*, Vaile Decl. ¶ 6, Ex. 26 (New Mexico). Forty-two states have entered collective bargaining agreements that

expressly call for the use of FMCS. *See* Thornton Decl. ¶ 7, Ex. 39; Vaile Decl. ¶ 13(a), Ex. 26. And states often choose to request FMCS’s assistance because it is an experienced, impartial entity that is effective at resolving labor-management disputes, and that does so at minimal or no cost. *See* Boivin Decl. ¶¶ 8, 11, Ex. 6; Delgado Decl. ¶ 9, Ex. 30.

All but 10 to 15 of FMCS’s more than 200 employees have been placed on leave. The effective closure of FMCS—and the elimination of *all* of its services to the public sector—has inflicted ongoing and immediate harms on the States by preventing them from using FMCS to resolve labor disputes. Indeed, a number of States have pending labor disputes for which they would be using FMCS’s services but for the closure of the agency. The New Mexico Public Employee Labor Relations Board, for instance, had eight pending cases at the time of the Closure Decision in which the parties “hoped to obtain FMCS mediation services.” Vaile Decl. ¶ 21, Ex. 26. Once FMCS benched 95% of its staff, however, those hopes “withered,” and the State—which is not “able and prepared to assist” the disputants in resolving the case—has been forced to turn to more expensive and less effective alternatives to try to resolve the matters. *Id.* Similarly, in Illinois, a school district had spent five months working with an FMCS mediator to resolve a labor-management dispute at the time the agency shut down. *Id.* ¶ 8.b. n.1. Since FMCS’s services “ceased to be available,” the union has issued a notice of intent to strike unless the dispute is resolved by early April. *Id.*

The Associated Federation of State, County and Municipal Employees, AFL-CIO (“AFSCME”)—a private and public sector union—likewise explains that it had multiple pending mediations in which the parties were using FMCS services at the time of the Closure Decision. *See* Thornton Decl. ¶¶ 20-22, Ex. 39. That closure has resulted in “the immediate cessation of all FMCS assistance in the mediation of labor management dispute in the public and private sector.”

*Id.* ¶ 23. And the result has been the need to “find and utilize other more costly and time expansive method to resolve disputes,” and labor disputes that are “more likely to result in work disruptions.”

*Id.*

The dismantling of FMCS has also severely frustrated the state laws and collective bargaining agreements that depended on FMCS to function, imposing immediate costs on the States. In New Mexico, for instance, most public-sector collective bargaining agreements expressly incorporate FMCS “strike lists” or panel services to help the disputants select an arbitrator. Vaile Decl. ¶ 8.c, Ex. 26. Because FMCS no longer provides public sector services, New Mexico anticipates “immediate harm to and obstruction of non-federal public sector labor relations in New Mexico,” as the parties will lack a clear path for selecting an arbitrator or resolving their disputes. *Id.* Further, because disputants will be unable to use FMCS-provided arbitration and mediation services, the New Mexico Public Employee Labor Relations Board anticipates a “huge influx of contract disputes” that it is “wholly unprepared in the short and medium term” to handle. *Id.* ¶ 9. Likewise, Rhode Island anticipates “prolonged labor disputes that could disrupt the provision of essential state services,” such as child welfare, and put the health and welfare of its residents at risk. Delgado Decl. ¶¶ 11-13, Ex. 30.

Finally, the devastation of FMCS will cause irreparable harm to States that rely on its services to prevent costly—even life-threatening—disruptions to critical public- and private-sector industries. In Rhode Island, for example, FMCS ensures the peaceful resolution of labor disputes across the healthcare industry. *See* Taibi Decl. ¶ 10, Ex. 32. When healthcare workers strike, the public pays the price. *See* Martin Decl. ¶ 7, Ex. 45. Healthcare facilities must prepare and execute State-approved strike plans with constant State oversight, including State inspectors placed within the facility 24/7 to ensure vulnerable patient populations are not endangered. *Id.* Those costs are

borne by the State. *Id.* So, too, are the costs of hiring exorbitant contract workers, *id.* at ¶ 8, which can be passed on to the State Medicaid/Medicare systems. Furthermore, Rhode Islanders suffer from lower-quality care as experienced union employees are replaced by temporary replacements who are unfamiliar with the particular processes and facilities they are suddenly running. *Id.* at ¶ 9. Finally, in overtaxed healthcare systems like Rhode Island’s, even a week-long strike can topple vital facilities, such as the State’s only Level-1 Trauma Center, busiest maternity hospital, or largest psychiatric facility, into bankruptcy, leaving Rhode Islanders with few or no options for lifesaving care. *Cf. id.* at ¶¶ 9, 13 (describing costs of strikes). Other states face similarly dire consequences if critical industries are held up by unresolved labor disputes, from school closures, *see* Vaile Decl. ¶¶ 13, 16, Ex. 26, to public transit strikes, *see id.* ¶¶ 13, 16, 25, to public safety, *see* Kadish Decl. ¶¶ 3, 10, Ex. 14.

Put simply, the Plaintiff States relied on FMCS—an especially effective and inexpensive mediator—to help resolve disputes with public sector unions or to prevent disruptions of critical state industries. As long as FMCS remains shuttered, they will be deprived of those services, will need to turn to inferior options, and will face increased risk of strikes, labor strife, and litigation. That harm is imminent and irreparable.

### **III. THE BALANCE OF EQUITIES AND THE PUBLIC INTEREST FAVOR INTERIM RELIEF.**

Where the government is a party, as it is here, the Court’s inquiry into the balance of the equities and the public interest merges. *See Does 1-6 v. Mills*, 16 F.4th 20, 37 (1st Cir. 2021); *see also Mass. Fair Hous. Ctr. v. U.S. Dep’t of Hous. & Urban Dev.*, 496 F. Sup. 3d 600, 611 (D. Mass. 2020) (citing *Nken v. Holder*, 556 U.S. 418, 435 (2009)). These factors strongly favor preliminary injunctive relief in this case.

As the D.C. Circuit has explained, “[t]here is generally no public interest in the perpetuation of unlawful agency action.” *League of Women Voters v. Newby*, 838 F.3d 1, 12 (D.C. Cir. 2016). “To the contrary, there is a substantial public interest in having governmental agencies abide by the federal laws that govern their existence and operations.” *Id.* (internal quotation marks and citation omitted). *See also Massachusetts v. NIH*, -- F. Supp. 3d--, 2025 WL 702163, at \*32 (D. Mass. March 5, 2025). Furthermore, “it is always in the public interest to prevent the violation of a party’s constitutional rights.” *Dorce v. Wolf*, 506 F. Supp. 3d 142, 145 (D. Mass. 2020) (cleaned up); *accord League of Women Voters*, 838 F.3d at 12. Plaintiff States have established a high likelihood that the Executive has violated both constitutional and statutory safeguards. And as detailed *supra*, the States have also established a high likelihood of irreparable harm resulting from the dismantling of agencies established by Congress. Thus, there is a weighty public interest in favor of granting interim relief to stop the enforcement of these likely unconstitutional and unlawful agency actions. *Saget v. Trump*, 375 F. Supp. 3d 280, 377 (E.D.N.Y. 2019) (where “Plaintiffs have shown both a likelihood of success on the merits and irreparable harm, it is also likely the public interest supports preliminary relief.”) (citing *Issa v. Sch. Distr. of Lancaster*, 847 F.3d 121, 143 (3d Cir. 2017)).

On the other side of the balance, the Defendant agencies cannot demonstrate how the public interest would be harmed by a temporary pause in the dismantling of three federal agencies while the court determines whether such a dismantling is legally permissible. Indeed, “[i]t is hard to conceive of a situation where the public interest would be served by enforcement of an unconstitutional law or regulation.” *Maine Forest Prods. Council v. Cormier*, 586 F. Supp. 3d 22, 64 (D. Me.), *aff’d*, 51 F.4th 1 (1st Cir. 2022) (citation omitted). Moreover, it is well-established that “the government ‘cannot suffer harm from an injunction that merely ends an unlawful

practice.”” *Massachusetts v. NIH*, --F. Supp. 3d--, 2025 WL 702163, at \*32 (D. Mass. March 5, 2025) (quoting *Rodriguez v. Robbins*, 715 F.3d 1127, 1145 (9th Cir. 2013)).

Furthermore, practical considerations recommend preliminary relief. Plaintiff States have identified numerous ways in which the public would suffer significant and imminent harm should they lose access to the expertise and funding offered by these agencies. States have a strong sovereign interest in promoting commerce while negotiating labor disputes, educating and inspiring future generations through their libraries and museums, and giving disadvantaged business enterprises a chance at the American dream. Should IMLS, MBDA, and FMCS close tomorrow, Plaintiff States would be thrown into chaos and uncertainty as they race to replace the funding and expertise that has suddenly been interrupted. The federal government, on the other hand, suffers not at all if it were to spend the appropriations as already planned and directed by with the passage of the Continuing Appropriations Act. To the extent the Defendants assert an interest in saving taxpayer dollars or reducing bureaucracy, such concerns “are insufficiently grave to overcome the much more substantial countervailing harms” to Plaintiff States. *Newby*, 838 F.3d at 13.

Finally, the requested relief would “do no more than maintain a status quo that has been in place” for decades. *Doe v. Trump*, --F. Supp. 3d--, 2025 WL 485070, at \*14 (D. Mass. Feb. 13, 2025), *aff’d sub nom.*, *New Jersey v. Trump*, --F.4th--, 2025 WL 759612 (1st Cir. March 11, 2025). The oldest of these agencies—FMCS—was established by the Truman Administration. The youngest—IMLS—has served the American public for more than a quarter of a century and is itself a continuation of an agency created by Lyndon B. Johnson. Given this history, there is no reason to believe that the public would suffer from allowing these agencies to promote peaceful labor relations, child literacy, and local businesses for at least a little bit longer.

### **CONCLUSION**

For the foregoing reasons, the Court should issue a stay of the Closure Decisions under 5 U.S.C. § 705. In the alternative, the Court should issue a temporary restraining order enjoining Defendants from implementing the Closure Decisions and the Closure Order.

Respectfully submitted,

**PETER F. NERONHA**

*Attorney General for the State of Rhode Island*

/s/ Natalya A. Buckler

Kathryn M. Sabatini (RI Bar No. 8486)  
Chief, Civil Division  
Special Assistant Attorney General  
Keith D. Hoffmann (RI Bar No. 9872)  
Chief of Policy  
Assistant Attorney General  
Natalya A. Buckler (RI Bar No. 8415)  
Assistant Attorney General  
Paul Meosky (RI Bar No. 10742)  
Special Assistant Attorney General  
150 South Main Street  
Providence, RI 02903  
Phone: (401) 274-4400  
Fax: (401) 222-2995  
[ksabatini@riag.ri.gov](mailto:ksabatini@riag.ri.gov)  
[khoffmann@riag.ri.gov](mailto:khoffmann@riag.ri.gov)  
[nbuckler@riag.ri.gov](mailto:nbuckler@riag.ri.gov)  
[pmeosky@riag.ri.gov](mailto:pmeosky@riag.ri.gov)

*Attorneys for the State of Rhode Island*

**LETITIA JAMES**

*Attorney General for the State of New York*

By: /s/ Abigail Katowitz-Liu

Abigail Katowitz-Liu\*  
Assistant Attorney General  
Rabia Muqaddam\*  
Special Counsel for Federal Initiatives  
Sean Bunny\*  
Assistant Attorney General  
28 Liberty St.  
New York, NY 10005  
(212) 416-8922  
[Abigail.katowitz-liu@ag.ny.gov](mailto:Abigail.katowitz-liu@ag.ny.gov)  
[Rabia.muqaddam@ag.ny.gov](mailto:Rabia.muqaddam@ag.ny.gov)  
[Sean.bunny@ag.ny.gov](mailto:Sean.bunny@ag.ny.gov)

*Attorneys for the State of New York*

**ANNE E. LOPEZ**

*Attorney General for the State of Hawai‘i*

By: /s/ Kaliko ‘onālani D. Fernandes

David D. Day\*  
Special Assistant to the Attorney General  
Kaliko ‘onālani D. Fernandes\*  
Solicitor General  
425 Queen Street  
Honolulu, HI 96813  
(808) 586-1360  
[kaliko.d.fernandes@hawaii.gov](mailto:kaliko.d.fernandes@hawaii.gov)

*Attorneys for the State of Hawai‘i*



**KRISTIN K. MAYES**

*Attorney General for the State of Arizona*

/s/ Syreeta A. Tyrell

Syreeta A. Tyrell\*

Assistant Attorney General

2005 North Central Avenue

Phoenix, Arizona 85004

Phone: (602) 542-8310

[Syreeta.Tyrell@azag.gov](mailto:Syreeta.Tyrell@azag.gov)

[ACL@azag.gov](mailto:ACL@azag.gov)

*Attorneys for the State of Arizona*

**ROB BONTA**

*Attorney General for the State of California*

/s/ Jay C. Russell

Jay C. Russell\*

Deputy Attorney General

Thomas S. Patterson

Senior Assistant Attorney General

Anya M. Binsacca

Supervising Deputy Attorney General

Zelda Vassar\*

Deputy Attorney General

California Attorney General's Office

455 Golden Gate Avenue, Suite 11000

San Francisco, CA 94102

(415) 510-3617

[Jay.Russell@doj.ca.gov](mailto:Jay.Russell@doj.ca.gov)

*Counsel for the State of California*

**PHILIP J. WEISER**

*Attorney General of Colorado*

By: /s/ David Moskowitz

David Moskowitz\*

Deputy Solicitor General

1300 Broadway, #10

Denver, CO 80203

(720) 508-6000new

[David.Moskowitz@coag.gov](mailto:David.Moskowitz@coag.gov)

**WILLIAM TONG**

*Attorney General for the State of Connecticut*

/s/ Ashley Meskill

Ashley Meskill\*

Assistant Attorney General

165 Capitol Avenue

Hartford, CT 06106

Phone: (860) 808 5270

[Ashley.Meskill@ct.gov](mailto:Ashley.Meskill@ct.gov)

**KATHLEEN JENNINGS**

*Attorney General of the State of Delaware*

By: /s/ Vanessa L. Kassab

IAN R. LISTON

Director of Impact Litigation

VANESSA L. KASSAB\*

Deputy Attorney General

Delaware Department of Justice

820 N. French Street

Wilmington, DE 19801

(302) 683-8899

[vanessa.kassab@delaware.gov](mailto:vanessa.kassab@delaware.gov)

**KWAME RAOUL**

*Attorney General of Illinois*

/s/ Holly F.B. Berlin

HOLLY F.B. BERLIN\*

Assistant Attorney General

Office of the Illinois Attorney General

115 S. LaSalle St.

Chicago, IL 60603

(312) 814-3000

[holly.berlin@ilag.gov](mailto:holly.berlin@ilag.gov)

Counsel for the State of Illinois

**AARON M. FREY**

*Attorney General for  
the State of Maine*

/s/ Vivian A. Mikhail  
Vivian A. Mikhail\*  
Deputy Attorney  
General  
Office of the Attorney  
General  
6 State House Station  
Augusta, ME 04333-  
0006  
Tel.: 207-626-8800  
Fax: 207-287-3145  
[Vivian.Mikhail@maine.gov](mailto:Vivian.Mikhail@maine.gov)

*Attorney for the State of Maine*

**ANTHONY G. BROWN**

*Attorney General for the State of Maryland*

By: /s/ Keith M. Jamieson  
Keith M. Jamieson\*  
Assistant Attorney General  
200 Saint Paul Place, 20th Floor  
Baltimore, Maryland 21202  
(410) 576-6960  
[kjamieson@oag.state.md.us](mailto:kjamieson@oag.state.md.us)

*Attorney for the State of Maryland*

**ANDREA JOY CAMPBELL**

*Attorney General of Massachusetts*

/s/ Katherine Dirks  
Katherine Dirks\*  
Chief State Trial Counsel  
Office of the Attorney General  
One Ashburton Place, 20th Floor  
Boston, MA 02108  
(617) 963-2277  
[kiatherine.dirks@mass.gov](mailto:kiatherine.dirks@mass.gov)  
*Attorney for the State of Massachusetts*

**DANA NESSEL**

*Attorney General for the People of Michigan*

/s/ Neil Giovanatti  
Neil Giovanatti\*  
BreAnna Listermann\*  
Assistant Attorneys General  
Michigan Department of Attorney General  
525 W. Ottawa  
Lansing, MI 48909  
(517) 335-7603  
[GiovanattiN@michigan.gov](mailto:GiovanattiN@michigan.gov)  
[ListermannB@michigan.gov](mailto>ListermannB@michigan.gov)

**KEITH ELLISON**

*Attorney General for the State of Minnesota*

By: /s/ Jacob Harris  
Jacob Harris\*  
Assistant Attorney General  
445 Minnesota Street, Suite 600  
St. Paul, Minnesota, 55101  
(651) 757-1156  
[Jacob.Harris@ag.state.mn.us](mailto:Jacob.Harris@ag.state.mn.us)

**AARON D. FORD**

Attorney General of Nevada

By: /s/ Heidi Parry Stern  
Heidi Parry Stern (Bar. No. 8873)\*  
Solicitor General  
Office of the Nevada Attorney General  
1 State of Nevada Way, Ste. 100  
Las Vegas, NV 89119  
HStern@ag.nv.gov

**MATTHEW J. PLATKIN**

Attorney General of New Jersey

/s/ Joshua Bohn  
Joshua Bohn\*  
Max Lesser\*  
*Deputy Attorneys General*  
Office of the Attorney General  
25 Market Street  
Trenton, NJ 08625  
(609) 696-5366  
[Joshua.Bohn@law.njoag.gov](mailto:Joshua.Bohn@law.njoag.gov)  
[Max.Lesser@law.njoag.gov](mailto:Max.Lesser@law.njoag.gov)

*Counsel for the State of New Jersey*

**RAÚL TORREZ**

Attorney General of New Mexico

/s/ Anjana Samant  
Anjana Samant\*  
Deputy Counsel for Impact Litigation  
New Mexico Department of Justice  
P.O. Drawer 1508  
Santa Fe, NM 87504-1508  
(505) 490-4060  
[asamant@nmdoj.gov](mailto:asamant@nmdoj.gov)

*Attorney for Plaintiff State of New Mexico*

**DAN RAYFIELD**

Attorney General for the State of Oregon

By: /s/ Brian Simmonds Marshall  
Brian Simmonds Marshall\*  
*Senior Assistant Attorney General*  
100 SW Market Street  
Portland, OR 97201  
(971) 673-1880  
[brian.s.marshall@doj.oregon.gov](mailto:brian.s.marshall@doj.oregon.gov)

*Attorneys for the State of Oregon*

**CHARITY R. CLARK**

Attorney General for the State of Vermont

By: /s/ Ryan P. Kane  
Ryan P. Kane\*  
Deputy Solicitor General  
109 State Street  
Montpelier, VT 05609  
(802) 828-2153  
[Ryan.kane@vermont.gov](mailto:Ryan.kane@vermont.gov)

**NICHOLAS W. BROWN**

Attorney General for the State of Washington

/s/ Kate S. Worthington  
KATE S. WORTHINGTON, WSBA  
#47556\*  
SARAH E. SMITH-LEVY, WSBA #55770\*  
Assistant Attorneys General  
7141 Cleanwater Drive SW  
P.O. Box 40111  
Olympia, WA 98504-0111  
(306) 709-6470  
[kate.worthington@atg.wa.gov](mailto:kate.worthington@atg.wa.gov)  
[sarah.e.smith-levy@atg.wa.gov](mailto:sarah.e.smith-levy@atg.wa.gov)

*Attorneys for State of Washington*

**JOSHUA L. KAUL**

*Attorney General for the State of Wisconsin*

/s/ Colin T. Roth

COLIN T. ROTH\*

Assistant Attorney General

WI State Bar #1103985

Wisconsin Department of Justice

Post Office Box 7857

Madison, Wisconsin 53707-7857

(608) 266-7636

[rothct1@doj.state.wi.us](mailto:rothct1@doj.state.wi.us)

*Attorney for Plaintiff State of Wisconsin*

\*Applications for pro hac vice forthcoming

## INDEX OF EXHIBITS

<b>Exhibit</b>	<b>State</b>	<b>Declarant Name</b>	<b>Declarant Title</b>
1	AZ	Adrian P. Fontes	Secretary of State
2	AZ	Monica S. Villalobos	President/CEO Arizona Hispanic Chamber of Commerce
3	CA	Greg Lucas	State Librarian
4	CT	Deborah Schander	State Librarian
5	DE	Annie Norman	State Librarian
6	HI	Jan Boivin	Senior VP of Human Resources and Organizational Effectiveness, Hawai'i Pacific Health
7	HI	Stacey Aldrich	State Librarian
8	HI	Trevor Kainoa Daines	President, Friends of the Judiciary History Center of Hawaii
9	HI	Laura E. Lyons	Interim Vice Provost for Academic Excellence for the University of Hawai'i at Mānoa
10	HI	James R. Deane	Director of the Office of Innovation & Commercialization, UH
11	HI	Lui Hokoana	Chancellor, UH Maui
12	MD	Christopher R. Lundy	Director of Baltimore MOSMBA&D
13	MD	Chanel Compton	Executive Director of Maryland Commission on African American History & Culture
14	MD	Chelsea Kadish	Director of Labor Relations
15	MD	Morgan Lehr Miller	State Librarian
16	MD	Omar Muhammad	Director of the Entrepreneurial Development and Assistance Center, Morgan State University
17	MD	Gregory Ball	VP for Research, UMD
18	ME	Bernard Fishman	Museum Director of the Maine State Museum
19	ME	Lori Fisher	State Librarian
20	MI	Elizabeth "Elissa" Sangalli	Northern Great Lakes Initiatives CEO
21	MI	Randy Riley	State Librarian
22	MN	Bobbie Burnham	Assistant Commissioner for Office of Teaching and Learning
23	NJ	Jennifer R. Nelson	State Librarian
24	NM	Debra Garcia Y Griego	Cabinet Secretary for New Mexico Department of Cultural Affairs
25	NM	Debra Garcia Y Griego (Supplemental Declaration)	Cabinet Secretary for New Mexico Department of Cultural Affairs
26	NM	Pilar Vaile	Public Employee Labor Relations Board Executive Director

27	NY	Lauren Moore	Assistant Commissioner for Libraries and the New York State Librarian
28	OR	Wendy Cornelisen	State Librarian
29	RI	Elizabeth Tanner	Secretary of Commerce
30	RI	Misty Delgado	Chief of Staff, DCYF
31	RI	Karen Mellor	Chief of Library Services, OLIS
32	RI	Matthew Taibi	Secretary-Treasurer, General Teamsters Local 251
33	WA	Anind Dey	Dean UW School
34	WA	Sara Jones	State Librarian
35	WI	Benjamin Miller	Director of the Library Services Team, Wisconsin Department of Public Instruction (DPI)
36	WI	La Vonne J. Cornell- Swanson	Provost and Vice Chancellor for Academic Affairs, University of Wisconsin-Stevens Point
37	WI	Bon M. Wikenheiser	Executive Director of the Office of Business & Entrepreneurship
38	WI	Christopher J. McElgunn	Deputy Secretary for the Wisconsin Department of Veterans Affairs
39	AFSCME	Dalia Thornton	Director of the Research and Collective Bargaining Services
40	IMLS	Blake Doe	IMLS
41	MBDA	Alex Doe	MBDA
42	NAGE	Darcy Burgess	NAGE National Representative
43	IL	Alexi Giannoulis	State Librarian & Secretary of State
44	MA	Maureen Amyot	Director, MA Board of Library Commissioners
45	RI	Jesse Martin	Executive Vice President of SEIU 1199NE

**CERTIFICATE OF SERVICE**

I, Natalya A. Buckler, certify that on April 4, 2025, I provided a copy of the foregoing document to individuals at the U.S. Department of Justice by electronic mail:

Alex Haas  
Co-Director, Federal Programs Branch  
U.S. Department of Justice  
[Alex.haas@usdoj.gov](mailto:Alex.haas@usdoj.gov)

Diane Kelleher  
Co-Director, Federal Programs Branch  
U.S. Department of Justice  
[Diane.kelleher@usdoj.gov](mailto:Diane.kelleher@usdoj.gov)

Daniel S. Schwei  
Special Counsel  
U.S. Department of Justice  
[Daniel.S.Schwei@usdoj.gov](mailto:Daniel.S.Schwei@usdoj.gov)

Kevin Hubbard  
Civil Division Chief  
United States Attorney's Office, District of Rhode Island  
[Kevin.Hubbard@usdoj.gov](mailto:Kevin.Hubbard@usdoj.gov)

/s/ Natalya A. Buckler  
Assistant Attorney General

UNITED STATES DISTRICT COURT FOR THE  
DISTRICT OF RHODE ISLAND

STATE OF RHODE ISLAND et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF ADRIAN P. FONTES**

Pursuant to 28 U.S.C. § 1746, I, Adrian Fontes, hereby declare as follows:

1. I am a resident of the State of Arizona. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am the Secretary of State for the State of Arizona.

3. Arizona Revised Statute (“A.R.S.”) § 41-151.01 establishes the Arizona State Library, Archives and Public Records (“State Library”) as part of the Office of the Arizona Secretary of State.

4. The State Library consists of the following branches: Archives, Arizona Talking Book Library, E-rate, Library Development, Records Management, and the State of Arizona Research Library.



5. The State Library was founded in 1915 to collect, preserve, and provide access to materials relating to law, political science, economics, sociology, subjects pertaining to the theory and practice of government, genealogy, and Arizona history. The State Library's mission is to provide Arizonans access to information about their government, their state, and their world by offering content in a variety of formats, preserving Arizona's history for future generations, and empowering local institutions to engage their communities in learning.

6. As Secretary of State, I am responsible for assisting the State Library in effectuating its statutory mandate set forth in A.R.S. § 41-151.01.

7. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Institute of Museum and Library Services (IMLS), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

8. Executive Order 14,238 and the ensuing federal agency action to put all staff on administrative leave will cause IMLS to be unable to administer financial awards and/or programs on which the State Library relies and on which it expects to rely in the future, causing significant harm to the State Library.

#### The Museum Library Services Act

9. In 1996, Congress established the Institute of Museum and Library Services (IMLS) by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act (LSTA), which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of

federal funding to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

10. IMLS, which administers the LSTA, is required to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State with the extension and development of public library services throughout the State.” *Id.* § 9122(4). The Arizona State Library is a State library administrative agency. *See* A.R.S. § 41-151.06.

11. In order to receive funds under the LSTA, the State Library submits to IMLS a five-year state plan, which describes the State Library’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. [Arizona’s LSTA Five-Year Plan](#) is attached as Exhibit A.

12. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b) and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

13. Section 9141 provides that:

Of the funds provided to a State library administrative agency under [20 U.S.C. § 9123] section such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals’ needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3)

(A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

IMLS's Impact in Arizona

14. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. The Arizona State Library received \$3,804,635, which represents the Federal share of the activities in the approved plan, totaling 66 percent.<sup>1</sup>

15. The State Library uses these federal funds to support the goals of its Five-Year Plan for FY 2023-2027, which reflect the purposes and priorities of the LSTA. In Arizona, specific goals include:

- a. Information Preservation and Access - support preservation and stewardship of information in libraries and the State Archives, and encourage equitable access to information in a variety of formats;
- b. Informal Education - support lifelong learning programs that help to develop life literacies, including digital/technological, workforce, parenting, health, and financial literacies;
- c. Institutional Improvements - support technology resources, staff skills, programs, and collections in libraries while addressing barriers to accessing these resources and services; and
- d. Inclusive Communities - support the efforts of libraries to engage with community members from diverse backgrounds, foster connections with other community organizations, and collaborate with partners to contribute to community well-being.

16. The State Library budgeted the LSTA funds for 12 full time employee positions for LSTA 2024 grant year (October 1, 2024-September 30, 2025).

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here:  
<https://www.imls.gov/sites/default/files/2024-04/imslslstastateallotmenttablefy2024.pdf>.

17. The State Library's budget relies on receiving \$3,804,635 of LSTA funds, which was awarded to the State Library in Federal FY 2024. The State Library made plans and allocated funding for staffing to support statewide initiatives and competitive subgrants that benefit public, tribal, and school libraries, and to support innovative programs that improve literacy, digital access, and community engagement based on this award of LSTA funds. For Federal FY 2025, IMLS awarded a partial grant to the State Library of \$951,159. In April of each year, IMLS allocates the full award for the year and the State Library anticipates the use of the full award for Federal FY 2025. The State Library expects to receive and is relying on receiving approximately an additional \$2,200,000 to complete the Federal FY 2025 award.

18. The State Library anticipates relying on LSTA funds in the same manner in the future should Congress reauthorize the Museum and Library Services Act.

19. Any pause in our federal funding will have the following immediate effects:

- a. Abrupt funding shortfall: the cessation of federal funds creates an immediate budgetary gap, forcing the State Library to pause or cancel ongoing projects and initiatives. This includes suspending competitive subgrants that public, tribal, and school libraries currently rely on to launch new programs to meet the evolving needs of their communities.
- b. Disruption of statewide programs: many current statewide initiatives—such as the [Connect Arizona Digital Navigator program](#), access to academic and business databases, interlibrary loan systems, and digitization projects (e.g., the Arizona Memory Project)—depend on LSTA funding. The termination will result in immediate service disruptions.

- c. Operational and administrative challenges: without the federal funds, the State Library faces immediate administrative strain. This will require cost-cutting measures such as reducing staff, delaying procurement of essential technology, and scaling back existing public programs that Arizona communities rely upon.
20. A long-term pause in our federal funding would have the following long-term effects:
- a. Reduced capacity for innovation and service expansion: over time, the loss of LSTA funding would lead to a diminished ability to implement and sustain statewide initiatives. The State Library's long-range planning—outlined in its five-year plan—would be significantly altered, with fewer resources available for mission-critical areas such as information access and preservation, technology infrastructure, and continuing education.
  - b. Impact on local libraries: public, tribal, and school libraries that depend on State Library support could experience long-term financial pressures. Many of these institutions operate with limited local funding, so the absence of LSTA supported statewide resources (databases, interlibrary-loan software, e-books & magazines, summer reading program supplies) could lead to reduced local services, diminished access to emerging technologies, and fewer opportunities for staff collaboration and professional development.
  - c. Widening of the digital divide and service disparities: without federal IMLS funding, underserved and rural communities, including many tribal areas, will face increased disparities in access to digital resources, educational programs, and

cultural & historic preservation initiatives. This erosion of services could contribute to a widening digital divide and reduce overall community engagement.

21. The immediate and/or long-term effects of a pause of federal funding will have the following consequences for Arizona residents:

- a. Diminished access to information and resources: Arizonans will have fewer opportunities to access trusted sources of information in the form of peer-reviewed databases, government publications, educational programs, and historic and cultural materials. The decline in statewide initiatives will reduce the availability of free or low-cost resources that support lifelong learning and civic engagement.
- b. Impact on community programs and outreach: programs that foster early literacy, digital skills, and community cohesion—often run by public, tribal, and school libraries—may be scaled back or eliminated. This reduction could adversely affect educational outcomes and the overall quality of life, particularly for vulnerable populations.
- c. Potential erosion of cultural and historical preservation: long-term funding losses will hamper efforts to digitize and preserve historical records and unique Arizona collections. This would not only affect academic and research endeavors but could also diminish community heritage and identity.

22. In the next several months the State Library had been scheduled to receive disbursements/reimbursements of \$1,177,690.32 under the current federal award.

23. The State Library continues to rely on the anticipation that the next disbursement of funds will occur on April 11, 2025, and cover 30 days, with additional funds requested thereafter in 30-day increments through the end of the Federal FY 2025, September 30, 2025. If we do not

receive such disbursements, the State Library would experience an immediate and ongoing disruption of services as stated above in sections 19–21.

24. On March 31, 2025, the State Library received the below email from the Institute of Museum and Library Services advising that all its staff members were going to be placed on administrative leave effective immediately.

---

**From:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Sent:** Monday, March 31, 2025 11:39 AM  
**To:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Cc:** Dennis Nangle <[DNangle@imls.gov](mailto:DNangle@imls.gov)>; Madison Bolts <[mbolts@imls.gov](mailto:mbolts@imls.gov)>; Cindy Boyden <[CBoyden@IMLS.gov](mailto:CBoyden@IMLS.gov)>; Laura McKenzie <[LMcKenzie@imls.gov](mailto:LMcKenzie@imls.gov)>  
**Subject:** all IMLS staff going on administrative leave today

Use Caution- This email originated from an external sender. Do not click links or open attachments unless you know the content is safe. Report any suspicious emails by using the 'Report' button in Outlook.

**TO: Chief Officers and LSTA Coordinators**

Within the last hour IMLS received word that all staff are going to be placed on administrative leave, effective today. We will not be able to work or respond to your emails, and we don't have any information about future timelines related to this action.

Please share with other staff as appropriate, and please know how much we appreciate you and your work.

**Teri DeVoe**  
Associate Deputy Director, Grants to States  
Institute of Museum and Library Services  
955 L'Enfant Plaza North, SW, Suite 4000  
Washington, D.C. 20024  
P: 202-653-4778  
[Website](#) | [LinkedIn](#) | [Facebook](#)

25. On March 31, 2025, the State Library also became aware of the below statement from AFGE Local 3403 on the status of Museum and Library Services, advising that “[t]he status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.”





**A Statement from AFGE Local 3403 on the Status of the Institute of Museum and Library Services**

Earlier today, the Institute of Museum and Library Services notified the entire staff that they are being placed on administrative leave immediately. The notification followed a brief meeting between DOGE staff and IMLS leadership. Employees were required to turn in all government property prior to exiting the building, and email accounts are being disabled today. Museums and libraries will no longer be able to contact IMLS staff for updates about the funding they rely upon.

In the absence of staff, all work processing 2025 applications has ended. The status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.

26. If there is no IMLS staff to administer the Grants to States program, it is unlikely that Arizona will receive the remainder of its 2025 Grants to States Award in April 2025, or receive any further disbursements from the FY 2024 funds totaling \$3,804,635 that have been awarded to the State Library and for which contractual obligations have already been entered into that are pending payment by the State Library. The inability to access these funds will cause immediate and irreparable harm to Arizona. The State Library expects Arizona to experience similar immediate and irreparable harm even in a scenario where not all – but most – IMLS staff have been placed on leave.

27. This action, hastily taken by unknown federal officials, to dismantle an entire, congressionally funded agency, and the attendant chaos at the local level, is unprecedented.

Because of the elimination of all staff at IMLS, my Office is taking the following immediate action:

- a. Eliminating the Digital Navigator Program, which provides one-on-one phone assistance to help Arizona communities get online and serve as a free tech support hotline for digital learning and information on accessing low-cost internet and computer offers;
- b. Eliminating 12 positions with the Arizona State Library effective May 29, 2025 and ensuring wind-down of all business associated with those positions in the intervening weeks.

28. Additionally, the following beloved programs are now in peril due to this reckless federal action:

- a. Access to Electronic Resources: Collaborative digital collections, databases, and eZines across the 15 county library systems;
- b. Arizona Memory Project: Online access to historical records from Arizona's archives, libraries, and museums;
- c. Arizona Reading Program: Literacy development programming for all ages;
- d. Youth Services: Informal learning and educational programming for school-aged children;
- e. Summer Library Institute: Professional development for staff from small and rural libraries;
- f. Legal Resources: Access to state legal and legislative history materials;

- g. E-rate Support: Assistance for libraries applying for discounted internet and telecommunications services.

29. In FY 2024 alone, the Library Development division facilitated over \$800,000 in subgrants awarded to libraries statewide to support the libraries below, located in eight of Arizona's nine congressional districts. Based on previous years' allocations, the Arizona State Library now faces a planning shortfall of \$2.2 million in FY 2025 due to the elimination of IMLS staff who could disburse formula-based funding, in addition to the shortfall of the current grant year of \$1.17 million. Libraries that received FY 2024 subgrants:

- a. Ak-Chin Indian Community Library (AZ-07, \$54,000)
- b. Apache Junction Public Library (AZ-05, \$3,000)
- c. Arizona State Museum Library and Archives (AZ-07, \$38,246)
- d. Casa Grande Public Library (AZ-06, \$14,600)
- e. Chandler Public Library (AZ-04, \$9,000)
- f. Cochise College Libraries (AZ-06, \$4,000)
- g. Desert Foothills Library (AZ-01, \$10,980)
- h. Douglas Public Library (AZ-07, \$4,000)
- i. Duncan Public Library (AZ-06, \$4,000)
- j. Eastern Arizona College Alumni Library (AZ-06, \$17,500)
- k. Elsie S. Hogan Community Library (AZ-06, \$12,250)
- l. Flagstaff City-Coconino County Public Library (AZ-02, \$4,000)
- m. Florence Community Library (AZ-02, \$29,000)
- n. Fort McDowell Tribal Library (AZ-01, \$4,000)
- o. Glendale Community College (AZ-08, \$4,000)

- p. Glendale Public Library (AZ-08, \$18,000)
- q. Globe Public Library (AZ-02, \$4,000)
- r. Holmes Elementary Library (AZ-04, \$9,986.79)
- s. Huachuca City Public Library (AZ-06, \$18,000)
- t. Kaibab Paiute Tribal Library (AZ-02, \$23,000)
- u. Mesa Public Library (AZ-04, \$9,000)
- v. Navajo County Library District (AZ-02, \$75,396.80)
- w. Page Public Library (AZ-02, \$4,000)
- x. Peoria Public Library System (AZ-08, \$35,000)
- y. Pima County Public Library (AZ-07, \$65,910)
- z. Prescott Public Library (AZ-02, \$42,683.35)
- aa. Prescott Valley Public Library (AZ-02, \$38,720)
- bb. Scottsdale Public Library (AZ-01, \$3,000)
- cc. Sedona Public Library (AZ-02, \$33,396)
- dd. Snowflake-Taylor Public Library (AZ-02, \$4,000)
- ee. Superior Court Law Library (AZ-07, \$37,543)
- ff. Tempe Public Library (AZ-04, \$13,000)
- gg. University of Arizona Libraries (AZ-07, \$43,240.89)
- hh. Williams Public Library (AZ-02, \$4,000)
- ii. Winslow Public Library (AZ-02, \$4,000)
- jj. Yavapai County Free Library District (AZ-02, \$84,500)
- kk. Youngtown Public Library (AZ-09, \$15,616)
- ll. Yuma County Library District (AZ-07, \$18,260)

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on this 1st of April, 2025, at Phoenix, Arizona.



---

Adrian P. Fontes, Secretary of State  
State of Arizona

# EXHIBIT A

# ARIZONA LSTA FIVE-YEAR PLAN (2023-2027)

Submitted by: Arizona State Library, Archives and Public  
Records, a division of the Office of the Arizona Secretary of State

Holly Henley, State Librarian of Arizona & Director of Library  
Services, Archives and Public Records

June 29, 2022



**KATIE HOBBS**  
SECRETARY OF STATE



# Table of Contents

INTRODUCTION	2
MISSION STATEMENT	3
NEEDS ASSESSMENT	4
GOALS OVERVIEW	6
GOALS	8
GOAL 1: Information Preservation and Access	8
GOAL 2: Informal Education	9
GOAL 3: Institutional Improvements	12
GOAL 4: Inclusive Communities	13
COORDINATION EFFORTS	16
EVALUATION PLAN	21
STAKEHOLDER INVOLVEMENT	21
COMMUNICATION AND PUBLIC AVAILABILITY	22
MONITORING	23
ASSURANCES	24
APPENDIX A: Needs Assessment	25
APPENDIX B: Finding Balance in Uncertain Times	29



## INTRODUCTION

The Arizona State Library, Archives and Public Records (LAPR) serves as the state library administrative agency and is a division of the Arizona Secretary of State. Over the course of implementing the LSTA Plan for 2018-2022, LAPR experienced numerous changes which included a new Secretary of State, the reunification of the Archives and Records branches with those of Library Services under State Librarian Holly Henley, and the relocation of staff and collections from the 1938 Addition of the Historic Capitol Building to the Polly Rosenbaum State Archives and History building. In that time, LAPR also successfully went through the Sunset Review process, although the COVID-19 pandemic forced the early closure of the Arizona State Legislature in spring of 2020, and the agency was continued for a year by emergency executive order. In 2021, the legislature continued LAPR for a further 8 years.

This plan is submitted in fulfillment of the requirements of the Library Services and Technology Act (LSTA), in keeping with the purposes (20 U.S.C. § 9121) and the priorities of the Grants to States program (20 U.S.C. § 9141).<sup>1</sup> It summarizes the needs of Arizona's libraries as well as the library and information needs of Arizona state residents. These needs have been identified through an examination of a variety of factors including demographic data, input and involvement from library staff, leaders and stakeholders, and the analysis of data collected by consultants for commissioned reports including the recently completed evaluation of the implementation of LAPR's 2018-2022 LSTA Five-Year Plan.

---

<sup>1</sup> IMLS Purposes and Priorities of the Library Services and Technology Act.  
<https://www.imls.gov/grants/grants-state/purposes-and-priorities-lsta>

## MISSION STATEMENT

*The State Plan should include a mission statement that specifies the type of services the SLAA provides, for what purposes, for whom, and how the SLAA provides the services.*

### LAPR Mission

To provide Arizonans access to information about their government, their state, and their world by offering content in a variety of formats, preserving Arizona's history for future generations, and empowering local institutions to engage their communities in learning.

### LAPR Vision

All Arizonans will have access to information about their government, their state, and their world in a variety of formats; Arizona's history will be preserved for future generations, and local institutions will be empowered to engage their communities in learning.

### LAPR Values

**Accessibility:** Provide access for all Arizonans in a variety of formats, tapping the capabilities of current and emerging technologies.

**Preservation:** Preserve Arizona's history and government documents for future generations.

**Customer Service:** Deliver excellent customer service and user experience, regardless of format.

**Community Engagement:** Assist Arizonans in having the information to make informed decisions about their communities.

**Collaboration:** Collaborate with other agencies, governmental entities, non-profit organizations and the business community to

1. Exemplify the best practices in library services to Arizonans.
2. Share information resources.
3. Develop new tools and services.



## NEEDS ASSESSMENT

*The State Plan must identify specific needs for library services to be addressed in the pertinent five-year period. This needs assessment should be based on the SLAA's most recent five-year evaluation, complementary data, and advisory input. The SLAA should describe its data sources and the processes used to document the State's needs, the audiences to whom the data sources apply, the methods used for data analysis, and the expected process for periodically updating the State's knowledge of its library services needs.*

The Arizona LSTA Five-Year Plan (2023-2027) is informed by data gathered from multiple sources including:

- *Library Services and Technology Act Grants to States Program Implementation Evaluation FY2018-2022* prepared by Quality Metrics.
- *Needs Assessment* ([Appendix A](#)) by Quality Metrics.
- *Finding Balance: How the Arizona Library Association and the Arizona State Library, Archives and Public Records Can Support Arizona's Libraries in a Post-Pandemic Environment*, prepared by Brenda Brown-Lyons to identify challenges and crucial issues facing Arizona libraries ([Appendix B](#)).
- Focus group meetings with county librarians, library leaders, and library staff across multiple library types.
- Demographic data from the census and other sources, including the National Center for Education Statistics, and the State Data Center overseen by the Arizona Commerce Authority.
- Data collected in local and statewide surveys, including the Public Libraries Survey.

## Demographics Overview

Since 2010, Arizona's population has increased by nearly 12% to more than 7 million residents.<sup>2</sup> The percentage of people identified as White alone is 54%, while Hispanic people of any race make up another 31.5% of the population. For the remainder, the Census Bureau reports 4.3% are Black; 3.8% are American Indian and Alaska Natives, and 3.2 % are Asians. Two or more races make up another 3%.

Additional data collected in the American Community survey reports 12% have less than a high school education, and 23.8% have only a high school diploma. It reports 14.1% of Arizonans are below the poverty level and 10.6% have a disability.<sup>3</sup>

---

<sup>2</sup> 2020 Census, Arizona State Profile: <https://www.census.gov/library/stories/state-by-state/arizona-population-change-between-census-decade.html>

<sup>3</sup> Arizona Commerce Authority Demographics from Census Bureau Data: <https://www.azcommerce.com/oeo/population/demographics-census-data/>

While 75% of the population lives in Maricopa and Pima counties, the remaining quarter of the population is spread across 13 rural counties which often lack the infrastructure needed to support broadband internet and cellular reception, as well as the services that rely on those tools to provide access, such as remote education, telehealth, and government information.

According to data collected in the annual Public Libraries Survey for FY2020-2021, Arizona has 91 public and tribal library systems made up of 236 libraries, employing 2088 FTE staff, including 629 librarians, of which 470 are reported to have ALA-accredited Master's degrees. Of those 91 library systems, 48 (52.7%) have a legal service area of less than 10,000 people. According to the National Center for Education Statistics (NCES) FY 2020-21, Arizona has 75 degree granting institutions, which employ 539 full-time Librarians, curators, and archivists.<sup>4</sup> NCES data for Elementary/Secondary Information Systems report that Arizona's 691 public school districts employ 415.46 librarians/media specialists.<sup>5</sup>

## Needs Identified

In 2020 – 2021, top concerns expressed by Arizona library staff in focus groups and surveys were equity, diversity, and inclusion. Library staff noted the growing diversity of Arizona's population, and the importance of reaching out to all segments of the population to better understand and address their needs.

Patrons valued technology support and electronic resources available through libraries during the COVID-19 pandemic. The need to bridge the digital divide through skills development as well as connectivity and tools has not declined, especially in rural areas. Programs such as Public Access to Statewide Databases and Connect Arizona were noted by library staff as steps toward greater digital inclusion and equity.

The needs identified from the various data sources can be roughly collected into three categories:

- Access to information and resources.
- Education and skills development.
- Community connection and collaboration.

---

<sup>4</sup> National Center for Education Statistics, IPEDS Directory Information 2020. <https://nces.ed.gov/ipeds/>

<sup>5</sup> National Center for Education Statistics, ELSi, Public State Level Data, FY20-21. <https://nces.ed.gov/ccd/elsi/>



## GOALS OVERVIEW

The *Arizona LSTA Five-Year Plan (2023-2027)* includes four goals, which are as follows:

**GOAL 1: Information Preservation and Access** - Support preservation and stewardship of information in libraries and the State Archives, and encourage equitable access to information in a variety of formats.

- *LSTA Purpose 3 and 4 & LSTA Priorities 1, 2, and 7*

**GOAL 2: Informal Education** - Support lifelong learning programs that help to develop life literacies, including digital/technological, workforce, parenting, health, and financial literacies.

- *LSTA Purposes 5, 6, 7 and 9 & LSTA Priorities 1, 4, 5, and 6*

**GOAL 3: Institutional Improvements** - Support technology resources, staff skills, programs, and collections in libraries while addressing barriers to accessing these resources and services.

- *LSTA Purpose 8 & LSTA Priorities 3a and 3 b*

**GOAL 4: Inclusive Communities** - Support the efforts of libraries to engage with community members from diverse backgrounds, foster connections with other community organizations, and collaborate with partners to contribute to community well-being.

- *LSTA Purpose 6 & Priorities 4, 5, and 6*



These goals are interrelated, all with the intention of creating capable and resourced libraries focused on servicing the information needs of residents of the state of Arizona.

The projects in **Goal 1** provide a wide reach and impact for all residents across the state, as well as economies of scale that support the statewide mission of LAPR and the purposes and priorities of IMLS. Statewide projects provide equitable access to information for all Arizonans, regardless of where they may live.

This foundation serves the second priority of effective library programs, services, and collections. The focus of **Goal 2** is the wide range of programs and services provided by public libraries that encourage informal learning.

Strengthening the effectiveness of library staff through internships and professional development is the focus of **Goal 3**. Knowledgeable and effective staff are essential to the successful execution of this Plan and for the provision of effective library services.

**Goal 4** allows each library or group of libraries to identify the needs in their area and to design programs in response to these needs. The range of grant programs specified in Goal 4 reflects the various approaches libraries may take to respond to community needs. Flexibility in funding subgrants to libraries enables the LAPR and the state's public library community to serve the wide range of needs across the diverse communities in the state.

Under the Plan, the LAPR will use federal funds for statewide programs such as Interlibrary Loan (ILL), online homework help, online learning tools for Arizona workers, library workforce training, and a summer reading program for all ages. Subgrants may be used for a number of library-related projects including collections development, technology, digital literacy, and educational programs for people of all ages. Funds will be distributed widely among all beneficiary groups. In addition, the LAPR will use up to 4% of the state's allotment to support administration of the program, including costs of periodic regional meetings and similar convenings; costs associated with program administration such as grants management software; costs associated with the training to support implementation of LSTA; LAPR staff travel costs for various LSTA statewide, regional, and national activities; and engagement of an outside evaluator to conduct the evaluation of the LSTA program as required by IMLS.



## GOALS & PROJECTS

*Each goal for the five-year period should address at least one need identified in the needs assessment. These goals must be prioritized and the criteria for prioritization should be explained. 20 U.S.C. § 9134(b)(1). Additionally, all goals must address needs congruent with the purposes and priorities of the LSTA as stated in 20 U.S.C. § 9141.*

*The narrative for each goal must describe its supporting projects, and explain what will be done, for whom; which procedures will be used to carry them out; what benefit or outcome is expected; and how the SLAA will use IMLS funds to assist in meeting these goals. 20 U.S.C. § 9134(b)(2). The State Plan should include a timeline for program activities over the five-year period.*

### GOAL 1: Information Preservation and Access

**Support preservation and stewardship of information in libraries and the State Archives, and encourage equitable access to information in a variety of formats.**

Needs addressed: Access to information and resources; Community connection and collaboration

IMLS Purposes and Priorities addressed by Goal 1 (Numbering from IMLS):

Purpose 3: Facilitate access to resources in all types of libraries for the purpose of cultivating an educated and informed citizenry.

Purpose 4: Encourage resource sharing among all types of libraries for the purpose of achieving economical and efficient delivery of library services to the public.

Priority 1: Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills.

Priority 2: Establish or enhance electronic and other linkages and improve coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services.

Priority 7: Develop library services that provide all users access to information through local, State, regional, national, and international collaborations, and networks.

Primary IMLS Measuring Success Focal Area for Goal 1: Information Access

- IMLS Primary Measuring Success Intents
  - Improve users' ability to discover information
  - Improve users' ability to obtain and/or use information resources

### *Statewide Projects*

The State Library will use LSTA funds to make authoritative materials discoverable and accessible to all Arizonans, including state employees, students, entrepreneurs and inventors, family historians, researchers, policymakers, and the curious public. Projects such as statewide databases, statewide resource sharing, an ebook platform, government materials digitization, the Arizona Memory Project, and the Arizona Newspaper Collection preserve information and provide access to unique Arizona, government and related materials. The Talking Book Library's collection is available to all Arizona residents whose visual, physical, or reading disabilities prevent the reading of conventional print materials.

### *Subgrants*

The State Library will offer subgrants to public, tribal, school, special, and academic libraries to support information preservation, discovery, and access for Arizona residents.

### *Timeline*

Statewide and subgrant projects will take place throughout the five-year period of the grant.

Intended Outcomes	Data Sources	Targets for Change
Usage of statewide resources will maintain and/or increase	Usage data about statewide resources and linkages will be collected and reported annually	Baseline data; maintaining and/or improving baseline
Usage of Arizona Talking Book Library will increase	Usage, participation, and satisfaction survey	Baseline data; improving baseline

## **GOAL 2: Informal Education**

**Support lifelong learning programs that help to develop life literacies, including digital/technological, workforce, parenting, health, and financial literacies.**

Needs addressed: Education and skills development; Community connection and collaboration

IMLS Purposes and Priorities addressed by Goal 2 (Numbering from IMLS):

Purpose 5: Promote literacy, education, and lifelong learning, including by building learning partnerships with school libraries in our Nation's schools, including tribal schools, and developing resources, capabilities, and programs in support of State, tribal, and local efforts to offer a well-rounded educational experience to all students.



Purpose 6: Enable libraries to develop services that meet the needs of communities throughout the Nation, including people of diverse geographic, cultural, and socioeconomic backgrounds, individuals with disabilities, residents of rural and urban areas, Native Americans, military families, veterans, and caregivers.

Purpose 7: Enable libraries to serve as anchor institutions to support community revitalization through enhancing and expanding the services and resources provided by libraries, including those services and resources relating to workforce development, economic and business development, critical thinking skills, health information, digital literacy skills, financial literacy and other types of literacy skills, and new and emerging technology.

Purpose 9: Ensure the preservation of knowledge and library collections in all formats and enable libraries to serve their communities during disasters.

Priority 1: Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills.

Priority 4: Develop public and private partnerships with other agencies, tribes, and community-based organizations.

Priority 5: Target 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.

Priority 6: Target 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 (as defined by the Office of Management and Budget and revised annually in accordance with section 9902(2) of title 42) applicable to a family of the size involved.

Primary IMLS Measuring Success Focal Area for Goal 2: Lifelong Learning

- IMLS Primary Measuring Success Intents
  - Improve users' formal education
  - Improve users' general knowledge and skills
- IMLS Primary Measuring Success Intents: Human Services
  - Improve users' ability to apply information that furthers their parenting and family skills
  - Improve users' ability to apply information that furthers their personal and family health & wellness

IMLS Primary Measuring Success Intents: Economic and Employment Development

- Improve users' ability to apply information that furthers their personal, family or household finances
- Improve users' ability to use resources and apply information for employment support
- Improve users' ability to use and apply business resources

#### *Statewide Projects*

The State Library will use LSTA funds to support Building a New Generation of Readers, a statewide early literacy project designed by the Arizona State Library to support public and school libraries in teaching parents and early childcare providers strategies to prepare preschool children from birth to become readers. With the State Library providing staff training and materials, participating libraries create family-friendly spaces, offer workshops, and incorporate instruction into existing programs for preschoolers, their families, and caregivers.

The Arizona Reading Program supports literacy development and lifelong learning by providing resources that assist public and tribal libraries to plan, promote, and implement summer reading programs. E-resources training informs the public and library staff about online databases, learning platforms and other electronic materials available through Arizona libraries.

#### *Subgrants*

The State Library will offer subgrants to public, tribal, school, special and academic libraries to support lifelong learning and literacy for Arizona residents.

#### *Timeline*

Statewide and subgrant projects will take place throughout the five-year period of the grant.

<b>Intended Outcomes</b>	<b>Data Sources</b>	<b>Targets for Change</b>
Participants in library informal education programs will report increased knowledge of topic	Patron surveys	75% or more of participants
Increase in number of summer reading program participants and number of minutes read	Summer reading program data reported by libraries	Baseline data; improving baseline
Maintain or increase the number of calls to Digital Navigators	Administrative data	Baseline data; maintaining and/or improving baseline



## GOAL 3: Institutional Improvements

**Support technology resources, staff skills, programs, and collections in libraries while addressing barriers to accessing these resources and services.**

Needs addressed: Education and skills development; Community connection and collaboration

IMLS Purposes and Priorities addressed by Goal 3 (Numbering from IMLS):

Purpose 8. Enhance the skills of the current library workforce and recruit future professionals, including those from diverse and underrepresented backgrounds to the field of library and information services.

Priority (3) (a) Provide training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services, and

(b) enhance efforts to recruit future professionals, including those from diverse and underrepresented backgrounds to the field of library and information services.

Primary IMLS Measuring Success Focal Area for Goal 4: Institutional Capacity

- IMLS Primary Measuring Success Intents
  - Improve the library workforce
  - Improve library's physical and technological infrastructure
  - Improve library operations

### *Statewide Projects*

The State Library will use LSTA funds to provide continuing education projects which include Leadership Institutes and Summits that explore essential elements of good leadership and provide planning opportunities for library leaders; Summer Library Institute which provides training for non-MLS public library staff serving mostly small and rural libraries throughout Arizona; tribal library outreach; in-person and online staff trainings on a variety of topics; and scholarships to attend professional development events and conferences.

Library services consultants work with staff from libraries all over Arizona to provide them with information they need on best practices of librarianship to do their jobs well and to think creatively about current and future needs of their communities.

LSTA funds will also help leverage e-rate consulting provided by the State Library. Libraries play a major role in leveling the playing field for underserved and unserved customers by providing affordable broadband access for learning, health, business, and recreational information needs. The State Library will collect Arizona Public Library Statistics, using LSTA funds to support data analysis, visualization, and dissemination.

### *Subgrants*

The State Library will offer subgrants to public, tribal, school, special and academic libraries to support institutional improvements.

### *Timeline*

Statewide and subgrant projects will take place throughout the five-year period of the grant.

Intended Outcomes	Data Sources	Targets for Change
Library staff will report increased knowledge of and confidence in using information learned in professional development training	Post-program surveys of library staff including rating of knowledge level, confidence, and likelihood of applying what they learned	75% or more of staff
Maintain or increase the number of libraries that apply for e-rate	Administrative data	Baseline data; maintaining and/or improving baseline
Maintain or increase the number of libraries that complete the Public Libraries Survey (PLS)	Administrative data	Baseline data; maintaining and/or improving baseline

## **GOAL 4: Inclusive Communities**

**Support the efforts of libraries to engage with community members from diverse backgrounds, foster connections with other community organizations, and collaborate with partners to contribute to community well-being.**

Needs addressed: Community connection and collaboration; Access to information and resources

IMLS Purposes and Priorities addressed by Goal 4 (Numbering from IMLS):

Purpose 6: Enable libraries to develop services that meet the needs of communities throughout the Nation, including people of diverse geographic, cultural, and socioeconomic backgrounds, individuals with disabilities, residents of rural and urban areas, Native Americans, military families, veterans, and caregivers.

Priority 4: Develop public and private partnerships with other agencies, tribes, and community-based organizations.



Priority 5: Target 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.

Priority 6: Target 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 (as defined by the Office of Management and Budget and revised annually in accordance with section 9902(2) of title 42) applicable to a family of the size involved.

Primary IMLS Measuring Success Focal Area for Goal 3: Inclusive Communities

- IMLS Primary Measuring Success Intents: Civic Engagement
  - Improve users' ability to participate in their communities
  - Improve users' ability to participate in community conversations around topics of concern

#### *Statewide Projects*

The State Library will use LSTA funds to provide model programs, resources, and materials to support libraries with community conversation projects such as America250.

The Arizona Talking Book Library assists individuals with disabilities to obtain resources and training to compete in the today's workforce, specifically workforce knowledge, abilities and skills, digital literacy, Braille, and other literacies. LSTA funding will develop projects to improve quality of life for seniors with visual or physical disabilities and who qualify for the talking book program, and to provide access to digital tools and resources.

The State Library recognizes digital inclusion as a necessary step in overcoming digital inequalities and to ensuring greater social and economic participation for all Arizona residents. Digital inclusion embraces access to affordable, robust Internet service, the availability of hardware and software, digital literacy skills, quality technical support, and relevant content and services. Although digital inclusion has been placed in Goal 4, it underpins each of the State Library's goals of Information Preservation and Access, Informal Education, Institutional Improvements, and Inclusive Communities.

#### *Subgrants*

The State Library will offer subgrants to public, tribal, school, special and academic libraries to support community engagement and digital equity for Arizona residents.

#### *Timeline*

Statewide and subgrant projects will take place throughout the five-year period of the grant.

Intended Outcomes	Data Sources	Targets for Change
Increase number of community conversation programs hosted or co-hosted by libraries	Administrative data and subrecipient reports	Baseline data; improving baseline
Participants in community conversation programs will report increased knowledge of topics	Surveys	65% or more of participants

## COORDINATION EFFORTS

*This section must include a crosswalk that maps each goal to one or more of the six Measuring Success focal area(s) and maps associated projects to one or more of the fourteen corresponding intent(s).*

### Goal 1: Information Preservation and Access

Need	Focal Area	Project	Intent(s)
<ul style="list-style-type: none"><li>• Access to information and resources</li><li>• Community connection and collaboration</li></ul>	Information Access	<ul style="list-style-type: none"><li>• Statewide databases</li><li>• Statewide resource sharing</li><li>• Government information digitization</li><li>• Reading Arizona</li><li>• Arizona Memory Project</li><li>• Arizona newspapers</li><li>• Arizona legal resources</li><li>• State Archives conservation and digitization activities</li><li>• Increasing access for visually impaired veterans</li><li>• Talking Book Library discovery and access</li><li>• Subgrants to public, tribal, school, special and academic libraries for information preservation, digitization, discovery and access</li><li>• Other programming as identified</li></ul>	<ul style="list-style-type: none"><li>• Improve users' ability to discover information.</li><li>• Improve users' ability to obtain and/or use information resources.</li></ul>



## Goal 2: Informal Education

Need	Focal Area	Project	Intent(s)
<ul style="list-style-type: none"> <li>• Education and skills development</li> <li>• Community connection and collaboration</li> </ul>	<ul style="list-style-type: none"> <li>• Lifelong Learning</li> <li>• Human Services</li> <li>• Economic and Employment Development</li> </ul>	<ul style="list-style-type: none"> <li>• Building a New Generation of Readers</li> <li>• Arizona Reading Program</li> <li>• E-resources training</li> <li>• Digital Navigators</li> <li>• Arizona Genealogy Day</li> <li>• XR in AZ Libraries</li> <li>• Subgrants to public, tribal, school, special and academic libraries support lifelong learning and literacy for Arizona residents</li> <li>• Other programming as identified</li> </ul>	<ul style="list-style-type: none"> <li>• Improve users' general knowledge and skills</li> <li>• Improve users' formal education</li> <li>• Improve users' ability to apply information that furthers their parenting and family skills</li> <li>• Improve users' ability to apply information that furthers their personal or family health &amp; wellness</li> <li>• Improve users' ability to apply information that furthers their personal, family or household finances</li> <li>• Improve users' ability to use resources and apply information for employment support</li> <li>• Improve users' ability to use and apply business resources</li> </ul>



### Goal 3: Institutional Improvements

Need	Focal Area	Project	Intent(s)
<ul style="list-style-type: none"> <li>• Education and skills development</li> <li>• Community connection and collaboration</li> </ul>	Institutional Capacity	<ul style="list-style-type: none"> <li>• In-person and online continuing education</li> <li>• Summer Library Institute</li> <li>• Leadership Institute</li> <li>• Leaders' Summit</li> <li>• Internship program and support</li> <li>• Library services consulting</li> <li>• Digital technology projects</li> <li>• Tribal library outreach</li> <li>• Continuing education scholarships</li> <li>• E-rate support</li> <li>• Public library statistics</li> <li>• Subgrants to public, tribal, school, special and academic libraries for institutional improvements</li> <li>• Other programming as identified</li> </ul>	<ul style="list-style-type: none"> <li>• Improve library's workforce</li> <li>• Improve the library's physical and technological infrastructure</li> </ul>

### Goal 4: Inclusive Communities

Need	Focal Area	Project	Intent(s)
<ul style="list-style-type: none"> <li>• Community connection and collaboration</li> <li>• Access to information and resources</li> </ul>	Civic Engagement	<ul style="list-style-type: none"> <li>• America250</li> <li>• Voter registration in libraries</li> <li>• Community conversations</li> <li>• Arizona Talking Book Library Outreach</li> <li>• Teleservices in libraries</li> <li>• Digital equity projects</li> <li>• Subgrants to public, tribal, school, special and academic libraries for projects supporting community engagement, especially in partnership with other local organizations including museums</li> <li>• Other programming as identified</li> </ul>	<ul style="list-style-type: none"> <li>• Improve users' ability to participate in their community</li> <li>• Improve users' ability to participate in community conversations around topics of concern</li> </ul>

The Arizona State Library, Archives and Public Records, a division of the Arizona Secretary of State, works closely with state agencies and offices. These partnerships are expected to continue through 2027.

- The Arizona Talking Book Library branch collaborates with the **Arizona Department of Economic Security's Rehabilitation Services Administration** to provide access to audio newspapers, magazines and job listings for individuals who are blind or visually impaired and unable to read the print versions.
- Arizona Talking Book Library is represented on the **Governor's Council on Blindness and Visual Impairment**, with the branch administrator serving as an ex-officio member.
- The Governor's Council works to ensure that the specialized needs of blind and visually impaired Arizonans are addressed effectively, to encourage broad participation by other organizations and individuals interested in blind and visually impaired Arizonans, and to develop and periodically review and recommend goals and objectives to meet the needs of blind and visually impaired Arizonans. The Talking Book Library administrator is an active member of the Public Information Committee of the Council and the previous administrator was an integral part of the Department of State's assistance in 2016 in developing and populating an online database which links to resources for the blind, low vision and low vision/low hearing population in Arizona.
- The State Library is also committed to supporting the work of a local service, **Sun Sounds of Arizona**, which provides a free radio reading program for people who cannot read or hold print material due to a disability. Each year the State Library provides designated funding to Sun Sounds, as well as encouraging the coordination of joint efforts between the Arizona Talking Book Library and Sun Sounds. The two entities work together to promote awareness of both programs and reach a larger audience who cannot read conventional print.
- The State E-rate Coordinator for public libraries maintains the following partnerships:
  - **Arizona Department of Education** to provide joint trainings and create tools to promote and facilitate E-rate applications.
  - **Arizona State Procurement Office** to negotiate state purchasing agreements.
  - **Arizona State Land Department** for mapping libraries and the broadband speeds they get and the service providers they use.
- The State Librarian has a seat on the board of directors of the **Arizona Telecommunications & Information Council (ATIC)**. State E-Rate Coordinator is an Associate on that Board and a member of the **Arizona Technology Council (AzTC)**. ATIC and AzTC function as recognized and authoritative organizations informing technology policy development. State Library participation helps to leverage grants, expertise, demand and outreach.
- The State E-rate Coordinator is also on the Board of Directors for **GAZeL (Greater Arizona e-Learning)** whose mission is to promote and adopt innovative learning using affordable broadband.
- The State Librarian, State E-Rate Coordinator, and Library Development staff collaborate with a number of agencies and organizations through the Arizona Broadband



Stakeholders Network. One is the State Broadband Office, under the Arizona Commerce Authority. Staff have presented at the Commerce Authority's Broadband Workshops to support digital inclusion and broadband adoption efforts and participate in the statewide broadband mapping working group.

- Produced in partnership with **Arizona Humanities**, the State Library helps provide FRANK Talks in Arizona libraries. These face-to-face events are free, thought-provoking, expert-facilitated discussions on important issues facing Arizona communities. They are structured to encourage discussion and inspire people to practice the skills of citizenship.
- **Arizona State Parks** is a strong supporter and partner in the statewide Summer Reading Program. Since 2017, Arizona State Parks has promoted the Arizona Summer Reading Program by providing 25,000 park passes each year to Arizona libraries to share with their summer reading participants.
- Library Development supports libraries statewide with materials and training to be leaders in their communities in working with parents and caregivers to prepare children to enter school ready to read. **First Things First** is a statewide organization with a mission to be "one of the critical partners in creating a family-centered, comprehensive, collaborative and high-quality early childhood system that supports the development, health and early education of all Arizona's children birth through age five." (See <https://www.firstthingsfirst.org>.) A board and 28 Regional Councils oversee the expenditure of funding provided by an 80-cent per pack tax on tobacco products. The State Library helps to support their annual summit, staffs an exhibit table with information about libraries and early literacy, and encourages librarians to participate in their local councils and to apply for grant funding for early literacy initiatives.
- The State Library's Law and State Government Publications collections support the work of **Arizona State Government** and policy researchers nationwide by collecting and preserving Arizona legal materials and State Government Publications. Library Staff supports the legal and policy information needs of agencies in all three branches of Arizona Government by providing reference services, research training, and interlibrary loan. In addition to preserving unique materials in print, the Law and State Government Publications collections participate in the State Documents Depository Program in partnership with other libraries throughout the state and aim to make as much of their material freely available in online collections via the Arizona Memory Project. As a Regional Federal Depository Library, the Research Library collects all material sent to it by the Federal Government Printing Office (in a variety of formats) and works throughout the year with Arizona's other Federal Depository Library Program participants, which include public, community college, and university libraries.
- The State of Arizona Research Library and Library Development branches work closely with the **State Data Center**.



## EVALUATION PLAN

*The State Plan must include an evaluation plan that describes the methodology that will be used to evaluate the success of projects established in the State Plan. 20 U.S.C. § 9134(b)(4). SLAAs should include objectives and indicators for each goal. Projects that include components of public and library staff instruction, content creation or acquisition, and planning and evaluation will be evaluated using outcomes-based assessment questions built into the program's reporting system, the State Program Report (<http://imls-spr.imls.gov/>). SLAAs will also conduct five-year evaluations as directed by legislation. 20 U.S.C. § 9134(c).*

The Arizona State Library will use a variety of methodologies to evaluate the success of the projects in meeting the goals of the *Arizona LSTA Five-Year Plan (2023-2027)*. These include ongoing evaluation throughout the period of the Plan:

- Surveys (paper and web-based) and/or interviews upon completion of projects: summer reading and grant funded projects.
- Surveys (paper and web-based) and/or discussions at library administrator meetings to determine outcomes and effectiveness of projects related to training, library development and communications.
- Project reports from grantees upon program completion, to include outcomes based on expectations set in applications. State Program Reports (SPR) will be completed and submitted to IMLS every year.
- Collections and analysis of PLS data and other data identified by the State Library staff.

In addition, the Arizona State Library will engage an outside evaluator to conduct an assessment of the completed Plan as required by IMLS. Included in this evaluation will be an examination of data and evaluations conducted throughout the period of the Plan, stakeholder input activities to be determined by the evaluator, and discussions with the State Library staff, leadership, and key partners.

## STAKEHOLDER INVOLVEMENT

*Stakeholder involvement, communication, and monitoring are essential elements of a State Plan and must be integrated into it. SLAAs must describe the procedures that will be used to involve libraries and library users throughout the State in policy decisions regarding the development, implementation, and evaluation of the State Plan. 20 U.S.C. § 9134(b)(5).*

The *Arizona LSTA Five-Year Plan (2023-2027)* is based on extensive input from the library community, from independent evaluators, and from other stakeholders. This includes information and data gathered through individual interviews, focus groups, and surveys.



The assessment of the State Library's efforts in carrying out the 2018-2022 Plan was conducted by QualityMetrics Chief Executive Officer Dr. Martha Kyrillidou, assisted by associate researchers Joe Matthews and William Wilson. The process used in the assessment included both retrospective and prospective components and gathered valuable information both for the evaluation and for the subsequent planning process. Interviews, focus groups, a web-based survey of libraries and librarians, and a postcard survey to randomly selected households in Arizona were conducted in addition to an extensive review of State Program Report (SPR) data.

QualityMetrics was subsequently engaged to facilitate the State Library's LSTA planning process. A review of the evidence with a focus on prospective changes was conducted. Frequent Zoom sessions were conducted by QualityMetrics that involved the State Librarian and the LSTA Coordinator, and planning sessions with the Library Leadership team, and a review of documents, reports, and meeting data from planning happening within the library and state agency communities. Input on the evaluation and the plan was sought from Secretary of State Administration as well.

In addition, LAPR commissioned a study by Brenda Brown-Lyons with two goals in mind: to provide insight into the most crucial issues Arizona libraries are experiencing as a result of the epidemic; and to determine how LAPR and the Arizona Library Association (AzLA) can collaborate to support libraries, library staff, and the Arizona residents for whom they provide essential services. Brown-Lyons facilitated virtual discussions with county librarians, teacher librarians, academic library leaders, LAPR staff, urban library leaders, Maricopa County Library Council members, new AzLA members, non-AzLA members, and members of AzLA divisions, special interest groups and committees.

Going forward, LAPR will continue to solicit input and feedback from county librarians, library leadership, Maricopa County Library Council, and other stakeholders.

## COMMUNICATION AND PUBLIC AVAILABILITY

*SLAAs must describe the channels that will be used to communicate to stakeholders the content of the State Plan and any results, products, processes, or benefits. Each SLAA receiving a grant must make the State Plan readily available to the public and share it with the library community. 20 U.S.C. § 9134(e)(2).*

Once the *Arizona LSTA Five-Year Plan (2023-2027)* has been approved by IMLS, the State Library will post the Plan on the agency website where it will remain throughout the duration of its implementation. The State Library's leadership will present the Plan to agency staff and preparation for the implementation of the Plan will commence.

The Plan's goals may be amended if such an alteration is dictated by community needs. Budgets, specific activities, and anticipated products and services may also be adjusted based on LAPR's capacity to carry out the Plan as proposed. However, any substantive revisions to

the Plan will be submitted to IMLS in accordance with IMLS guidelines and the provisions of the Museum and Library Services Act. LAPR will publicize the achievement of significant milestones identified in the Plan as well as ongoing results of its efforts. The State Library will also comply with reporting requirements through the SPR. Finally, both achievements and shortcomings will be shared with stakeholders within the state as part of an ongoing effort to improve performance and to increase the positive impact of projects and activities.

## MONITORING

*SLAAs must describe the procedures for continuous tracking of current performance in relation to the State Plan. See, 2 C.F.R. 200.327-332. This monitoring should comply with reporting requirements related to the State Program Report.*

Appropriate LAPR staff will monitor the implementation of *Arizona LSTA Five-Year Plan (2023-2027)* on a continuous basis by tracking the execution of all aspects of the Plan. Specific staff will be tasked with preparing and generating relevant reports as required as well as to inform decision making. A component of this tracking will be the monitoring of any subgrant projects that are funded with LSTA dollars. Subrecipients will be required to submit semi-annual status reports and final reports on the status and results of each project. This will be supplemented with a combination of on-site monitoring visits, phone calls, emails, and other virtual contact.

All projects, including any subgrant projects as well as those directly administered by LAPR, will be monitored on a regular basis as ongoing activities are conducted, documented, and measured. Information and data collected as part of this process will be used to inform LAPR's reporting to IMLS in the annual SPR.

Monitoring will comply with the requirements and procedures outlined in 2 CFR 200.327-332

- 2 CFR 200.327 - Financial Reporting
- 2 CFR 200.328 - Monitoring and Reporting Program Performance
- 2 CFR 200.329 - Reporting on Real Property
- 2 CFR 200.330 - Subrecipient and Contractor Determination
- 2 CFR 200.331 - Requirements for Pass-Through Entities
- 2 CFR 200.332 - Fixed Amount Subawards



## ASSURANCES

The following assurances are being submitted with this Plan:

- Program Assurances for 2023 Grant Award (Includes compliance with Internet Safety; Trafficking in Persons; Nondiscrimination; Debarment and Suspension; Drug-Free Workplace; Federal Debt Status; and Lobbying requirements)
- Non-Construction Assurance Form (SF-424B)
- State Legal Officer's Certification of Authorized Certifying Official
- Internet Safety Certification for Applicant Public Libraries, Public Elementary and Secondary School Libraries and Consortia with Public and/or Public School Libraries

## APPENDIX A: Needs Assessment

Prepared by QualityMetrics

### *Preface on Data Used*

Most of the data used in this report is from the U.S. Census; other sources are cited where used. The census data used for the overview section includes data from the decennial census, both the 2020 redistricting data and the 2010 decennial data. Any data cited from 2020, both in the overview and what makes up the majority of the data in the rest of this report, is from the 2020 5-year (2016-2020) American Community Survey (ACS), which includes a greater number of topics than that found in decennial census data. 2015 comparisons for this data are from the 2011-2015 ACS. The highly rural nature of many Arizona counties means that the 5-year ACS estimates had to be used, rather than the 1-year estimates (which are [only available for areas with populations over 65,000](#)).

The 2020 population for the State of Arizona was 7,151,502, an 11.9% increase over the 2010 population. In the intervening 10-year period, the population has become much more diverse. 53.4% of the population is White (down from 73.0% in 2010), and the Hispanic population has grown slightly to 30.7% of the State's total (29.6% in 2010). African Americans comprise 4.4%, American Indians 3.7%, and Asians 3.5% of the State's population.

### **Population Distribution**

Most of the State's population live in the greater Phoenix Metropolitan area and around the Tucson area (Maricopa and Pima Counties account for 76.41% of the State's total population). Phoenix is the only state capital with more than 1 million people. The remaining population is widely scattered in the remaining 13 counties.

While the American Indian population in the state is relatively small, Indian tribal lands account for about 27.1% of the State's 113,998 square miles of land. In addition, Arizona has substantial federal lands with seven national parks, including the Grand Canyon, within its borders (approximately 42.29% of state land or some 30,741,287 acres managed by the Bureau of Land Management and the U.S. Forest Service).

The terrain of the state varies greatly from the desert in the southern portion of the state to rugged canyons, mountain ranges and forests in higher elevations of Arizona. This highlights the challenges of delivering quality library services in sparsely populated areas, including tribal lands.

Low tax revenues in smaller communities and high transportation costs make the provision of courier services difficult.

Technology can close the distance gap, but having access to high speed, broadband Internet (fiber optic lines) is a challenge where great distances and a sparse population are not very



profitable to service providers. It should be noted that applications for grants to install broadband are being received by the Arizona Broadband Development Grant Program. Typically, there are significant variations in the rates of broadband adoption between regions and demographic groups and thus, the “Digital Divide” will continue to exist for some time.

### **Changing Demographics**

The increased diversity means that 27.1% of the State’s population speak a language other than English at home.<sup>6</sup> A Latino population representing about one-third (32%) of all residents, 20.3% of the state’s population speak Spanish, 1.32% of the population speak Navajo, 0.49% speak Chinese, 0.45% speak other native North American languages, and 0.44% speak Tagalog. Among the many other languages spoken in Arizona are Arabic, German, Vietnamese, Hindi, Swahili, French and Korean.<sup>7</sup>

### **Age Distribution**

The age distribution of Arizona residents closely parallels that of the United States with the exception that Arizona has a slightly larger senior population (18.0% of Arizona’s population is over 65 while the U.S. average is 16.5%).<sup>8</sup>

### **Education**

The COVID-19 pandemic has had a clear and negative impact on the ongoing educational progress of students of all ages. 78.7% of Arizona high school students graduate with a diploma (the U.S. average is 85.3%).<sup>9</sup> Research has shown that the two most important indicators of high school graduation are kindergarten readiness and reading at grade level by the end of third grade.<sup>10</sup>

One survey of Arizona citizens found that the state has high educational aspirations yet its performance is lacking.<sup>11</sup> According to the Annie E. Casey Foundation, Arizona ranks 47<sup>th</sup> among the 50 states on an Education Index.<sup>12</sup> The achievement gap is primarily the result of different levels of support children receive when they are not in school – before they start kindergarten, before and after school, during summer vacation and the level of parental involvement.

---

<sup>6</sup> American Community Survey, 2019.

<sup>7</sup> Data USA. Available at <https://datausa.io/profile/geo/arizona>

<sup>8</sup> Arizona U. S. Census Bureau QuickFacts United States

<sup>9</sup> Data available at <https://mapazdashboard.arizona.edu/education/high-school-graduation-rates>

<sup>10</sup> Annie E. Casey Foundation. (2021). *2021 KIDS COUNT data book: State trends in child well-being*. Available at <https://www.aecf.org/resources/2021-kids-count-data-book>

<sup>11</sup> *The Arizona We Want 2.0: The Case for Action*. Center for the Future of Arizona, 2013.

<sup>12</sup> The Annie E. Casey Foundation. *2021 Kids County Data Book: State Trends in Child Well-Being*. Available at <https://www.aecf.org/resources/2021-kids-count-data-book>

The challenge is that many Arizona families lack access to affordable and convenient early learning, afterschool, and summer enrichment programs. Public libraries can help fill the gap by providing early literacy programs, summer reading programs, and partnering with schools for after school and summer enrichment programs, especially STEAM programs (Science, Technology, Engineering, Arts and Music). Governor Ducey announced the launch of a summer camp for students with an emphasis on math, reading, and civics (a possible partnership opportunity for public libraries).<sup>13</sup>

Despite what library collections, programs and services offer, many library services and their associated benefits are not widely known or understood by local community members. Libraries need to do a better job to promote their resources and services and to communicate with local governments stakeholders.

In the face of a difficult and uncertain job market, some states, such as Texas, are developing new and expanding credentialing opportunities helping individuals distinguish their education and talents with industry-recognized certifications and credentials.<sup>14</sup>

## **Technology**

The widespread adoption of technology into everyday life coupled with the rapid evolution of the technology itself has Arizona libraries concerned about how to keep pace with the rapid pace of change. The pandemic has highlighted the need for fast, reliable, secure, and affordable broadband Internet access for all. Yet, high-speed broadband, defined as 100 MB download speed and 10 MB upload speed, is not available for many tribal, rural, and underserved communities and neighborhoods.<sup>15</sup> Clearly the Digital Divide continues to exist and will continue to exist for the foreseeable future.

There are three related concerns about providing access to digital content: first, most digital content provided by libraries is expensive and must be licensed (not purchased) each year; second, the preservation of digital content that has been created by libraries must be sustained year-after-year; and third, the user interface for the Websites providing access to Arizona focused digital content must be significantly improved.

## **Equity**

With most of the state's population living in more affluent and urban areas, people living in the more rural areas are not receiving the same level of library services. This suggests that the

---

<sup>13</sup> 2022 State of The State: Summer Learning Camps for Arizona Kids. News Release, January 10, 2022. Available at [azgovernor.gov](https://azgovernor.gov)

<sup>14</sup> Texas Credentials for the Future Initiative. March 2021. Available at <https://www.utsystem.edu/offices/academic-affairs/academic-innovation/texas-credentials-future-initiative>

<sup>15</sup> Arizona Broadband Stakeholder Network. COVID-19 Digital Access Task Force Report and Recommendations. November 20, 2021. Available at <https://www.arizonatele.org/covid19-about.html>



State Library might provide a base level of services for all residents, especially in licensing electronic resources.

### **Economic Opportunity**

A recent report released by the Arizona Governor's office estimates that Arizona will have an annual job growth rate of 2.2% over the coming decade (U.S. job growth rate over the same period is expected to be 0.7%).<sup>16</sup> The largest gains are expected in the education, health services, construction, and professional and business services sectors.

Yet, the COVID-19 pandemic has caused many people to reconsider the kind of job that they have and want to make a change. 20 million Americans have quit their jobs since April 2021 in what some are calling the "Great Resignation."<sup>17</sup>

### **Climate Change**

Large urban areas such as Phoenix and Tucson are susceptible to rising temperatures from climate change as pavement, buildings and other structures absorb heat creating a phenomenon known as urban heat island effect. For 144 days last year, Phoenix area temperatures exceeded the 100-degree mark. A quarter of home energy costs goes towards running air conditioning units and the costs of electricity are likely to increase over the coming decade.<sup>18</sup>

### **Conclusion**

As we struggle to return to a normal lifestyle during this COVID-19 pandemic, Arizona public libraries will need to embrace the reality that the delivery of in-person services and programs will need to become more of a hybrid service delivery model that encompasses both in-person and online services.

---

<sup>16</sup> Office of Economic Opportunity. *Arizona 2020-2030 Projected Employment Report: State Projected to Add Almost 721,689 Jobs over Next 10 Years*. Phoenix: Arizona, November 8 2021. Available at [https://www.azcommerce.com/media/xj4j3pva/2020-2030\\_projectedemploymentreport.pdf](https://www.azcommerce.com/media/xj4j3pva/2020-2030_projectedemploymentreport.pdf)

<sup>17</sup> Gravitas Plus: The Great Resignation. October 30, 2021. Available at <https://www.youtube.com/watch?v=pOphlpddRAk>

<sup>18</sup> Climate costs will strain Arizonans' health and economy. Environmental Defense Fund. December 1, 2020. Available at <https://www.edf.org/climate/costofinaction/arizona#:~:text=In%20Arizona%2C%20climate%20change%20is,bills%2C%20crop%20losses%20and%20more.>

## APPENDIX B: Finding Balance in Uncertain Times

### How the Arizona Library Association and the Arizona State Library, Archives and Public Records Can Support Arizona's Libraries in a Post-Pandemic Environment (Rev. 2022)

#### Executive Summary

##### Background

Arizona libraries have been impacted by the COVID-19 pandemic, associated executive orders, and economic challenges. This project was commissioned by the Arizona State Library, Archives and Public Records (LAPR) and compiled by Brenda Brown-Lyons with two goals in mind: to provide insight into the most crucial issues Arizona libraries are experiencing as a result of the epidemic; and to determine how LAPR and the Arizona Library Association (AzLA) can collaborate to support libraries, library staff, and the Arizona residents for whom they provide essential services.

##### Analytical Approach

In March and April of 2021, Brown-Lyons facilitated virtual discussions with Arizona library leaders, librarians, and paraprofessional staff to share the concerns and barriers facing their libraries, as well as identify ways AzLA and LAPR can continue to support them post-pandemic.

- 135 invitations
- 50 participants
- 14 discussions

Participants included county librarians, teacher librarians, academic library leaders, LAPR staff, urban library leaders, MCLD members, new AzLA members, non-AzLA members, and members of AzLA divisions, special interest groups and committees.

The discussions were recorded and transcribed. Concerns and barriers were sorted into nine categories and ranked by frequency. Responses related to support from AzLA and LAPR were similarly categorized and ranked.

Out of these categories, Brown-Lyons formed a series of recommendations related to those specific areas of focus for AzLA and LAPR to consider.



## Findings

Arizona libraries adapted quickly to modify services during the COVID-19 pandemic, but staff expressed concerns about their libraries' changing role within their communities in the face of declining visitor counts and tenuous funding. In addition, library staff identified concerns about systemic racism, civil unrest, and how to meet the needs of underserved populations.

Crucial Issues	Rank	Frequency of Response	Original Concerns
Equity, Diversity and Inclusion	1	21.0 %	Equity, Diversity and Inclusion, Digital Divide & Digital Literacy, Underserved Populations & Public Transportation
Declining Visits	2	17.1 %	Declining Visits, Competition for Customers & Outreach & Marketing
Budget Advocacy	3	16.3 %	Budget Reductions, Staff Reductions & Telling Our Story with Statistics
Shifting Service Models	4	13.2 %	Doing More with Less, Program Planning (virtual & in person)
Safety and Morale	5	11.3 %	Staff Mental Health, Morale & Fear & Customer Safety
Strategic Planning	6	9.3 %	Planning & Space Utilization
Community Engagement	7	7.4 %	Rebuilding Partnerships, Community Engagement & Volunteers
Benchmarking	8	2.3 %	Consistent services across library systems
Relevancy	9	2.0 %	Relevancy

Responses to questions about how AzLA and LAPR can support Arizona libraries were grouped thematically and listed by frequency of mention.

How AzLA Can Support Arizona Libraries		How LAPR Can Support Arizona Libraries	
Communication	26%	Professional Development	29%
Advocacy	19%	LSTA, SGIA, CARES & Scholarship Grants	22%
Leadership Development	16%	Reference Services & Government Documents	22%
Networking	14%	Planning Support	16%
Professional Development	13%	Electronic Resources	7%
Engagement	12%	Statistical Reporting	4%

#### Recommendations for AzLA

Communication	Establish monthly, bi-monthly or quarterly online recorded program meetings where best practices are shared with AzLA members from throughout the state at all staffing levels of library organizations.
Advocacy	Continue to shape public policy and raise public awareness about library services and program by supporting advocacy on national, state, regional and local levels.
Leadership Development	Continue to provide ongoing leadership development by engaging with members to actively participate in the organization, including presentation opportunities for members at all organizational levels.
Networking	Provide opportunities for members to network on local, regional and statewide levels.
Professional Development	Continue to provide an annual conference for library staff at all levels from throughout Arizona.
Engagement	Encourage participation in AzLA for staff at all organizational levels.

#### Recommendations for LAPR

Professional Development	Continue to offer no cost training opportunities on timely and diverse topics for library staff at all organizational levels.
LSTA, SGIA, CARES & Scholarship Grants	Expand grant opportunities by continuing to provide LSTA, SGIA, CARES & Scholarship grants while looking for additional grants and providing grant writing trainings to aid new library grant writers
Reference Services & Government Documents	Deliver Reference and Government Document services for librarians and researchers in a timely manner
Planning Support	Revisit providing consultant-based evaluation and strategic planning training
Electronic Resources	Maintain existing support of electronic databases, E-rate resources and bandwidth upgrades while looking for additional ways to enhance digital offerings and close the Wi-Fi gap.
Statistical Reporting	Update data points to ensure that statistics help library leaders demonstrate their library's value for stakeholders in a transitional environment.

#### Conclusion

The crucial issues expressed by Arizona library leaders and staff members through this project provide a framework that informs action for both organizations. By working cohesively, Arizona Library Association and the Arizona State Library, Archives and Public Records can provide the support critical to the post-pandemic recovery of Arizona's library institutions.

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF MONICA S. VILLALOBOS**

Pursuant to 28 U.S.C. § 1746, I, Monica S. Villalobos, hereby declare as follows:

1. I am a resident of the State of Arizona. I am over the age of 18 and have personal knowledge of all the facts stated herein, except to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.



2. I am currently employed by the Arizona Hispanic Chamber of Commerce (AZHCC) as President and CEO. The AZHCC was established in 1948 and is a non-profit with 501c6 Association, 501c3 Foundation, and 501c4 PAC tax designations. It has a governing board of 40 Directors, membership of 1,200 small businesses, and 106 corporate partners.

3. Since 1997, the AZHCC Foundation has operated the Arizona MBDA Business Center, formerly the Phoenix MBDA Business Center (“the Center”). The AZHCC’s operation of the Center is made possible through a five-year grant funded through the Department of Commerce administered through the MBDA, which has been renewed for every grant cycle.

4. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Minority Business Development Agency (MBDA), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

5. The MBDA is the primary federal agency tasked to assist Minority Business Enterprises (MBEs) in overcoming the history of social and economic disadvantage that has limited their participation in America’s economy.

6. Pursuant to an agreement with the MBDA, the AZHCC Foundation operates the Center to foster the growth, expansion, and competitiveness of Arizona businesses by assuring access to credit, capital, markets, and consultation (business and professional) collateral, and other resources. Among the services the Center provides are:

- a. Access to capital through facilitation of access to loans, working capital and lines of credit, loan packaging, and increase in bonding capacity;



- b. Access to markets through bid opportunities by subscribing to numerous bid databases and providing opportunities to clients;
- c. Capacity building through customized business consulting services, development of growth strategies, creating strong capability statements, certification assistance, teaming arrangements, and business mastery workshops;
- d. Market research; and
- e. Export readiness assessments.

7. In providing those services, the Center is currently assisted by the Department of Commerce's provision of a grant to the Center in the amount of \$2 million, covering the period running from July 1, 2021 through June 30, 2026. This grant award is administered by the MBDA and disbursed annually in the amount of \$400,000. The Center is in the fourth year of this grant cycle, which ends June 30, 2025.

8. If Congress does not approve next year's disbursement to cover the period from July 1, 2025 through June 30, 2025, or the MBDA and/or its functions are eliminated, the Center will have to cease operations in June 2025.

9. In my opinion, the MBDA's services outlined above are critical for the development of MBEs in Arizona. The impact of ending or losing MBDA funding and having to close operations of the Center will have significant adverse impacts on Arizona given its economic impact throughout the state, as demonstrated by the impact the Center has had just within this five-year grant cycle so far.

10. A glimpse at the Center's impact in this grant cycle, touching on procurement, financials and job creation is as follows:

- a. Procurement (i.e., access to contracts): Between 2020 and 2024, the Center was able to facilitate the procurement of contracts valued at a total of \$901,298,563, exceeding a goal of \$335,000,000.
- b. Financials (i.e., access to financing): Between 2020 and 2024, the Center facilitated access to financing to a tune of \$60,546,880.
- c. Job Creation (i.e., jobs created by the Center's work): Between 2020 and 2024, the Center facilitated the creation of 2,677 new jobs in Arizona, nearly doubling its goal of 1,353 new jobs.

11. In 2019, the AZHCC Foundation was also awarded the American Indian, Alaska Native, and Native Hawaiian (AIANNH) project ("AIANNH Project NABEDC"), which receives funds from the Department of Commerce administered through the MBDA. Through the AIANNH Project NABEDC, the AZHCC Foundation serves the noted communities in Arizona, Nevada, Utah and Southern California. The annual award for this project administered by the MBDA is \$300,000, with the current grant cycle running through August 31, 2025.

12. The AIANNH Project NABEDC's services include training, capital access, United States Federal procurement assistance, networking & relationship management, partnership agreement, strategic infrastructure and economic planning assistance, and education for entrepreneurs, existing business owners, and tribal entities. Project NABEDC has been assisting businesses scale, increase capacity and revenue and create and retain jobs through regional, national, and international expansion by providing business development services, one-on-one technical assistance, and outreach to existing and prospective NABEDC clients throughout tribal and rural communities in Arizona, Nevada, Utah and Southern California. In fiscal year 2023—

2024, 180 clients were served facilitating \$152,391,185 in contracts and projects, and \$22,861,032 in grants, loans, and performance bonds.

13. The AIANNH Project NABEDC grant is awarded on an annual basis and no request for proposal has been issued at this time. Without funding going forward, the AZHCC Foundation will not be able to provide services under the AIANNH Project NABEDC.

14. In 2022, the AZHCC Foundation was awarded the Capital Readiness Program (“CRP”) grant, in the amount of \$3,000,000 for over four years. The grant was awarded from the U.S. Department of Treasury to the AZHCC Foundation and administered through the MBDA. The CRP grant is to provide funding through 2026. Without continuation of this funding, the AZHCC Foundation will not be able to provide services beyond this grant cycle. In fiscal year 2023-2024, the Arizona CRP program served 769 clients and facilitated \$17,806,989 in access to capital.

15. If the MBDA ceases to function in a meaningful way, in my opinion, the aforementioned services and projects will also cease, causing significant economic loss to Arizona and its residents. Arizona will also suffer substantial immediate and long-term economic consequences from what would necessarily be the shuttering of the three federally funded centers/programs the AZHCC Foundation operates.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on April 4, 2025, at Phoenix, Arizona.



---

Monica S. Villalobos

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*

**DECLARATION OF GREG LUCAS**

Pursuant to 28 U.S.C. § 1746, I, Greg Lucas, hereby declare as follows:

1. I am a resident of the State of California. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. In 2014, I was appointed as the California State Librarian.

3. Established in 1850, the California State Library is the central reference and research library for California State government and the Legislature. The library collection includes more than 4 million titles, 6,000 maps, and 250,000 photographs. It has an extensive collection of documents from and about the state's rich history and is one of the major genealogical reference libraries on the West Coast. It also holds significant collections from Mexico, the United Kingdom and Europe, with manuscripts dating back to the 13th and 14th centuries. The State Library is both a State and Federal Depository Library, providing free and open access to government information, and is a U.S. Patent and Trademark Resource Center. It is home to the

Bernard E. Witkin State Law Library and the Braille and Talking Book Library. It also directs state and federal funds to support local public libraries and statewide library programs and services.

4. As California State Librarian, I oversee the acquisition, cataloging, maintenance, and preservation of the State Library's collections. I further oversee the Library Development Services Bureau, which administers state and federal grant programs for California's libraries, works to enhance library collaboration and resource-sharing, and provides consulting services to public libraries and associated groups and organizations.

5. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Institute of Museum and Library Services, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. Given my experience, I believe that Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs on which the California State Library relies and on which it expects to rely in the future, causing significant harm to the California State Library and its patrons, the State as a whole, and the State Legislature.

#### The Museum Library Services Act

7. In 1996, Congress established the Institute of Museum and Library Services (IMLS) by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act, which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding



to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

8. IMLS, which administers the Library Services and Technology Act, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State with the extension and development of public library services throughout the State.” *Id.* § 9122(4). The California State Library is a state library administrative agency.

9. To receive funds under the Library Services and Technology Act, each State library administrative agency must submit to IMLS its five-year state plan, which describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of the California State Library’s plan is attached.

10. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b) and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

11. Section 9141 provides that:

Of the funds provided to a State library administrative agency under section 9123 of this title, such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals’ needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital

literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3)

(A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

The Institute of Museum and Library Services' Impact in California

12. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. In 2024, the California State Library received approximately \$15.7 million, which represents the Federal share of the activities in the approved plan, totaling 66 percent.<sup>1</sup>

13. The California State Library uses these federal funds to support many of its programs, and also uses these federal funds to pay the salaries of its employees.

14. In addition to administering federal funding to States, IMLS also provides the following programs and services: the Public Library Survey and the five-year plan we create to drawdown federal money. Both provide data to guide us in deploying scarce federal and state money by prioritizing areas where the greatest needs exist and measuring whether we are addressing those needs as well as we could or should.

15. The California State Library budget for this year has relied on receiving \$15.7 million and we made plans and allocated funding for staffing and continued operations based on the anticipated receipt of federal funding promised. IMLS funds pay for multiple statewide programs — just as they have for more than 40 years. The funds support a foundation of statewide services upon which local libraries can add services specific to their communities. Among the statewide programs supported by IMLS are support for tutors helping adults and children read, write, and learn English and efforts to ensure that summer reading and activity programs, including feeding hungry poor kids, are available to members of California communities less aware of the services libraries offer them and their families.

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here:  
<https://www.imls.gov/sites/default/files/2024-04/imslstastateallotmenttablefy2024.pdf>.

IMLS funds also pay for continuing education for librarians and library workers, a 300,000-title eBook library accessible to all Californians and digital efforts to protect California's cultural heritage and local history.

Additionally, IMLS offers several grant programs for tribal nations, of which California has the most in the nation. No state money has ever been specifically earmarked for support of tribal libraries or cultural centers. If IMLS funds end, so do these grant opportunities.

IMLS funds also pay for the salaries of 34 State Library employees of whom 20 provide services to 800,000 blind, visually impaired, or dyslexic Californians.

16. On March 31, 2025, the California State Library received notice via email from the IMLS that its staff is to be placed on administrative leave effective immediately.

17. On April 2, 2025, the California State Library received a termination notice for the federal grant from the Institute of Museum and Library Services, immediately terminating the grant in its entirety. The termination notice refers to the \$15.7 million award referred to as "Grants to States."

18. There remains \$3,392,933.27 promised to the California State Library from the award that it has not received.

19. In the termination notice, IMLS's acting director claims that the grant is "inconsistent with IMLS's priorities" and refers to the federal executive order that "mandates that the IMLS eliminate all non-statutorily required activities and functions." He also refers to the termination clause found in Section 29 of the approved grant's General Terms and Conditions. Until April 2, 2025, the grant has been completely consistent with IMLS priorities, and the Grants to States Program is specifically mandated by federal statute.

20. Because there is no staff to administer the Grants to States program, it is unlikely that California will receive the first half of the remaining 2025 Grants to States Award by April 15, 2025, and the final portion of that funding due by June 15, 2025. The loss of this funding will cause immediate and irreparable harm to California.

21. The California State Library has sought out state funding to replace IMLS funds, but no state funding has been available to replace potentially lost IMLS funds. The portion of the California State Library's budget derived from state funding cannot absorb the current functions or programs currently paid for with federal funds. This means all functions paid for with IMLS funding will cease if funding ceases.

22. Any pause in our federal funding of IMLS funds effectively ends programs that local libraries and the 23 million Californians with library cards rely on. Without federal funding, no coordinated upskilling or continuing education exists for the approximately 17,000 employees of California who staff the State's 1,127 libraries. In the rapidly changing world of information sharing and delivery, a loss of those training opportunities puts California at a competitive disadvantage and harms lower income families, seniors and veterans who rely on libraries to help them navigate an increasingly digital world. A loss of IMLS funds disadvantages lower income communities who rely on the statewide eBook library program to offer better access to opportunity for their residents. To say nothing of other communities, who use the eBook library to not only augment their collections but provide more materials in languages other than English — part of the eBook library's mission. A loss of IMLS funds eliminates salaries for the State Library team that provides Braille and other free services to the 800,000 Californians who are blind, visually impaired or dyslexic. An additional fourteen (14) State Library employees have their salaries paid



with federal funding. Federal funds have also been helpful in forcing California to spend state money to support local libraries — without doing so, support ends.

23. Uncertainty over the continuation of IMLS funding is already creating retrenchment among local libraries — their budgets for the fiscal year starting July 1, 2025, are usually set before the end of April — and prudent budget-making does not rely on funding that might not materialize. At the State Library, we have begun notifying local libraries and partners who administer programs paid for with federal funds that services may not continue next year. Similarly, we are preparing to warn the blind and visually impaired we serve that their services may end on July 1, 2025, with the new state fiscal year approaching.

24. During the nearly eleven (11) years I have been State Librarian, the IMLS has been a valued partner to California and its tribal nations. As administer of these federal funds, the State Library has done our best to comply with federal funding requirements — in part to ensure these needed resources keep flowing to California. In turn, we’ve been praised by the IMLS both for our diligence and for creating spending plans that leverage federal dollars to more effectively impact a state with a population larger than 160 of the 195 nations in the world.

25. The California State Library’s performance has been lauded by IMLS on multiple occasions. After the 2021 site visit performed by IMLS staff, feedback included the following about California’s work with federal funds: “Overall, the LSTA [Library Services and Technology Act] program is exceptionally well-organized and well-run. The administrative and financial processes are in order, and certain elements, like engagement with your stakeholders and outcomes evaluation practices, could serve as a model for other states. I commend you and your staff for the attention to federal funding requirements and best practices.” In addition, the IMLS feedback on our State Program Reports has been highly complimentary. The most recently approved State

Program Report (SPR) received the following praise: “In short: wow, thank you! You have managed so many wonderful projects with very clear high impacts in the SPR, and I great appreciate your thoroughness and clarity. Overall, including the Activity Outcome Surveys and Project Outcomes is so helpful and it makes your projects shine. You also utilize the additional materials which is not always the case with other reports, and it helps us so much. And it is also clear you are communicating that required IMLS acknowledgement to your sub-awardees, which is important.” The California State Library has a long history of submitting reports on time and has continued to meet a high standard of Maintenance of Effort.

26. In the next four months, we are scheduled to receive disbursements/reimbursements of \$3,392,933.27 under our current federal awards. The funds have been appropriated under the current state fiscal year ending June 30, 2025, and have been obligated for local assistance grant funds to libraries as well as for California State Library staff salaries and programming.

27. The next expected disbursement will be in April 2025. If we do not receive such disbursements/reimbursements, it will stop statewide and local public library programs immediately and before they can be completed, contracted services will be denied payment. Much-needed library services to Californians will cease. Money for the salary and benefits for a significant portion of the California State Library’s staff (34 positions) would be unavailable, and layoffs would ensue.

28. A variety of potential federal budget delays have occurred recently. Prior to the March 2025 continuing resolution, we were instructed by IMLS that “[i]f an appropriations bill or a continuing resolution is not passed by midnight March 14, 2025, the Institute of Museum and Library Services (IMLS) will be prohibited, by law, from incurring further financial obligations and will begin the necessary activities to prepare for a shutdown.” If federal funds stop flowing

due to the Executive Order, a similar scenario would play out and the California State Library would cease to receive the remaining federal funds which would lead to immediate program and activity shutdown at libraries throughout California.

29. Although funding has continued to be available for drawdown at this time, we anticipate that, due to the Executive Order, funding could cease to be available for the California State Library and California statewide library programs.

30. The California State Library relies heavily on both the funding and the certifications provided by the IMLS. The five-year plan that is approved by IMLS guides all federal and state spending for libraries throughout California. The IMLS certifications are critical.

31. An abrupt end to federal funding creates both immediate and ongoing harm. Loss of funds, at this proximity to the beginning of the new State fiscal year leaves both the State Library, local libraries and tribal nations in the lurch. More importantly, that means millions of Californians will not receive many of the services they rely on for their children and themselves. Programs targeted to seniors, veterans and English learners will be diminished or halted. Digital access to eBooks in English and other languages will end and, absent some alternative solution that has not been presented, services to the blind and visually impaired will halt.

32. If we do not receive such disbursements/reimbursements, it will stop statewide and local public library programs immediately and before they can be completed, contracted services will be denied payment. Much-needed services to Californians will cease. Money for the salary and benefits for a significant portion of the California State Library's staff (34 positions) would be unavailable, and layoffs will ensue. The millions of library card holders throughout California will suddenly lose access to a host of programs. The most vulnerable 800,000 California citizens who are blind or otherwise print disabled will lose critical services and information.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Sacramento, California.

/s/ Greg Lucas

Greg Lucas

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*



**DECLARATION OF DEBORAH SCHANDER**

Pursuant to 28 U.S.C. § 1746, I, Deborah Schander, hereby declare as follows:

1. I am a resident of Connecticut. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. On January 4, 2021, I was appointed as State Librarian for the Connecticut State Library.

3. The Connecticut State Library (“CSL”) is an independent and non-partisan Executive Branch agency of the State of Connecticut. Founded in 1854, the Connecticut State Library’s mandate includes the State Archives, Office of the Public Records Administrator, Museum of Connecticut History, the Division of Library Development and the Connecticut Library for Accessible Books, three reference departments (History & Genealogy; Law and Legislation; and Government Information), and various internal units. Through these units, the agency provides a variety of archival, public records, museum, library, information, and administrative services. Open to both residents and users beyond state borders, the Connecticut State Library serves the employees and officials of all three branches of state government, libraries, students, teachers, researchers, town governments, and anyone seeking information within its collections.

4. As State Librarian, I am responsible for administering the Library Services and Technology Act grant from the Institute of Museum and Library Services, by which funds the

Connecticut State Library amplifies the capacity of public, school, academic, and special libraries across the state with a suite of library infrastructure, services, and development opportunities.

5. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Institute of Museum and Library Services, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. Given my experience, I believe that Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs on which the Connecticut State Library relies and on which it expects to rely in the future, causing significant harm to Connecticut and the Connecticut State Library.

The Museum and Library Services Act

7. In 1996, Congress established the Institute of Museum and Library Services (IMLS) by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act, which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

8. IMLS, which administers the Library Services and Technology Act, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State with

the extension and development of public library services throughout the State.” *Id.* § 9122(4). The Connecticut State Library is a State library administrative agency.

9. In order to receive funds under the Library Services and Technology Act, each State library administrative agency must submit to IMLS its five-year state plan, which describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of Connecticut’s plan is attached.

10. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b) and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

11. Section 9141 provides that:

Of the funds provided to a State library administrative agency under [20 U.S.C. § 9123] section such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals’ needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3)

(A) providing training and professional development, including continuing education, to enhance the skills of the current

library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

The Institute of Museum and Library Services' Impact in Connecticut

12. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. Connecticut received \$2,164,184, which represents the Federal share of the activities in the approved plan, totaling 66 percent.<sup>1</sup>

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here:  
<https://www.imls.gov/sites/default/files/2024-04/imlslstastateallotmenttablefy2024.pdf>.

13. The Connecticut State Library uses these federal funds to support many of its programs, including: the Connecticut Library for Accessible Books, the Middletown Library Service Center and its collections and equipment, digital connectivity and digital navigation, early literacy and summer reading, support for veterans and military families, professional development for librarians and library staff, professional consultants, workforce development, resource sharing, a statewide digital library, and a statewide eBook and eAudio lending platform. In approximately 5,565 square miles, Connecticut contains 191 public libraries. Also counting school, academic, special, and government libraries, Connecticut has more than 950 libraries, all of which are eligible to benefit in some way from the services provided through Connecticut's LSTA funding.

14. Connecticut also uses these federal funds to pay the salaries of 13 employees.

15. In addition to administering federal funding to States, IMLS also provides the following programs and services: ongoing research, collection of consistent data, and policy evaluation related to libraries and museums which it disseminates to the public and the field to extend and improve the Nation's museum, library, and information services; coordination of IMLS activities with other federal agencies; annual national awards and medals for outstanding libraries and museums that have made significant contributions in service to their communities; and additional grants to libraries and museums, including but not limited to: National Leadership, Laura Bush 21<sup>st</sup> Century Librarian Program, 21<sup>st</sup> Century Museum Professional Program, and Services to Native Americans. The Connecticut State Library has been awarded a \$285,000 grant from the Laura Bush 21<sup>st</sup> Century Librarian Program to partner with TSFX to provide strategic foresight training to 300 public, academic, school, and special librarians and a \$249,948 grant from the National Leadership Grants program to collaborate with eight public libraries to design and



implement a replicable model for regional sharing of digital navigation services to underserved residents.

16. The Connecticut State Library's budget for this year has relied on receiving \$2,164,184, and we made plans and allocated funding for staffing and entered into contracts and agreements pursuant to providing the activities described in paragraph 13 based on the anticipated receipt of federal funding promised. For example, the Connecticut Library for Accessible Books circulates audio and braille books to 5,500+ active patrons including 316 veterans; the eRate program provides funds for schools and libraries to improve their broadband access; the statewide delivery service shares 1.5 million+ library items between 215 public and academic libraries each year; and the statewide eBook platform offers more than 50,000 titles to Connecticut residents for free. In 2024, Connecticut libraries offered 8,827 summer reading programs and activities to 229,470 kids, teens, and families; a loss of IMLS funding would jeopardize 2025 summer reading initiatives across the state.

17. The Connecticut State Library has relied upon funding from IMLS to support mandated programs and services since 1996. It has every intention to seek and rely on both mandatory and discretionary IMLS funds in the future.

18. Any pause in our federal funding would result in postponement of contracted continuing education and programming services, inability to pay salaries, inability to pay invoices for contracted services rendered, halt of collection development supporting public libraries and public schools, inability to pay operating costs for the Middletown Library Service Center and Connecticut Library for Accessible Books, cancellation of workforce development resources; inability to purchase digital library eBook and eAudio content for the statewide eBook platform and public schools' Community Shares program; and cancellation of our remaining

Laura Bush 21<sup>st</sup> Century Librarian program activities (three additional cohorts to train 90 librarians).

19. The uncertainty of not receiving IMLS funding has had an immediate chilling effect on the Connecticut library community. Connecticut State Library staff do not know if their salaries will be paid. Libraries do not know if the services they rely upon so heavily will be in operation tomorrow. Library patrons do not know if the resources they rely on for education and edification will still be available to them. The day-to-day atmosphere and work of libraries is permeated by uncertainty and apprehension.

20. The Connecticut State Library has a proven history of adequate performance related to federal funding, including timely submissions of its five-year plans and a record of achievement in meeting program goals set out in said plans, e.g. CSL successfully fulfilled each of the five projects and 18 accompanying activities laid out in its *Library Services and Technology Act, Five Year Plan 2018-2022*. In the mandatory evaluation of said plan, the independent team noted: “CSL continues to rise to meet the challenges of the day, poised by the double-edged sword of a financially difficult state economy and the global pandemic. Throughout these trials, [the Division of Library Development] has tirelessly lent their efforts to supporting and establishing Connecticut’s libraries as community anchors, providing consulting, professional development, and programming aimed to expand libraries institutional capacity and community partnerships.”

21. In April 2025, for March’s expenditures, we anticipate receiving disbursements/reimbursements of approximately \$170,000 under our current Federal awards.

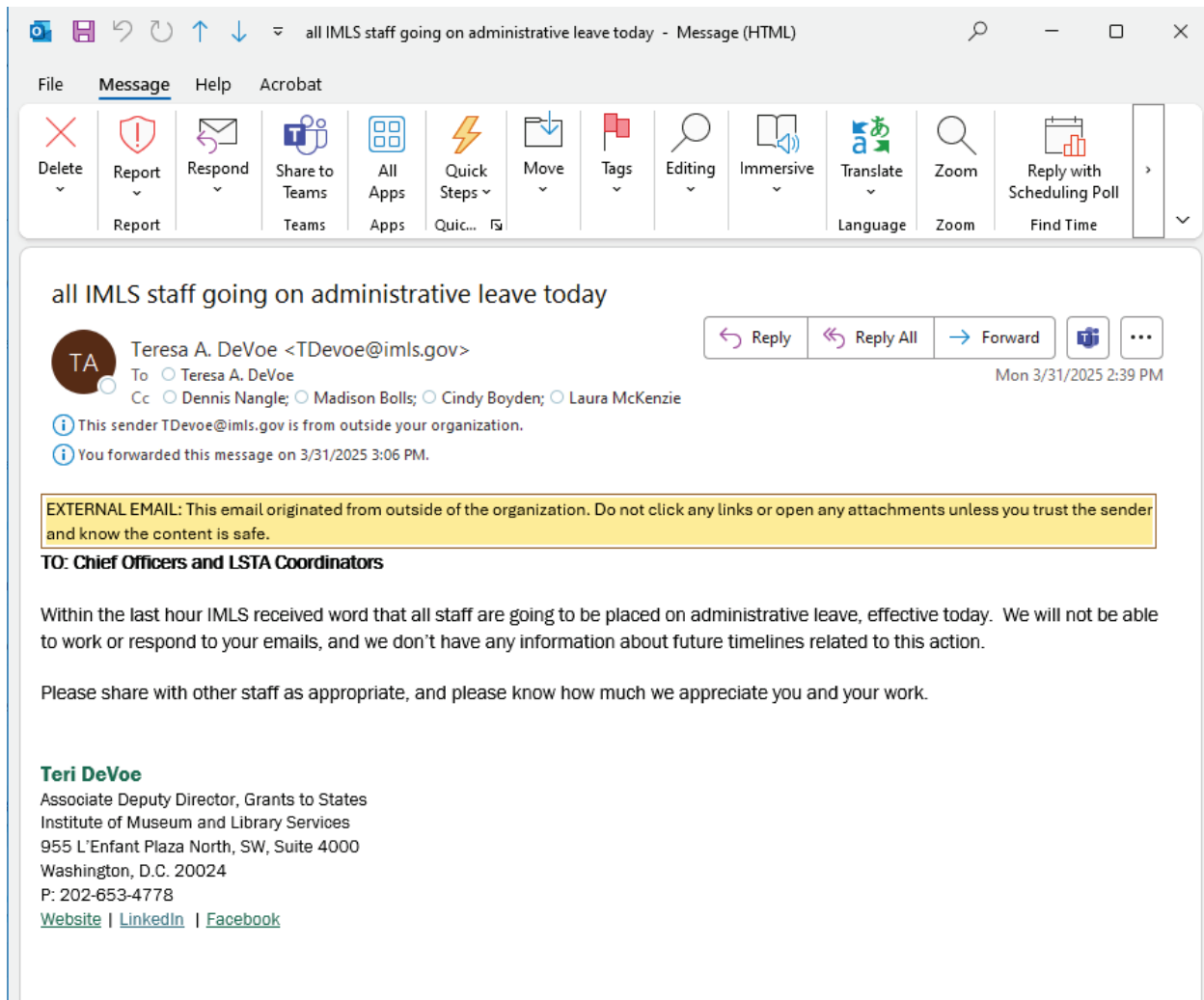
22. The Connecticut State Library typically spends between \$144,000 and \$231,000 per month and submits disbursement requests every one to three months, depending on need. \$984,405.25 remains to be disbursed to Connecticut in Federal Fiscal Year 2025 for its state award.

If we do not receive such disbursements/reimbursements, it will result in our immediate inability to pay invoices and salaries, meet contractual obligations, operate the statewide delivery service, support statewide collections, and other harms as described in paragraph 18.

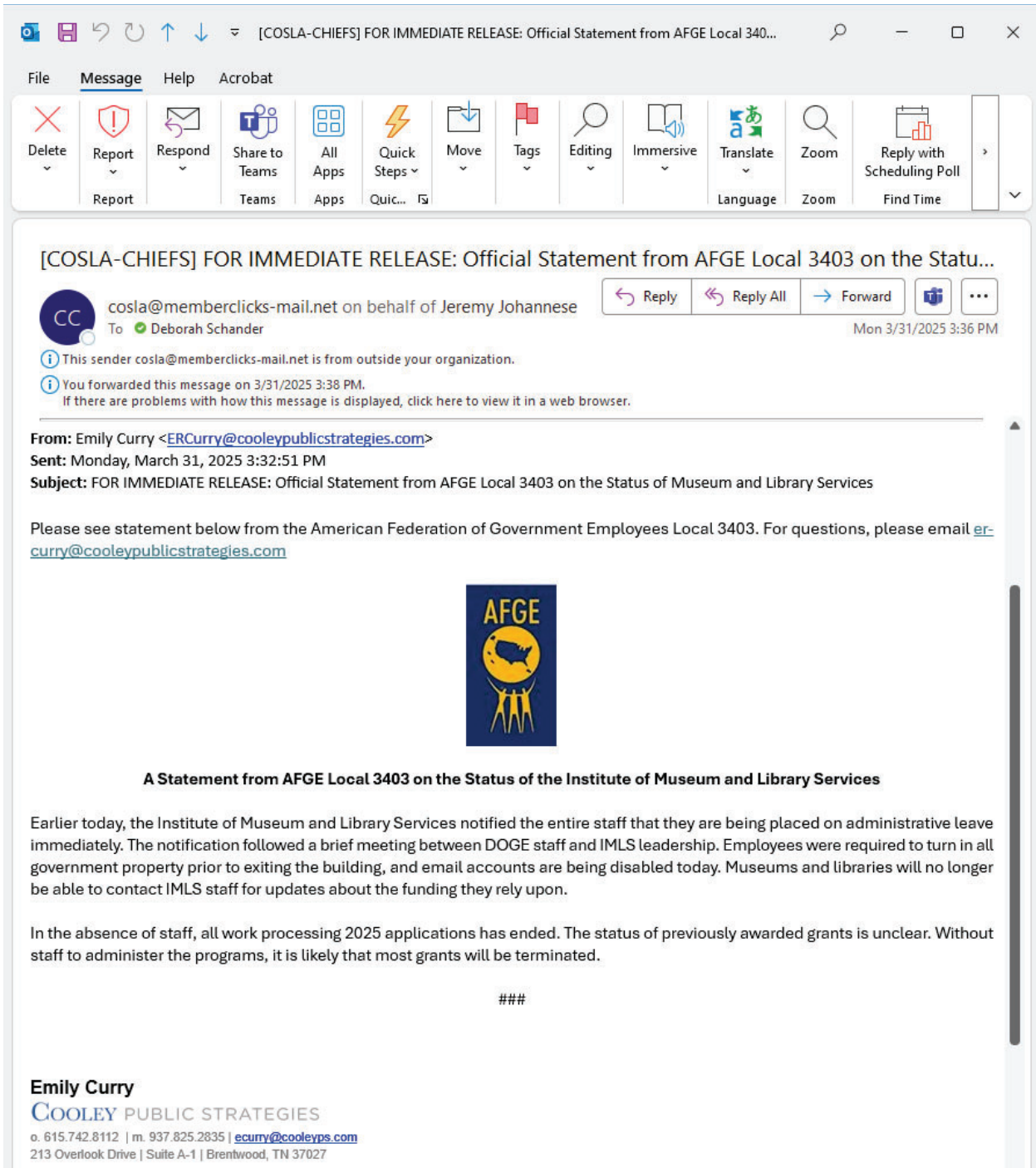
23. On March 18, 2025, IMLS staff notified Connecticut State Library regarding finalized numbers for FY2025 awards to states: “we are *awaiting review of our funding levels* by program from the Office of Management and Budget (OMB)” and “[a]*fter we receive our final review* from OMB, *our plan* is to issue awards to all states” and “[b]ased on our grant processes, we expect to issue these awards by April 22, *unless you hear otherwise from us* (emphasis added).” Connecticut State Library has received no further communications from IMLS regarding awards to states. Connecticut State Library has received no communication at all regarding Laura Bush and National Leadership Grant disbursements. CSL requested, and received, the full \$249,948 disbursement for its National Leadership Grant up front; however, a possible two-year program extension and the additional requisite grant award remains uncertain. Of the \$285,000 grant from the Laura Bush 21<sup>st</sup> Century Librarian Program, \$83,000 remains undisbursed.

24. On March 17, 2025, \$235,541.43 were approved in IMLS’s eGMS system for the Connecticut State Library. Connecticut State Library requested the disbursement of said funds on March 20, 2025. Typically, funds are disbursed in 2-3 days. To date, no funds have been disbursed.

25. On March 31, 2025, I received the below email from the Institute of Museum and Library Services advising that all of its staff members were going to be placed on administrative leave effective immediately.



26. On March 31, 2025, I was also forwarded the below statement from AFGE Local 3403 on the status of Museum and Library Services, advising that “[t]he status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.”



27. Because there is no staff to administer the Grants to States program, it is unlikely that Connecticut will receive the remainder of its 2025 Grants to States Award monthly allotments through September 30, 2025 as expected, which will cause immediate and irreparable harm to Connecticut.



28. The Connecticut State Library, and the Connecticut library community, are heavily reliant on the programs and resources of IMLS. The annual collection and dissemination of consistent statistics and information about public libraries is used to ensure local funding and support and benchmarking in decision-making. National Leadership Grants and Laura Bush 21<sup>st</sup> Century Librarian Program grants allow libraries to pilot new ideas, collectively expand services, and ensure the long-term growth and development of the profession. The staff and services provided by the Connecticut State Library allow local libraries to support their communities with initiatives they might not otherwise be able to provide, e.g. early literacy services. Public libraries and school libraries rely on the Connecticut State Library's provision of summer reading training, LSTA funded grants, print and eBook collections, and programming, services, and consulting. Distressed communities and the large number of Connecticut libraries which do not have children's or young adult librarians are particularly reliant on these offerings.

29. The elimination or delay in the delivery of the programs and services detailed in paragraph 28 would have a direct and widespread adverse impact on the Connecticut library community and the citizens they serve.

30. The resulting loss of these program services and funding would disproportionately harm the state's most vulnerable populations, including children, seniors, job seekers, and students who rely on the digital navigator programs, eRate, services and resources to rural and under resourced libraries, print and digital collections, the statewide delivery service, and the consulting and support of staff to develop the skills needed for library services.

31. On April 2, 2025, at 7:30 PM, I received the below e-mail from IMLS Acting Director, Keith Sonderling, with the subject line: “Notice of Grant Termination LS-256810-OLS-24.”

From: [grantsadmin@imls.gov](mailto:grantsadmin@imls.gov) <[grantsadmin@imls.gov](mailto:grantsadmin@imls.gov)>

Sent: Wednesday, April 2, 2025 7:30 PM

To: Deborah Schander <[Deborah.Schander@ct.gov](mailto:Deborah.Schander@ct.gov)>; Christine Gauvreau <[Christine.Gauvreau@ct.gov](mailto:Christine.Gauvreau@ct.gov)>

Subject: Notice of Grant Termination LS-256810-OLS-24

Importance: High

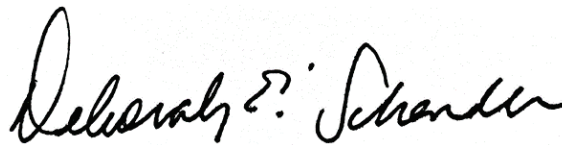
EXTERNAL EMAIL: This email originated from outside of the organization. Do not click any links or open any attachments unless you trust the sender and know the content is safe.

Please see attached from IMLS Acting Director Keith Sonderling.

32. An Action Memorandum and Letter was attached to the above email (Exhibit A), notifying the Connecticut State Library that the grant is “unfortunately inconsistent with IMLS’ priorities. Independently and secondly, the President’s March 14, 2025 executive order mandates that the IMLS eliminate all non-statutorily required activities and functions.” See Exhibit B, p.2.

33. The letter signed by Acting Director, Keith Sonderling, terminated this grant as of April 1, 2025.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Hartford, Connecticut.



---

Deborah Schander

# **EXHIBIT A**



**INSTITUTE OF MUSEUM AND LIBRARY SERVICES  
ACTION MEMORANDUM**

April 1, 2025

**FROM:** Keith Sonderling, Acting Director

**SUBJECT:** Authorization for Termination of Grant(s)

**Purpose:**

This memorandum authorizes the termination of federal grants administered by the Institute of Museum and Library Services (IMLS), effective April 1, 2025, in alignment with the agency's updated priorities and the President's Executive Order 14238, *Continuing the Reduction of the Federal Bureaucracy*, issued on March 14, 2025.

**Action:**

I hereby authorize the termination of the attached federal grant(s), effective April 1, 2025, pursuant to the terms in the attached exhibit(s).

**Attachment:**

See the attached *Exhibit Grant Notice* for the template of the individual grant termination notice to be issued to each of the grantees.

**Contact:**

Questions regarding this action may be directed to [grant-notices@imls.gov](mailto:grant-notices@imls.gov).

**Sincerely,**

*Keith Sonderling*

**Keith Sonderling**

Acting Director

[ksonderling@imls.gov](mailto:ksonderling@imls.gov)

955 L'Enfant Plaza SW #4000, Washington, DC 20024

**Attachment:** Exhibit Grant Notice

**INSTITUTE OF MUSEUM AND LIBRARY SERVICES****NOTICE OF GRANT TERMINATION**

April 1, 2025

Deborah Schander

Christine Gauvreau

deborah.schander@ct.gov, christine.gauvreau@ct.gov

Dear IMLS Grantee,

This letter provides notice that the Institute of Museum and Library Services (IMLS) is terminating your federal grant (Grant Application No. ASST\_NON\_LS-256810-OLS-24\_5950) effective April 1, 2025, through the termination clause in your Award Agreement.

This grant is unfortunately inconsistent with IMLS' priorities. Independently and secondly, the President's March 14, 2025 executive order mandates that the IMLS eliminate all non-statutorily required activities and functions. *See Continuing the Reduction of the Federal Bureaucracy*, E.O. 14238 (Mar. 14, 2025). Therefore, the IMLS hereby terminates your grant in its entirety effective April 1, 2025.

Please remember that your obligations under the Grant Agreement continue to apply. Additionally, an audit may be conducted by IMLS after the termination of the agreement.

Please contact [grant-notices@imls.gov](mailto:grant-notices@imls.gov) with only urgent questions. We wish you well.

Sincerely,

/s/ Keith Sonderling

Keith Sonderling

Acting Director

ksonderling@imls.gov

955 L'Enfant Plaza SW #4000, Washington, DC 20024



# **EXHIBIT B**

## Presidential Documents

Executive Order 14238 of March 14, 2025

### Continuing the Reduction of the Federal Bureaucracy

By the authority vested in me as President by the Constitution and the laws of the United States of America, it is hereby ordered:

**Section 1. Purpose.** This order continues the reduction in the elements of the Federal bureaucracy that the President has determined are unnecessary.

**Sec. 2. Reducing the Scope of the Federal Bureaucracy.**

(a) Except as provided in subsection (b) of this section, the non-statutory components and functions of the following governmental entities shall be eliminated to the maximum extent consistent with applicable law, and such entities shall reduce the performance of their statutory functions and associated personnel to the minimum presence and function required by law:

- (i) the Federal Mediation and Conciliation Service;
- (ii) the United States Agency for Global Media;
- (iii) the Woodrow Wilson International Center for Scholars in the Smithsonian Institution;
- (iv) the Institute of Museum and Library Services;
- (v) the United States Interagency Council on Homelessness;
- (vi) the Community Development Financial Institutions Fund; and
- (vii) the Minority Business Development Agency.

(b) Within 7 days of the date of this order, the head of each governmental entity listed in subsection (a) of this section shall submit a report to the Director of the Office of Management and Budget confirming full compliance with this order and explaining which components or functions of the governmental entity, if any, are statutorily required and to what extent.

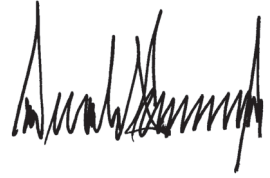
(c) In reviewing budget requests submitted by the governmental entities listed in subsection (a) of this section, the Director of the Office of Management and Budget or the head of any executive department or agency charged with reviewing grant requests by such entities shall, to the extent consistent with applicable law and except insofar as necessary to effectuate an expected termination, reject funding requests for such governmental entities to the extent they are inconsistent with this order.

**Sec. 3. General Provisions.** (a) Nothing in this order shall be construed to impair or otherwise affect:

- (i) the authority granted by law to an executive department, agency, or the head thereof; or
- (ii) the functions of the Director of the Office of Management and Budget relating to budgetary, administrative, or legislative proposals.

(b) This order shall be implemented consistent with applicable law and subject to the availability of appropriations.

(c) This order is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity by any party against the United States, its departments, agencies, or entities, its officers, employees, or agents, or any other person.

A handwritten signature in black ink, appearing to be a stylized name, possibly "Donald Trump", written in a cursive, slanted style.

THE WHITE HOUSE,  
*March 14, 2025.*



**CT State Library**

*Preserving the Past. Informing the Future.*

# **Library Services and Technology Act Five-Year Plan, 2023-2027**

Submitted June 2022

Amended February 2025

Deborah Schander, State Librarian

Connecticut State Library

231 Capitol Avenue

Hartford, CT 06106

<https://portal.ct.gov/csl>

## **State Library Board Members (SLB)\***

*\*As of November 15, 2024*

Allen Hoffman – Chair, West Hartford, CT

Jessica de Perio Wittman – Vice-Chair, West Hartford, CT

Honorable Henry S. Cohn – Judge of the New Britain District Superior Court

Mary Etter – South Windsor, CT

Claudia Jalowka – CT Judicial Branch

Scott Matheson – Hamden, CT

Betsy Pittman – Storrs-Mansfield, CT

Sandy Ruoff – Guilford, CT

Sheri Szymanski – Monroe, CT

Sally P. Whipple – Colchester, CT

Melissa Wlodarczyk-Hickey – Windsor Locks, CT

## **Advisory Council for Library Planning and Development (ACLPD)\***

*\*As of February 2025*

Joanne White – Chair, Department of Education

Elaine Braithwaite – Bridgeport Public Library

Christopher Carvalho – Southington Public Schools

Patrick Carr – Library Consortium Operations, CT State Colleges and Universities

Madhu Gupta – Public Library of New London

Twana Johnson – Bridgeport Public Library

Robert Kinney – New Haven Free Public Library

Jo-Ann LoRusso – Middlebury Public Library

Ellen Paul – Connecticut Library Consortium

Mollie Steinmetz – Judicial Branch Law Library

Claudette Stockwell – Killingly Public Library



The Advisory Council for Library Planning and Development is authorized in Sec. 11-1(f) of the Connecticut General Statutes. The mission of the ACLPD is to provide the State Library Board and staff with advice, perspective, and communication from the library community on matters relating to the State Library's various statewide program and service responsibilities, including the administration of the Library Services and Technology Act.

## **Connecticut State Library Administrative Staff\***

*\*As of February 2025*

Deborah Schander, State Librarian

Lindsay Cawley, Head of Reference Services

Dawn La Valle, Director, Division of Library Development

Jennifer Matos, Administrator, Museum of Connecticut History

Anna Newman, Head of Digitization & Digital Collection Services

Lizette Pelletier, State Archivist

LeAnn Power, Public Records Administrator

Stephen Slovasky, Head of Discovery Services

Carol Trinchitella, Head of Collection Services

Jay Yasensky, Director of Operations

Comments regarding programs and services of the Connecticut State Library, Division of Library Development may be addressed to: Dawn La Valle, Director, Division of Library Development, 231 Capitol Avenue, Hartford, CT 06106. Copies of this publication are available in alternative format upon request.

# Contents

---

Overview ..... 4

Mission ..... 4

Needs Assessment..... 5

Goals..... 10

Projects ..... 12

Coordination Efforts ..... 19

Evaluation Plan..... 21

Stakeholder Involvement ..... 27

Communication and Public Availability ..... 30

Monitoring..... 31

Assurances..... 31

Appendix A: Strategic Initiatives ..... 32

## Overview

---

The Connecticut State Library is an executive branch agency of the State of Connecticut with an annual budget of \$9,277,287 in FY 2022. The State Library provides a variety of library, information, archival, public records, museum, and administrative services to the employees and officials of all three branches of State government as well as to the 3.6 million citizens of Connecticut. The State Library also serves students, researchers, public libraries, and town governments throughout the state. The Connecticut State Archives, the Office of the Public Records Administrator, and the Museum of Connecticut History are components of the State Library. In addition, the State Library, through its Division of Library Development (DLD), directs a program of statewide library development, administers the Library Services and Technology Act (LSTA) state grant, and provides the Connecticut Library for Accessible Books (CT LAB).

In approximately 5,565 square miles, Connecticut contains 191 public libraries, only a few of which are library systems with more than one branch. Counting school, academic, special, and government libraries, there are more than 950 locations, all of which are eligible to benefit in some way from the services provided through Connecticut's LSTA funding.

The COVID-19 pandemic exposed the fact that not all libraries across the country were prepared to be immediately responsive to the needs of their communities with robust and resilient programs, services, and resources. With national civil and political movements simultaneously intersecting with the pandemic, libraries, like many others, began reconsidering their own histories, practices, and policies considering their mission to provide equal access for all. Many are beginning to acknowledge the gaps in their understanding and education, and so this work both continues and begins again. The CT State Library will direct its efforts towards strengthening libraries and their staff during times of essential learning and rapid change so they in turn can better serve all their communities. DLD will continue to emphasize the role of libraries as community anchors while providing support for statewide sharing of resources, professional development, knowledge, and services. As always, DLD will embrace flexibility to catalyze and capitalize on new opportunities, and to be mobile and change as needed in response to the library community's, and the greater statewide community's, self-identified needs.

# Mission

---

The mission of the CT State Library is to serve as a gateway to lifelong learning for all residents and visitors, inspiring a shared and informed future through our diverse, historic, and cultural resources.

For libraries to thrive in the current information-rich, knowledge-based, hybrid-oriented society, the Division of Library Development (DLD) must concentrate its work in areas that meet the current needs and priorities of libraries and the people they serve. DLD provides leadership, funding, education, and statewide services that enhance a local library's ability to deliver high-quality library service to their community. The Division's key principle is to work together with the Connecticut library community toward the common goal of making libraries "a trusted community resource and an essential platform for learning, creativity and innovation in the community" (Aspen Institute Dialogue on Public Libraries, *Rising to the Challenge: Re-Envisioning Public Libraries*, Washington, D.C.: The Aspen Institute, October 2014, page iv).

## Needs Assessment

---

Although much of the data gathered in the needs assessment shows that the CT State Library's past priorities are still relevant today and going forward, the COVID-19 pandemic and concurrent civil and political movements are significant drivers of change reflected throughout this plan. The goals and projects in this Five-Year Plan are based on the findings and recommendations in the evaluation of the previous plan (2018-2022); the results of various surveys, focus groups, and interviews; the results of CT State Library initiatives under the previous plan; and input from advisory committees and working groups. Many of DLD's efforts and initiatives over the past five years have supported the transformative priorities of expert consulting, statewide initiatives, enhanced professional development, strategic partnerships, supporting collections, and subgrants. This work is expected to both continue and grow.

### Five-Year Plan 2018-2022 Evaluation: Looking Back

QualityMetrics, evaluators of the previous Five-Year Plan, conducted focus groups, individual stakeholder interviews, and a survey. Their evaluation report, submitted to IMLS in March 2022, indicated that DLD's existing core services are highly regarded by respondents. For instance, deliverIT is "indispensable" (p. 4), the supplementary library collections are "of high value" (p. 4), libraries of all

types “have come to rely on” statewide databases (p. 5), the DLD consultants are a “lifeline” (p. 9), and competitive subgrants are “high in impact” (p. 17).

Open-ended survey questions with a special focus on professional development, supplementary library collections, consulting services provided by DLD staff, and competitive subgrants yielded similarly strong support from respondents. All these initiatives received positive survey comments, with the professional development and consulting services being called “invaluable” (p. 54).

Throughout the five years, DLD formed new partnerships and strengthened existing ones with organizations that supported the seven literacies defined in the previous plan and supported the development of new services, such as the eGO CT eBook platform. These partnerships proved invaluable for DLD and will continue. Individual libraries in the state also developed new community partnerships as a result of subgrants and connections made through professional development programs.

In reviewing the Connecticut Library for Accessible Books (CT LAB; formerly the Library for the Blind and Physically Handicapped) during the previous Five-Year Plan, evaluators drew upon the State Program Report, gathered additional statistics through National Library Service for the Blind and Print Disabled (NLS), reviewed a patron survey conducted by CT LAB between December 3, 2021, and January 10, 2022, interviewed several staff members including the new program Director, interviewed current and former members of the CT LAB Advisory Committee, and interviewed several users/consumers. The evaluators concluded that, “staff of the State Library’s CT LAB have demonstrated dedication, fortitude, and creativity in the face of several significant challenges. Their efforts have been rewarded by continued high use of the program, increases in the use of both DoD (Duplication on Demand) and the Braille and Audio Reading Download (BARD) program, and a relative stability in the number of program users” (p. 21).

The 2021 CT LAB patron survey indicated that 98% of CT LAB patrons rated overall quality of service as adequate or above, with 89.9% of patrons rating service as good or excellent. Less than 2% of patrons rate the service poor. 91.14% of respondents strongly agreed or agreed with the statement “Using the services of the Library for the Blind improves the quality of my life.” This data is consistent with ratings received by CT LAB in previous user surveys, dating back to 2018.

## **Five-Year Plan 2022-2027 Focus Groups: Looking Forward**

To gain input from the library community for this new plan, DLD consultants hosted four focus groups of library staff from urban, suburban, and rural public libraries plus a focus group with members of the Advisory Council for Library

Planning and Development (ACLPD), who represent public libraries as well as academic, school and special libraries. The focus groups indicated good recognition of DLD's core services and noted continuing education programs, deliverIT, and interlibrary loan support as the services they use most frequently.

In the focus groups, libraries communicated their desire for support on diversity, equity, inclusion and digital inclusion. There was an expressed need for good tools and training for all levels of library staff as there are variabilities in staff knowledge, including those in leadership roles. That DLD can help with continued professional development and overall visioning was a common theme. There was consistent request for networking conversations among libraries staff as well as structure and best practices for benchmarking for these areas. Focus group participants know they need to address collection development, and there is a need for more training on outreach and engagement, specifically for reaching underserved communities, as libraries solidify their roles as community anchors.

## **Influence of COVID-19 and civil and political change**

The nationwide civil and political movements that swelled with renewed prominence in 2020 has greatly affected how DLD thinks about library services in Connecticut. DLD pivoted to provide deep, insightful virtual training on topics responsive to the moment under the new umbrella title of Growing Equitable Library Services (GELS) and additional programs specifically for youth services librarians. Feedback from the library community shows that these programs are not just appreciated but are essential going forward, as library workers continue to learn and evolve their services with an equal-access-for-all lens.

During the COVID-19 pandemic, Connecticut residents saw how essential public libraries are to their communities, for sheer entertainment, for social connection in the face of isolation, and for access to necessary information and technology. Use of electronic materials and attendance at virtual programs boomed. As anchor institutions, libraries were essential.

The pandemic also threw a spotlight onto digital inequity in Connecticut, a state with significant disparities in personal income and school funding. The lack of a robust digital infrastructure throughout the state became apparent as students tried to attend classes online and complete assignments from home. DLD's e-resources consultant worked diligently with database vendors to ensure that students would have seamless access to electronic resources, but that access relied on having broadband available in the homes, which was not always the case. Almost all public libraries in Connecticut expanded their outdoor Wi-Fi access to help fill the gap.



To address digital inequity in an immediate way, DLD used CARES funding in summer 2020 to purchase Chrome books and hotspots that were used by 15 public libraries to assist under-connected patrons for the purposes of K-12 student support, job searches, benefits applications, and other economic development and basic support needs. In addition, in 2021 DLD allocated \$400,000 in IMLS ARPA funding to Digital Navigation pilot projects at four public libraries, with the goal of collecting best practices to replicate the concept elsewhere in the state. DLD also launched CT Libraries & Partners for Digital Equity, a broad state alliance that brings together libraries, state agency representatives, and community organizations to plan and educate around the goals of providing access to devices, high speed broadband access, and digital navigation for every resident. Lessons learned from these initiatives will continue to inform the Division's work over the next five years.

Past continuing education programs sponsored by DLD were held in person at library sites around the state. During the pandemic, however, DLD moved to offering these programs online, resulting in increased attendance as more library staff members were able to devote an hour to training rather than several hours plus travel that had been required previously. Attendance became feasible, and directors encouraged staff to take advantage of virtual learning opportunities especially while library buildings were still closed to the public. Learning from this success, DLD will continue to offer many programs, information sessions, and meetings online, thereby increasing their accessibility to a broader range of library workers.

## **Future: Leading Our Libraries**

In the summer and fall of 2021, library directors and leadership teams representing all types of libraries in Connecticut – standalone public libraries of various sizes, libraries with shared automation systems, special, municipal, association, and libraries serving persons with disabilities – self-selected to participate in a three-part individualized pilot program called Lead Your Library: The Importance of Foresight and Vision to Library Success. Twelve libraries participated in this program offering space for reflection, information sharing, collaboration, and deep engagement, all towards the goal of co-creating the future for resource sharing in CT.

Lead Your Library responded to the CT Vision for Resource Sharing drafted by the ACLPD Resource Sharing committee. The Vision centers on the philosophy that "Connecticut's libraries willingly cooperate and collaborate with each other and affiliated organizations to provide maximum access to materials, services, and expertise for the mutual benefit of all." The CT Vision for Resource Sharing

was endorsed by the CT State Library Board in November 2021, formalizing this work.

Conversations with the twelve participating libraries moved beyond the traditional notions of sharing physical and digital collections and moved towards the future of human sharing. As DLD staff met with each library multiple times over the weeks, patterns and trends emerged showing the need for knowledge and expertise as primary within almost every library. Access to expertise began with administration and management topics including human resources, legal advice, finances, board development, information technology, and facilities. These needs arose primarily for smaller libraries with limited staff and for nonprofit association libraries separate from municipal structures.

Other kinds of expertise were also identified as resource sharing opportunities including staffing, programming, partnerships, community engagement, and fundraising. Participants offered specific ideas for resource sharing including mentoring programs, targeted regionalization, a network of library experts, a temporary library staffing agency, a statewide ILS system, a universal library card, professional development opportunities, and more. In considering what would have to be true for libraries to build and invest in this statewide vision for resource sharing, participants had strong and constructive ideas. Many touched on the lack of a level playing field when it comes to funding which thus highlights the need to make any resource sharing system an equitable one. Investing in all libraries to provide equitable access to all is a priority.

In an effort to provide all Connecticut residents equal access to library resources and improve users' access to information, the CT State Library supports deliverIT CT (statewide delivery services), borrowIT CT (statewide shared borrowing to cardholders), requestIT CT (statewide interlibrary loan), findIT CT (statewide library catalog), researchIT CT (free electronic resources for all CT libraries and their users), and eGO CT (statewide library eBook and eAudio collection).

Collaborative resource sharing for maximizing access to a vast array of resources is achieved through these programs. Building on these current resource sharing systems, the concept of a shareIT CT program emerged in these discussions, a program that would incentivize the sharing of staff, expertise, programs, and other nontraditional resources across libraries.

DLD will update knowledge of the state's library service needs through constant and ongoing communication with library staff and directors who use the services as well as regular meetings of the State Library Board, ACLPD, and other committees. DLD continues to get formal evaluation results for professional development workshops, as well as user feedback on deliverIT and resource sharing. Before issuing a new RFP for database subscriptions to start in FY2026,

DLD will seek customer input on the previous subscriptions as well as needs for the future.

## Specific Needs for Library Services

How does DLD build libraries’ resilience for the future? By “future proofing” Connecticut libraries for any situation. This involves continuation of DLD’s core services to support libraries as community anchors alongside openly embracing change, acknowledging that libraries and workers are all in this together. To that end, communication will continue to be vital – from the State Library to directors, among directors, through all levels of library staff, and outward towards patrons and stakeholders. Recognizing that the future is people, DLD will invest in the people working in, supporting, and using Connecticut libraries.

After examining and reflecting on the results of the evaluations, focus groups, and initiatives, the CT State Library has framed the following specific needs for library services to be addressed in the next five years:

- Library workforce and communities all benefit from leadership, learning, and tools that integrate and deepen equal access for all into daily practice, as libraries belong to everyone, and everyone belongs in libraries.
- Library workforce benefits from ongoing training, tools, and professional support focused on both core library services as well as emerging needs.
- Library workforce benefits from knowing how to develop and capitalize on community partnerships to solidify their places as community anchors.
- Library workforce and patrons benefit from sustainable methods of resource sharing that take advantage of a statewide economy of scale.

## Goals

Goal	Identified Need from Needs Assessment	LSTA Priorities
Goal 1. Support the library workforce and communities with leadership, learning, and tools that integrate and	<ul style="list-style-type: none"> <li>• Library workforce and communities all benefit from leadership, learning, and tools that integrate equal access for all into daily practice, as libraries</li> </ul>	1, 3, 4, 5, 6, 7, 8

deepen equal access for all into daily practice, as libraries belong to everyone, and everyone belongs in libraries.	belong to everyone, and everyone belongs in libraries.	
Goal 2. Support the impact of libraries as community anchors serving multiple populations with increased institutional capacity, community partnerships, and programming.	<ul style="list-style-type: none"> <li>Library workforce benefits from ongoing training, tools, and professional support focused on both core library services as well as emerging needs.</li> <li>Library workforce benefits from knowing how to develop and capitalize on community partnerships to solidify their places as community anchors.</li> </ul>	2, 3, 5, 6, 7, 8
Goal 3. Ensure equal access to information and library resources for all residents of the state.	<ul style="list-style-type: none"> <li>Library workforce and patrons benefit from sustainable methods of resource sharing that take advantage of a statewide economy of scale.</li> </ul>	1, 3, 4, 5, 6, 7, 8

The CT State Library's top priority for this Five-Year Plan is to support the library workforce, starting with its staff, in learning, developing, and integrating equal access for all into their mindset and all aspects of library work. Connected to Aspen Report's theme of People, this priority ensures that libraries across Connecticut are meeting the present moment in a real and actionable way, acknowledging gaps and building stakes in growing equal library services for all.

The CT State Library's second priority of this Five-Year Plan is to emphasize the role of libraries as anchor institutions within their communities and to help librarians gain skills, knowledge, and resources to serve their communities' needs. Partnerships and collaborations, both formal and not, will remain instrumental in how DLD grows its work. Building on the Aspen Report's themes of People and Place, the State Library will help public libraries cement their place as essential organizations that are central to the quality of life, civic and cultural engagement, and economic vitality in every municipality.

As a third priority, the CT State Library will continue to support statewide programs that represent the foundations of library service to all people in CT, building on the Aspen Report's theme of Platform. This priority ensures that all

CT residents regardless of location, ability, or socio-economic circumstances, will have equal access to quality library services.

Each of these goals address existing, ongoing, and long-term needs. While some projects and activities to support the goals will be finite (e.g., subgrants) or repeated annually (e.g., Summer Reading), others will continue from year to year (e.g., databases).

The CT State Library will meet these goals through a combination of statewide services and programs, special projects, and possible subgrants to libraries. Specific projects and activities may change in response to state budget conditions and the continual reassessment of library needs. As in past years, the State Library will continue to pilot and test new initiatives with libraries to determine through data and feedback whether they will be useful to the statewide community. With limited resources, the State Library must conduct its due diligence and lay foundations before moving forward with anything new.

These goals and projects were designed by DLD staff informed by their outreach, focus groups, ongoing work, existing relationships, and daily interactions with libraries and the people who work there. The Division's success is because of the expertise of DLD staff, the invaluable insights of its human library network, and the ways in which constant community engagement is paramount.

## Projects

---

**Goal 1. Support the library workforce and communities with leadership, learning, and tools that integrate and deepen equal access for all into daily practice, as libraries belong to everyone, and everyone belongs in libraries.**

### **Projects and Activities:**

- 1) Ensure that DLD consultants have appropriate and extensive training to best support and educate the CT library workforce in building a multiplicity of library services.
  - a. Provide well-rounded and continuous training for DLD staff in equal access for all (i.e., cultural competency, cultural humility, and systemic inequalities as they tie to library services).
  - b. Update Collection Management Policy to reflect the growing multiplicities of CT's communities and its literary and affirmational



needs; and continue to conduct audits of all collections ensuring they reflect the learning interests of all CT communities.

- 2) Provide the CT library workforce with appropriate and extensive training to best support CT residents through equal access for all to library services.
  - a. Provide well-rounded and continuous training for CT's library workforce in equal access for all (i.e., cultural competency, cultural humility, and systemic inequalities as they tie to library services).
  - b. Award subgrants to libraries, as funding and priorities permit.
- 3) Through DLD, provide the CT library community access to a variety of resources to support integrating and deepening equal access for all in their library.
  - a. Provide resources (i.e., books, databases) to supplement and support libraries as they work to meet the everchanging needs of their staff, communities, and collections.
  - b. Provide access to a set of equal access for all guidelines and benchmarks to enhance the Best Practices in CT Public Libraries.
  - c. Award subgrants to libraries, as funding and priorities permit.
- 4) In accordance with the Digital Equity Act of 2021, catalyze CT libraries as active agents in the movement for digital equity for all CT residents.
  - a. Provide on-going training for libraries in digital inclusion planning and execution.
  - b. Provide pilot grants that will allow libraries to gain expertise in digital navigation, as funding permits.
  - c. Award other subgrants to libraries, as funding and priorities permit.
  - d. Support the development and operation of CT Libraries & Partners for Digital Equity, a state alliance for education, networking, and policy development.
  - e. Support the collaboration of libraries and partners in the annual Digital Inclusion Week.

Additional activities can be added as the need for them is identified through DLD's continuous assessments.

The State Library may offer subgrants to libraries to support some of the projects and activities in Goal 3. This determination of whether to offer subgrants will be made from year to year depending on the State Library's projected financial condition.



### **Benefits and outcomes:**

- DLD invest in its own staff through ongoing, engaged learning on equal access for all so they can engage this growing insight as better consultants.
- A more knowledgeable and empathetic library workforce offers attuned service to their communities.
- The CT library community has access to the necessary tools, resources, and consultants to support their collaborative integration of equal access for all practices into their work, staff, and communities.
- All CT residents will have digital access as libraries, funding, and partnerships work to remove all existing connectivity barriers.

Projected use of IMLS funds to meet this goal:

- DLD staff to enact and support these projects
- Instructor and webinar fees
- Contractor fees
- Purchase of circulating library materials
- Other necessary supplies and materials
- Training and travel for DLD staff to learn more about these subjects
- Possible subgrants used to pay for consultants, contractors, library personnel, mileage, supplies, library materials, and other program expenses.

The timeline for these projects and activities will be the full five-year period, 2023-2027.

### **Goal 2. Support the impact of libraries as community anchors serving multiple populations with increased institutional capacity, community partnerships, and programming.**

#### **Projects and Activities:**

- 1) Assist libraries with creating strategic, sustainable partnerships and lifelong learning programs.
  - a. Provide support to public libraries for year-round and summer reading initiatives (i.e., book tracking software, training, book lists, subgrants)
  - b. Award subgrants to libraries to support partnerships and lifelong learning, as funding and priorities permit.

- c. Connect individual libraries with partner organizations to address healthcare, legal needs, digital inclusion, and financial literacy needs in their communities.
- 2) Offer training opportunities and resources for the library workforce to improve their abilities to create strategic, sustainable partnerships and to address lifelong learning in their communities.
  - a. Building on partnerships with state agencies and nonprofit organizations, recruit trainers from those organizations.
  - b. Offer training for the library workforce through workshops, webinars, and self-guided instruction on a variety of subject areas.
  - c. Share the Libraries and Veterans National Forum Toolkit with libraries and other organizations in Connecticut to address cultural competency training and expand service to veterans and military families.
  - d. Provide access to a circulating collection of professional development books and resources for the library workforce in print and electronic format.
  - e. Offer training to the library workforce related to CT LAB resources and services.
- 3) Assist libraries with planning initiatives.
  - a. Provide assistance from DLD staff.
  - b. Encourage use of Aspen Action Guide in library planning.
  - c. Update the Best Practices for CT Public Libraries with equal access for all benchmarks and promote its use as a self-assessment and development tool for libraries
- 4) Provide subject expertise and advice through DLD's library consultants.
  - a. Provide individual consultations on DLD staff subject specialties for library directors, library employees, and boards.
  - b. Continue regional liaison program in which DLD consultants are paired with libraries and directors in a defined geographic region.
  - c. Provide subject-specific web pages and email discussion lists to support DLD initiatives and programs.
- 5) Collect annual statistics from public libraries and disseminate the results for local use in planning and budgeting
  - a. Provide staff support for annual data collection and dissemination.

- b. Add questions related to accessibility efforts and initiatives.
- c. As the set of outcome data from Summer Reading grows, share the results with richer customizable chart-making capabilities.

Additional activities can be added as the need for them is identified through DLD's continuous assessments.

The State Library may offer subgrants to libraries to support some of the projects and activities in Goal 2. This determination of whether to offer subgrants will be made from year to year depending on the State Library's projected financial condition.

**Benefits and outcomes:**

- A more knowledgeable, skilled library workforce positioned to effectively serve their communities.
- Increased library user satisfaction and engagement with their library's services.
- Greater number of sustainable partnerships between libraries and public/private community organizations.
- Greater responsiveness by libraries to providing programs and services that meet stated and assessed community needs.

Projected use of IMLS funds to meet this goal:

- DLD staff to enact and support these projects
- Software licensing fees
- Instructor and webinar fees
- Contractor fees
- Subscription fees
- Purchase of circulating library materials
- Other necessary supplies and materials
- Training and travel for DLD staff to learn more about these subjects
- Possible subgrants used to pay for consultants, contractors, library personnel, mileage, supplies, library materials, and other program expenses.

The timeline for these projects and activities will be the full five-year period, 2023-2027.

### **Goal 3. Ensure equal access to information and library resources for all residents of the state.**

#### **Projects and Activities:**

- 1) Facilitate resource sharing of physical materials among libraries through a statewide catalog, interlibrary loan system, delivery system, and supplementary library collections.
  - a. Continue to provide access to a statewide catalog (findIT CT) that includes holdings from public, school, academic, and special libraries as well as an ILL system (requestIT CT), and eGO CT (statewide eBook platform).
  - b. Train the library workforce to use the statewide catalog, interlibrary loan system, and eGO CT platform to find and deliver resources for their patrons.
  - c. Acquire supplementary collections and circulate them to libraries through the service center and CT LAB.
  - d. Support a sustainable solution for statewide delivery of physical library materials (deliverIT CT).
- 2) Facilitate sharing of a wide variety of intangible resources among libraries, including ideas, programs, partnerships, and others.
  - a. Support opportunities for CT libraries to activate the CT Vision for Resource Sharing, which includes a framework of three scenarios alongside a toolkit consisting of best practices, standards, strategies, and tactical actions.
  - b. Provide opportunity for CT libraries to share successful, innovative initiatives, especially those that engage partners and address needs of the communities.
- 3) Provide access to scholarly and popular databases (researchIT CT) for all residents and students.
  - a. Select databases, negotiate vendor contracts, and purchase subscriptions.
  - b. Train the library workforce to use electronic databases effectively to find resources for their patrons including support for the migration to a new user interface scheduled for summer of 2022.
  - c. Promote the availability of these free resources for all CT patrons.

- 4) Offer a statewide eBook and digital resource sharing platform populated with electronic resources for use by all CT library card holders.
  - a. Launch the Palace Project app to all public libraries and continue to add content to the platform.
  - b. Work with K-12 schools to deliver age-appropriate content directly to schools as part of the eGO CT Community Share program.
- 5) Expand the services and impact of CT LAB beyond just the provision of recreational resources to patrons with print disabilities.
  - a. Increase outreach activities to new patrons and partner organizations.
  - b. Circulate materials.
  - c. Offer reader's advisory services to patrons.
  - d. Provide information and training for statewide library employees about CT LAB and its resources.
  - e. Partner with several public libraries across the state to establish dedicated information hubs that highlight CT LAB resources, equipment, and services.

Additional activities can be added as the need for them is identified through DLD's continuous assessments.

The statewide catalog and delivery support the borrowIT CT program, which allows any patron to borrow an item from any public library and return the item to any other public or academic library in the state, with the delivery system providing item delivery back to the owning library.

**Benefits and outcomes:**

- All CT students, teachers, and residents have seamless access to a wide range of electronic resources including ebooks to support their research and lifelong learning needs.
- All CT residents can find and borrow the library materials they want in the format they want.
- A more knowledgeable, skilled library workforce can locate and obtain materials requested by patrons.
- The CT library community share an expanded menu of nontangible, creative, and innovative resources, including, ideas, programs, partnerships, and more.

Projected use of IMLS funds to meet this goal:

- DLD staff to enact and support these projects

- Database licensing fees
- Contractor fees
- Purchase of circulating library materials
- Other necessary supplies and materials
- Equipment rental
- Training and travel for DLD staff to learn more about these subjects

The timeline for these projects and activities will be the full five-year period, 2023-2027.

## Coordination Efforts

Stated Goal	IMLS Focal Areas	LSTA Purposes	Associated Project	IMLS Intent
1. Equal Access for All Integration in Daily Work	Institutional Capacity, Information Access	1, 3, 4, 5, 6, 8	Equal Access for All Training of DLD Consultants	Improve library workforce
			Equal Access for All Training of Library Workforce	Improve library workforce
			Equal Access for All Resources	Improve users’ ability to obtain and/or use information resources, Improve library operations
			Digital Equity	Improve library operations



2. Community Anchors	Lifelong Learning, Institutional Capacity	1, 3, 4, 5, 6, 7, 8	Partnerships & Programs	Improve users' general knowledge and skills, Improve library operations
			Training & Resources	Improve library workforce
			Planning	Improve library operations
			Consulting/D LD Administration	Improve library operations
			Library Statistics	Improve library operations
3. Information Access	Information Access	1, 2, 3, 4, 5, 6, 7, 8	Resource Sharing Physical Materials	Improve users' ability to obtain information resources.
			Resource Sharing Networking	Improve users' ability to obtain information resources.
			Statewide Databases	Improve users' ability to discover information.
			eBook Platform	Improve users' ability to obtain information resources.

			CT LAB	Improve users' ability to obtain information resources.
--	--	--	--------	---

## Evaluation Plan

---

The CT State Library will use a variety of methodologies in evaluating the success of the projects in meeting the three goals.

The CT State Library will provide responses in the State Program Report (SPR) to outcomes-based assessment questions for training opportunities for the library workforce (Goals 1 and 2), use of the professional development and supplemental collections (Goals 2 and 3), and subgrant-funded instruction programs for libraries' patrons (Goal 2). This data will be collected through surveys administered after library workforce training, surveys collected from librarians who borrow professional development books, and final reports from subgrantees.

DLD staff will continue to provide regular reports on their individual consultations with public library staff regarding the incorporation of equal access for all in all work; partnership opportunities and planning that may enhance their ability to determine and meet community needs; and efforts to advance digital inclusion services (Goals 1 and 2).

Activities that include the development of policy, best practices, and benchmarking for public libraries (Goals 1 and 2) will be approved via an evaluation process conducted by the Advisory Council for Library Development, the State Library Board, or both. Networking to improve resource sharing (Goal 3) and equal access for all work (Goal 1) will be used as opportunities to solicit feedback during development and after approval.

The CT State Library will monitor its success in elevating public library initiatives in resource sharing, equal access for all, partnerships, and so on, by keeping track of media mentions, public events hosted, and occurrences in DLD official communications (Goals 1, 2 and 3).

The CT State Library has invested time and resources in crafting a new direction for the Summer Reading Program (Goal 2). With the foresight and groundwork of DLD's Children and YA Consultant, the Division has made strides in moving the State Library's Summer Reading Program towards an outcome-based model

focused on goal setting, values, and community impact. DLD provided in-depth training and resources to support this new approach and mindset. The summer of 2021 was the first summer with the redesigned outcome-based summer reading report and patron evaluations for public libraries. This methodology will continue.

CT LAB will continue self-assessments through patron surveys with the aim of maintaining a high level of patron satisfaction from year to year and will add surveying user experience at its new information hubs at selected public libraries (Goal 3).

Using annual reports, the CT State Library will track and report in the SPR on the performance indicators for projects and activities identified in the cart below, with the target of sustaining quality of service and satisfaction from year to year, contingent on resources. These annual assessments will feed into the overall independent evaluation of this Five-Year Plan in FY2027.

Goals & Objectives	Associated Project	Activity	Performance Indicators
<b>Goal 1 Objective:</b> Support the library workforce, including DLD staff, in learning, developing, and integrating equal access for all in all aspects of library work.	Training of DLD consultants for support	Ongoing classes	# of classes attended, participant outcome surveys, participant annual reports on applications of lessons
		DLD diversity plan	Plan approved by Advisory Council for Library Development and the State Library Board
		Update collection management policy	Plan approved by Advisory Council for Library Development
	Library Workforce Training	Continuous training	# of trainings, # of attendees, surveys of workshop attendee outcomes; annual professional development survey
		Subgrants as funding permits	# of applicants, final reports by awardees including program participant surveys or staff surveys, as appropriate

	Equal Access for All Resources	Resources (print, classes, databases)	# of libraries participating and using, # of items purchased, borrowed, delivered, loaned; # of page views (databases)
		Develop Best Practices guidance for equal access for all	Equal access for all guidelines and benchmarks approved by Advisory Council for Library Development
		Subgrants as funding permits	# of applicants, final reports by awardees including program participant surveys or staff surveys, as appropriate
	Digital Equity	Library workforce training in planning & execution	# of attendees, surveys of workshop attendee outcomes, annual professional development survey results
		Pilot subgrants as <i>funding</i> permits	# of applicants, final reports by awardees including program participant surveys and/or staff surveys, as appropriate
		Support CT Libraries & Partners for Digital Equity	# of members, # of library participants, # of partners, annual report approved by Advisory Council for Library Development
		Support Digital Inclusion Week	# of partners, # of media reports, # of events, outcome surveys for event participants, CT Libraries & Partners approved final report to Advisory Committee for Library Development

<b>Goal 2 Objective:</b> Support the impact of libraries as community anchors serving multiple populations with increased institutional capacity, community partnerships and programming .	Partnerships & Programs	Summer Reading support	Summer Reading Annual Report, which includes program counting, patron outcome survey data, and other metrics provided by participating libraries
		Subgrants as funding permits	# of applicants, final reports by awardees including program participant surveys and/or staff surveys, as appropriate
		Connect libraries & partners	Annual DLD consultant reports on partnerships in healthcare, legal needs, financial needs, and digital inclusion, # of libraries participating
	Training & Resources	Recruit trainers from partners	# of trainers, instructor evaluations for State of CT
		Library workforce training	# of workshops, # of workshop participants, workshop participant surveys, # of users for self-guided instruction, survey of users of professional development databases
		Share Veterans Toolkit	# of libraries implementing veteran programs
		Professional development collection	# of related acquisitions, # of loans, # of libraries using, # of individual borrowers, annual professional development survey results
		Train library workforce for service to CT LAB users	# of workshops and instructional sessions, # of participants, workshop participant outcome surveys

	Planning	DLD staff assistance	# of DLD consultant-library exchanges
		Promote Aspen Guide	# of mentions in DLD communications, in DLD workshops, on DLD LibGuides
		Develop and share equal access for all benchmarks	Equal access for all benchmarks approved by Advisory Council for Library Development, # of mentions in DLD communications
		Award subgrants funding permitting	# of applicants, final reports by awardees including program participant surveys and/or staff surveys, as appropriate
	Consulting /DLD Admin	DLD 1:1 consultations	# of DLD consultant-library exchanges
		Continue Library Liaison Program	Annual consultant's reports on liaison work; DLD annual open house and follow-up survey of participants
		Provide subject-specific online sites & email list serves	Annual report by DLD consultants with itemization, # of mentions in DLD official communications, # of list serve participants
	Library Statistics	Annual data collection & dissemination	# of libraries contributing data, # of libraries requesting data sheets for budget process
		Update survey with accessibility questions	2023 CT Public Libraries Annual Report form for reporting libraries approved by DLD Administration



		Enrich reporting of summer reading outcomes	2023 CT Public Libraries Summer Reading Report and resources disseminated
<b>Goal 3 Objective:</b> Ensure equal access to information and library resources for all residents.	Resource Sharing Materials	Provide access to findIT CT, requestIT CT, and eGO CT	# of libraries participating, # of items included, borrowed, loaned, and/or delivered
		Train library workforce in online resource use	# of workshops, # of participants in workshops, participant outcome surveys
		Enrich supplementary collections	# of acquisitions
		Sustain deliverIT CT	# of libraries participating, # of items delivered, \$ savings vs a vs US Postal Service
	Networking for Resource Sharing	Support library implementation	# of consultant exchanges on CT Vision for Resource Sharing toolkit
		Share initiatives by libraries	# of libraries showcased on CT Pages, on DLD LibGuides, in official DLD communications and by media; # of resource sharing panels or exchanges of librarians hosted
	Statewide Databases	Select databases	# of libraries participating, # of page views

		Train library workforce to use databases	# of workshops, # of participants in workshops, participant outcome surveys
		Promote to all CT residents	# of media mentions, annual report on DLD strategic communications
	eBook Platform	Launch Palace Project	# of libraries trained in Palace Project, # of libraries participating
		eGO Community Share program	# of exchanges with schools, # of schools participating
	CT LAB	Increase outreach	# of new patrons, # of new partner organizations
		Circulate materials	# of acquisitions, # of patrons, # of items loaned
		Readers' Advisory	# of exchanges, # of patrons requesting service, # of acquisitions
		Train library workforce in CT LAB best practices and offerings	# of individual consultations, # of workshops, # of participants in workshops, participant outcome surveys
		Establish information hubs	# of hubs established in public libraries, hub user outcome surveys

## Stakeholder Involvement

---

The CT State Library uses the following procedures to involve libraries, library users, and partners throughout the state in policy decisions.

The State Library Board (SLB) determines policy for the State Library and provides for the supervision of the State Library by a State Librarian appointed by the Board. Section 11-1 of the Connecticut General Statutes assigns to the Board responsibility for:

- the supervision of the State Library by a State Librarian
- planning for state-wide library service, other than for school libraries
- maximum state participation in federal aid for public libraries
- establishing standards for principal public libraries
- appointing an advisory council for library planning and development [ACLPD]
- instituting and conducting programs of state-wide library service
- maintaining the state's principal law library
- maintaining a library service for the blind and other persons with disabilities
- planning and developing the Connecticut Digital Library
- making construction grants to public libraries
- creating and maintaining the official state archives
- programs for library development and reader services
- operating the Raymond E. Baldwin Museum of Connecticut History and Heritage.

The Advisory Council for Library Planning and Development (ACLPD) provides the State Library Board and staff with advice, perspective, and communication from the library community on matters relating to the State Library's various statewide program and service responsibilities, including the administration of the federal Library Services and Technology Act (LSTA). Its 19 members consists of one representative from each of the following interest areas:

- Small public libraries (serving less than 10,000 population)
- Medium public libraries (serving 10,000 to 99,999 population)
- Large public libraries (serving 100,000 and over population)
- Connecticut Library Consortium (CLC)
- Libraries participating in shared automation systems

- The Connecticut Library Association (CLA)
- Special libraries
- Academic libraries
- Institution libraries
- Libraries serving persons with disabilities
- The Department of Education
- The Department of Higher Education
- Six users of libraries

Members of the library community and members of the public are welcome to attend both SLB and ACLPD meetings, where they can address these groups during periods of public comment.

The CT State Library and DLD staff meet regularly with committees and task forces that support statewide projects, such as the Connecticut Digital Library Advisory Board, the eResource Task Force, and CT Libraries and Partners for Digital Equity. The CT State Library is committed to continuing to work with other state agencies and offices to coordinate resources, programs, and activities to leverage federal and state investments in childhood education, workforce development, and other programs and activities related to library services. DLD works with the CT Department of Education on the Governor's Summer Reading Challenge as well as with the State Education Resource Center, the CT Office of State Broadband, the CT Office of Higher Education, and the CT Department of Energy and Environmental Protection, and other state agencies on additional statewide initiatives.

In addition, DLD has existing and growing relationships with nonprofit organizations, social service agencies, and other strategic partners including the CT Access to Justice Working Group, CT Saves, Libraries and Veterans National Forum, Hartford HealthCare, CT Library Consortium, CT Library Association, CT Association of School Librarians, CT Association of School, and CT Center for the Book at CT Humanities. Beyond Connecticut, the CT State Library will continue to work with state and regional partners, including other State Library Administrative Agencies (SLAAs), the Council of State Library Agencies in the Northeast (COSLINE), Chief Officers of State Library Agencies (COSLA), and the National Network of Libraries of Medicine/New England Region.

The CT LAB Advisory Committee advises and assists the staff of the State Library on matters pertaining to the CT Library for Accessible Books and, when appropriate, gives advice and makes recommendations to the National Library Service for the Blind and Print Disabled (NLS). The committee must have at least

ten members, of whom at least one third must be patrons of CT LAB. The remaining committee members include members from the following areas:

- Veterans Administration Visual Impairment Service Team
- Low Vision Support Groups
- Connecticut Volunteer Services for the Blind & Handicapped, Inc (CVSBH)
- State Education Resource Center
- New England Assistive Technology Center (NEAT) at Oak Hill
- CRIS Radio
- Other organizations and agencies that serve people who are blind or visually impaired, people who have a reading disability, or people who have a print disability.

The CT LAB Advisory Committee meets quarterly throughout the calendar year. CT LAB reports annually to the National Library Service for the Blind and Print Disabled, U.S. Library of Congress.

## Communication and Public Availability

---

The CT State Library will continue to inform the State Library Board, the State Librarian, and Advisory Council for Library Planning and Development (ACLPD) about the new plan and progress on meeting its goals. DLD will post the new Five-Year Plan on its website (<http://libguides.ctstatelibrary.org/dld>), which is readily available to the library community and the public. Copies of the plan are available upon request.

Through the DLD Regional Liaison Program, each consultant provides personalized outreach to a group of principal libraries in contiguous towns. The liaisons help to share information across each region and keep librarians updated on news from the State Library regarding events, resources, training, grants, and other services, including the new Five-Year Plan. The liaisons also gather input and requests from their libraries that will help shape DLD's future services and offerings. DLD's intent with this program is to inform, engage, and empower the Connecticut library community through effective and regular communication.

In addition, DLD communications efforts have expanded and grown, and information about the new plan will be shared through all the channels described below. Regular email communications now include Weekly Wrap-ups to the listservs begun in March of 2020; DLD Monthly Newsletters; a new bimonthly DLD Children and YA Newsletter; and the new bi-annual Directors' Notes email

specifically for public library directors. In addition, DLD launched an initiative to send all new public library directors a welcome letter with access to DLD resources, including the Directors Handbook, Best Practices, the Five-Year Plan, DLD's menu of services and other announcements, as well as an introduction to their DLD Regional Liaison, as each DLD Consultant serves as the point person for a region of the state.

DLD ramped up coordination across its three social media accounts (Facebook, Instagram, and YouTube) with a new management platform making it easy to share and engage timely and efficiently. DLD also increased media relations efforts around specific initiatives with press releases for activities including ARPA funding, digital inclusion, the State Annual Report, and other initiatives.

## Monitoring

---

DLD monitors the Five-Year Plan through both formal and informal methods. DLD staff, including the LSTA Coordinator, will assess progress on the Five-Year Plan goals and projects annually in August/September, including a review of annual reports from statewide programs such as deliverIT and the catalog/ILL system. DLD will review activities related to Goals 1 and 2 to ensure that all are being addressed and will adjust service offerings as needed in the following year to address gaps.

ACLPD and its subcommittees will continually assess and adapt the resource sharing systems to ensure sustainability, based on communication with libraries and consortia/networks.

When subgrants are awarded, the LSTA Coordinator will oversee financial and programmatic monitoring of them through communications with the project director, evaluation and expenditure reports, and a site visit, where feasible.

The LSTA Coordinator will track LSTA spending on projects monthly to ensure compliance with federal regulations and correct allocation of expenses to specific projects.

## Assurances

---

These required certifications and assurances are submitted with this plan:

- Program Assurances for 2023 Grant Award (includes compliance with Internet Safety; Trafficking in Persons; Nondiscrimination; Debarment and



Suspension; Drug-Free Workplace; Federal Debt Status; and Lobbying requirements)

- Assurances of Non-Construction Programs
- State Legal Officer's Certification of Authorized Certifying Official
- Internet Safety Certification for Applicant Public Libraries, Public Elementary and Secondary School Libraries, and Consortia with Public and/or Public School Libraries

## Appendix A: Strategic Initiatives

---

- Leadership
- Children & Young Adult
- Community Engagement
- Literacies and Partnerships
- Collections

### Leadership

#### Aspen Institute

Following the release of the groundbreaking Aspen Institute report, *Rising to the Challenge: Re-Envisioning Public Libraries*, Connecticut was selected to host the first state level dialogue on public libraries in April 2015 with nearly 100 library leaders, state and local policy makers, and civic partners. The State Library integrated much of the identified actions from this convening into the Best Practices in Connecticut's Public Libraries, a tool that libraries can use to evaluate its services. In addition to promoting the Best Practices tool, DLD continues to utilize the Aspen Institute people, place, and platform tenets in DLD communications and in work with the library community, whether working directly with library directors and administrations or boards as well as rolling it out through numerous channels including the Association of CT Library Boards (ACLB) annual conference. DLD has structured the Weekly Wrap-up email launched in March 2020 with sections on people (the human capital, relationships, community, and participation), place (the safe and trusted physical, virtual, and hybrid spaces), and platform (the depth of customized services, data, tools, and resources).

## **Best Practices in CT Public Libraries**

Starting in 2014, a task force of ACLPD members began to develop uniform best practices and standards to apply to all CT public libraries with input from the CT library community. On September 18, 2017, Best Practices in CT's Public Libraries was endorsed by the State Library Board as a voluntary best practice for Connecticut public libraries and encouraged their widespread use. These best practices were carefully developed to guide libraries toward 21st century practices and principles in the areas of Facilities, Finance, Governance, Resources and Services, and Staff describing baseline levels for essential services in all libraries, with additional levels for enhanced and exemplary services.

## **CT Vision for Resource Sharing**

The CT Vision for Resource Sharing established a philosophy that "Connecticut's libraries willingly cooperate and collaborate with each other and affiliated organizations to provide maximum access to materials, services, and expertise for the mutual benefit of all." The CT Vision offers a framework of three possible resource sharing scenarios for CT libraries and is intended to provide a vision of opportunity for the CT library community to determine through consensus, which scenario. The CT Vision includes an overview of the three scenarios along with a toolkit consisting of best practices, standards, strategies, and tactical actions.

## **Lead Your Library**

In spring and summer 2021, DLD launched Lead Your Library with a three-part series of workshops for CT library leaders to understand the CT Vision for Resource Sharing and to inform and prepare them to bring futures work to their libraries and staff. Focused on leadership, participants learned the importance of strategic foresight and vision to the future of libraries and to their own effective leadership. They learned and began to put into practice a set of critical leadership behaviors for involving and engaging library staff in the creation of a compelling vision for their library. Following the workshops, libraries representing all types of libraries in CT self-selected to participate in a three-part individualized pilot program. Over the course of the pilot, libraries participated in the planning and development of a process to craft a collaborative future vision for their library. Lead Your Library strove to build more confidence in their ability to lead transformative change.

## **Transformation for Libraries | The Futures School**

The CT State Library has identified Strategic Foresight as a critical discipline for librarians now. The COVID-19 pandemic and the coinciding social justice movement forced adaptive change in the way libraries serve their communities; Strategic Foresight training can provide librarians with the skills to plan for future

shifts. With support from the Institute of Museum and Library Services, DLD has partnered with Kedge: The Futures School, to provide training that equips 300 librarians with a futures mindset and skillset. The trainings will result in the development of adaptable, resilient, and transformative individuals who are able to connect and capitalize on their changing organizational and community environments.

## **Children and Young Adult**

### **Reimagining School Readiness**

The Reimagining School Readiness Toolkit is a suite of research-backed activities. The corresponding training introduces library staff to help families prepare children ages 0 to 8 for success in school and in life. Through an interactive presentation with hands-on activities, this training introduces library staff to the research, practical implications, and resources offered in the toolkit, which is available in its entirety for free online.

### **Transforming Teen Services (T3)**

T3 was created to provide continuing education opportunities to library workers who work with teens. Trainings were held across the state and then virtually on the four components of the training, Connected Learning, Computational Thinking, Youth Development, and Educational Equity.

### **Summer Reading**

Traditionally the data collected about summer reading has been output data (i.e., how many books or pages read). Going forward the CT State Library will work to collect impact data using the iRead summer program. This method will collect information about how the library serves community patrons during the summer and what affect those services are having on members of the community to learn if their needs are being met and if a positive impact is being made. For the summer of 2022, the CT State Library initiated outreach to the CT Department of Energy and Environmental Protection inspired by the iRead summer reading theme, *Camp iRead: Read Beyond the Beaten Path*. Both agencies are looking forward to a growing partnership.

### **Summer Enrichment Grant**

Launched in 2022, the purpose of the CT Library Summer Enrichment Grant Program is to empower libraries to enhance their Summer Reading Programs with additional enrichment opportunities by providing library-led programs and activities that spark creativity and productivity, engage individuals, and benefit their communities. Enrichment activities achieve outcome goals that provide a

benefit to the people as defined by IMLS resulting in positive changes to one's skill, knowledge, attitude, behavior, condition, or life status.

### **Governor's Summer Reading Challenge (GSRC)**

GSRC is an initiative run through the CT Department of Education. Every summer the Children and YA Consultant develops five reading lists for CT schools for grades K-12. Each list contains age-appropriate titles that adhere to the summer reading theme and include CT State Nutmeg Nominee titles, as well popular and inclusive titles in the literary community.

### **New England Collaborative**

The New England Collaborative, made up of the Youth Services Consultants from Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont, provides an opportunity for regionwide, largescale, collaborative programming. Together the members of the New England Collaborative launched the first New England Teen Summit as well as the region's first Summer Summit. The Youth Services Consultants continue to work together to execute large scale workshops and symposium as this multimember partnership grows.

## **Community Engagement**

### **DLD Liaison Program**

Through the DLD Regional Liaison Program, each DLD consultant provides personalized outreach to a group of principal libraries in contiguous towns. The liaisons help to share information across each region and keep librarians updated on news from the State Library regarding events, resources, training, grants, and other services. The liaisons also gather input and requests from their libraries that help shape DLD's future services and offerings. DLD's intent with this program is to inform, engage, and empower the Connecticut library community through effective and regular connection.

### **Growing Equitable Library (GELS)**

GELS is a workshop series that strives to provide the trainings that help libraries become strength-based, trauma informed, social and emotionally conscious community institutions.

### **CT Pages**

Beginning in fall 2021, the CT State Library DLD began partnering with CT libraries to create and release short video conversations with the library staff who make things happen. CT Pages is a channel for sharing community engagement success stories by libraries with and for their communities.

## **All CT Reads**

A program of the CT State Library, All CT Reads is a year-long initiative to promote lifelong reading, learning, and connection that uses a rotating community committee structure to select one main book title and 3 shortlist book titles, each calendar year for three age groups: children (ages 8-12), teens (ages 13-18), and adults. In addition to the books, All CT Reads provides a supported programmatic structure built around the titles with room for individuality and creativity.

## **Digital Navigation Pilot Projects**

The CT State Library DLD, awarded 4 public libraries grants to carry out Digital Navigation Pilot Projects with American Rescue Plan Act (ARPA) funds. The libraries are deploying navigators who can work one-on-one with residents who need computers, low-cost broadband in the home, and/or skills to participate fully in the digital world and gain access to such necessities as telehealth, employment assistance, social benefits, educational resources, and cultural enrichment. The National Digital Inclusion Alliance will be training and advising libraries throughout the grant cycle, which ends July 31, 2022. Anecdotal experience and qualitative and quantitative data collected as part of these pilots will be analyzed with the assistance of the National Digital Inclusion Alliance and compiled into a state report that will not only show the centrality of libraries in the effort to reach digital equity but help inform best practices for librarians in the state.

## **Literacies and Partnerships**

### **CT Libraries and Partners for Digital Equity**

CT Libraries and Partners for Digital Equity (CLPDE) is a group gathered to ensure that community voices and the frontline experience of public library staff are elevated into the statewide conversation about digital equity best practices and policy priorities in line with the Digital Equity Act of 2021. In collaboration with the National Digital Inclusion Alliance, CLPDE began when the CT State Library Advisory Council for Library Planning and Development convened a Digital Inclusion Task Force in January 2021 with representatives from small, medium, and large-sized public libraries, K-12 school libraries, and academic libraries as well as the CT Office of State Broadband and the CT Commission for Educational Technology.



## **Access to Justice Commission | Workgroup on Libraries & Access to Justice**

The goal of the Access to Justice Commission is to increase access to justice for all people by identifying and removing barriers. Since its inception, the Commission has collaborated with internal and external stakeholders to identify justice gaps and craft meaningful responses to help ensure that the judicial system is accessible. The Libraries Working Group continues in its ongoing efforts to provide training to public librarians, provide resources (paper and electronic), and to educate them on how best to provide legal information to public library patrons.

### **CT Saves**

CT Saves is the local campaign of America Saves run by the UConn Extension. For a week in February, CT Saves promotes good savings habits, goal setting, and events to help the greater community, including a personal pledge to encourage people to save for a specific goal as well as in-person and online events. The CT State Library, since 2014 has been a partner in CT Saves along with UConn Extension, the CT Department of Banking, the Better Business Bureau along with community agencies and local banks.

### **Hartford HealthCare**

The CT State Library DLD's new partnership with Hartford HealthCare (HHC) is working to ensure that health services and health information are accessible to all. In June 2021, DLD partnered with HHC to connect with CT libraries to set up COVID-19 mobile vaccination clinics as well as conduct virtual or in-person COVID-19 vaccine information sessions with HHC experts and providers. DLD and HHC know there are a myriad of ways to together address the healthcare and health literacy needs of the communities both are serving, and thus they look forward to expanding this collaborative work beyond the pandemic.

### **Libraries and Veterans National Forum**

The Libraries and Veterans National Forum created the [Libraries and Veterans Toolkit](#) which includes resources created by experts in veteran services to help organizations develop meaningful and accessible programs for veterans and military families in their community. It is aimed at organizations that want to connect and support the members of the veteran and military communities with targeted outreach. The toolkit includes programs and services that can be copied exactly as they are or adapted to an organization's specific needs.

### **Military Saves**

Military Saves is a component of America Saves and is a participant in the Department of Defense Financial Readiness Network which seeks to motivate,



support, and encourage military families to save money, reduce debt, and build wealth. Public libraries are a trusted and valued community resource and are uniquely positioned to assist veterans and military families in accessing resources and services for which they may be eligible. DLD is pleased to partner with CT public libraries to disseminate this information to veterans and military families in their communities.

### **Money Smart Week**

Money Smart Week is a national initiative that the CT State Library DLD has participated in since 2013. For a week in April, libraries can promote and host financial literacy programming and resources. DLD has hosted events for librarians to attend to learn about the programming, local partners, and resources they can work with during this week.

## **Collections**

### **CT Digital Library and eResources**

researchIT CT is designed to benefit all individual users in the state, and the Connecticut Digital Library Advisory Board (CDLAB) helps to select statewide databases and electronic resources based on patron needs at public, academic, and school libraries. They are also guided by input from the eResource Task Force. These groups track database usage on an annual basis. Trends indicate that databases that support the school and college curriculum are the most utilized, along with genealogy. The eGO CT program is also monitored by the eResource Task Force. The eGO CT program is in the process of being rolled out to public libraries utilizing the Place Project app. A new program called eGO CT Community Share is being undertaken to extend the CT State Library's reach to school libraries. It is noted that researchIT CT has a discoverability issue and needs to promote its resources better. CDLAB will continue to monitor use of the statewide databases and ebooks and allocate future resources accordingly.

### **NASA @ My Library**

Connecticut was one of fourteen state library agencies selected to receive resources, training and support through NASA @ My Library, a STEM education initiative to increase and enhance STEM learning opportunities for library patrons throughout the nation. NASA @ My Library aims to engage diverse communities in STEM learning, including communities that are underrepresented in STEM fields. DLD continues to promote and utilize these resources through the availability of the NASA @ My Library Kits available to borrow by all CT libraries. In addition, the collection of STEM kits has grown to include makerspace, science, and technology offerings.

## **Welcoming Library Kits**

The Welcoming Library was developed by the Portland, Maine based nonprofit organization, I'm Your Neighbor Books. The Welcoming Library is a pop-up conversation toolkit on immigration driven by a collection of 30 acclaimed picture books featuring New Arrival and New American families. Readers of all ages "meet" these families on the page and explore the commonalities shared by all families using the I'm Your Neighbor Books-created discussion questions as well as companion programming and education materials. Available as of October 2021, four Welcoming Library Kits with their pop-up display bookshelves is available for borrowing by public, school and academic libraries in CT to foster an environment of welcoming and belonging.

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF ANNIE NORMAN, Ed. D.**

Pursuant to 28 U.S.C. § 1746, I, Annie Norman, hereby declare as follows:

1. I am a resident of Delaware. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. In 2002, I was appointed as the State Librarian / Division Director for the Department of State, Division of Libraries.

3. In November 2023, I was appointed to the National Museum and Library Services Board, and I was reappointed to a new five-year term in December 2024. On April 3, 2025, I received the following letter, sent on behalf of President Trump, terminating my membership on the board:

**From:** Morse, Trent M. EOP/WHO <[Trent.M.Morse@who.eop.gov](mailto:Trent.M.Morse@who.eop.gov)>  
**Sent:** Thursday, April 3, 2025 2:12 PM  
**To:** Norman, Annie (DDL) <[annie.norman@delaware.gov](mailto:annie.norman@delaware.gov)>  
**Cc:** [annie.norman@lib.de.us](mailto:annie.norman@lib.de.us)  
**Subject:** Message from PPO

Annie,

On behalf of President Donald J. Trump, I am writing to inform you that your position on the Institute of Museum and Library Services is terminated, effective immediately.

Thank you for your service.

Trent Morse  
Deputy Director  
Presidential Personnel

4. The Delaware Division of Libraries provides leadership and support for the timely development of Delaware's libraries, to ensure convenient access to, and encourage use of current information resources and reading material by all Delawareans. Members of the Delaware library community are unified in the values of service, access, and excellence, and are committed to the vision of progressive libraries and the transformational impact they have on the people who use them.

5. As State Librarian / Division Director, I am responsible for administration of the operations and budget of the Delaware Division of Libraries.

6. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Institute of Museum and Library Services, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

7. Given my experience, I believe that Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs on which the Delaware Division of Libraries relies and on which it expects to rely in the future, causing significant harm to Delaware and the Division of Libraries.

The Museum Library Services Act

8. In 1996, Congress established the Institute of Museum and Library Services (IMLS) by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act, which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

9. IMLS, which administers the Library Services and Technology Act, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State with the extension and development of public library services throughout the State.” *Id.* § 9122(4). The Delaware Division of Libraries is a State library administrative agency.

10. In order to receive funds under the Library Services and Technology Act, each State library administrative agency must submit to IMLS its five-year state plan, which describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of Delaware’s Library Services and Technology Act Grants to States Five-Year Plan (2023-2027) is attached as Exhibit A.

11. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a



population-based statutory formula, *id.* § 9131(b) and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

12. Section 9141 provides that:

Of the funds provided to a State library administrative agency under [20 U.S.C. § 9123] section such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3)

(A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

The Institute of Museum and Library Services' Impact in Delaware

13. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. Delaware received \$1,389,442.00 which represents the Federal share of the activities in the approved plan, totaling 66 percent.<sup>1</sup>

14. Delaware Division of Libraries uses these federal funds to support many of its programs, including: statewide services to improve Delawareans' literacy levels across the lifespan, improving student library services in Delaware's K-12 schools, supporting statewide library infrastructure including a shared catalog for easy access to libraries' materials, statewide social innovation support specialists to assist with basic needs and workforce development, reading services for print-disabled Delawareans, and professional development training for library staff statewide.

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here:  
<https://www.imls.gov/sites/default/files/2024-04/imslslstastateallotmenttablefy2024.pdf>.

15. Delaware also uses these federal funds to pay 50% of the salaries of state employees plus several contractual staff.

16. In addition to administering federal funding to States, IMLS also provides the following programs and services: administration of the Public Libraries Survey and the State Library Administrative Agency Survey; reports on activities by other state library agencies and libraries nationwide which provide inspiration and benchmarks for the Delaware Division of Libraries; best practices training for Delaware Division of Libraries staff and peer networking opportunities to enable them to better perform their duties; and a variety of research publications on timely and relevant topics. A recent example of inspiration and support for the Delaware Division of Libraries initiative called the Delaware Literacy Alliance was the 2023 IMLS report *Research on Motivation, Literacy and Reading Development: A Review of Best Practices*.

17. The Delaware Division of Libraries' budget for this year has relied on receiving \$1,389,442.00, allocating funding for staffing, library services support, and statewide infrastructure support based on the anticipated receipt of Federal funding promised.

18. Annual funding from IMLS is an integral part of the Delaware Division of Libraries budget.

19. Any pause in our federal funding would affect our ability to pay staff and support statewide library services and statewide library infrastructure. Annual funding from IMLS is relied upon and is expected to continue.

20. Uncertainty about reimbursements for activities planned as part of the LSTA Five Year Plan is having an immediate effect on current activity planning and preparations for the next state fiscal year which starts on July 1, 2025.

21. The Delaware Division of Libraries has a long history of adequate performance, timely submissions and compliance with IMLS requirements for all IMLS funding received. Feedback from our IMLS program officer after the June 2024 site visit included “Overall the LSTA program is consistently well-organized and well run. The administrative and financial processes are in order, and certain elements, like your work in social innovation and tapping into the power of consortia, could serve as a model for other states. I commend you and your staff for the attention to federal funding requirements and best practices.”

22. In the next six months, the Delaware Division of Libraries is scheduled to receive the remaining \$1,018,912.65 in disbursements/reimbursements of the current federal fiscal year 2024 Grants to States award. Most of these funds are currently encumbered/obligated, and the small remainder will be obligated in the next few months.

23. If such disbursements/reimbursements are not received, funds from other sources previously designated for other purposes must be used instead or planned activities will be reduced or cancelled. Staff pay may also be affected.

24. The Delaware Division of Libraries uses the data submitted by individual Delaware public libraries to the annual IMLS Public Libraries Survey to help complete the annual distribution calculations for State aid to public libraries. Information from the State Library Administrative Agency Survey results provide inspiration and benchmarks.

25. Elimination or delay in delivery of statewide library services and support for statewide library infrastructure will result in harm to all Delawareans, especially when increased demand for local public libraries’ assistance with basic needs, skills retraining and job seeking is expected shortly due to the uncertain economic environment. Libraries also play an important role

in improving the dire student literacy levels in Delaware, and reduction in library services will reduce progress.

26. Termination or delay of the Grants to State funding will reduce, or may eliminate, various statewide library services and infrastructure that support Delaware's print-disabled residents, job seekers, those needing assistance with applying for social services benefits, students, seniors and the general public.

27. On March 31, 2025, I received the below email from the Institute of Museum and Library Services advising that all of its staff members were going to be placed on administrative leave effective immediately.

**From:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Sent:** Monday, March 31, 2025 2:39 PM  
**To:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Cc:** Dennis Nangle <[DNangle@imls.gov](mailto:DNangle@imls.gov)>; Madison Bolls <[MBolls@imls.gov](mailto:MBolls@imls.gov)>; Cindy Boyden <[CBoyden@IMLS.gov](mailto:CBoyden@IMLS.gov)>; Laura McKenzie <[LMcKenzie@imls.gov](mailto:LMcKenzie@imls.gov)>  
**Subject:** all IMLS staff going on administrative leave today

**EXTERNAL SENDER: Do not open attachments or click on links unless you recognize and trust the sender.**

**TO: Chief Officers and LSTA Coordinators**

Within the last hour IMLS received word that all staff are going to be placed on administrative leave, effective today. We will not be able to work or respond to your emails, and we don't have any information about future timelines related to this action.

Please share with other staff as appropriate, and please know how much we appreciate you and your work.

**Teri DeVoe**  
Associate Deputy Director, Grants to States  
Institute of Museum and Library Services  
955 L'Enfant Plaza North, SW, Suite 4000  
Washington, D.C. 20024  
P: 202-653-4778  
[Website](#) | [LinkedIn](#) | [Facebook](#)

28. On March 31, 2025, I also received the below statement from AFGE Local 3403 on the status of Museum and Library Services, advising that "[t]he status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated."



**A Statement from AFGE Local 3403 on the Status of the Institute of Museum and Library Services**

Earlier today, the Institute of Museum and Library Services notified the entire staff that they are being placed on administrative leave immediately. The notification followed a brief meeting between DOGE staff and IMLS leadership. Employees were required to turn in all government property prior to exiting the building, and email accounts are being disabled today. Museums and libraries will no longer be able to contact IMLS staff for updates about the funding they rely upon.

In the absence of staff, all work processing 2025 applications has ended. The status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.

29. Because there is no, or greatly reduced, staff to administer the Grants to States program, it is unlikely that Delaware will receive the remainder of its 2025 Grants to States Award by July 1, 2025, as expected, which will cause immediate and irreparable harm to Delaware.

30. The loss of such funds would harm the Delaware's ability to pay for transit of book throughout the State, Delaware Library Access Services (DLAS, which provides books in Braille and audio books in accessible formats for the blind and physically handicapped residents of Delaware), 50% of the salaries of State employees and of contractors who provide direct services to customers in libraries.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Dover, Delaware.

A handwritten signature in black ink, which appears to read "Anna E. Whelan", is written over a horizontal line.

[DECLARANT]



## **EXHIBIT A**

# **DELAWARE'S LIBRARY SERVICES AND TECHNOLOGY ACT GRANTS TO STATES FIVE-YEAR PLAN (2023-2027)**

Approved by the Council On Libraries June 2, 2022 for  
submission to IMLS.

Submitted to IMLS by: Delaware Division of Libraries  
Dr. Annie Norman, State Librarian and Director  
June 2022



# TABLE OF CONTENTS

<b>INTRODUCTION</b>	<b>1</b>
<b>MISSION STATEMENT</b>	<b>3</b>
<b>NEEDS ASSESSMENT</b>	<b>3</b>
<b>GOALS</b>	<b>8</b>
GOAL 1 - BUILD STRONG LIBRARIES	10
Objective 1.1 - Grow Facilities Capacity	11
Objective 1.2 - Enhance & Leverage Library Technology Infrastructure	11
Objective 1.3 - Enhance Library Staff Knowledge & Skills	11
Objective 1.4 - Assess & Address Mechanisms to Streamline Library Governance	12
Objective 1.5 - Assess & Address Statewide Library Personnel Needs	12
GOAL 2 - ENSURE EQUITABLE ACCESS	12
Objective 2.1 - Resource Enrichment and Sharing	13
Objective 2.2 - Access to Library Resources for Individuals with Print Disabilities	14
GOAL 3 - BUILD THRIVING COMMUNITIES	14
Objective 3.1 - Delaware Communities of Excellence	15
Objective 3.2 - Delaware Library Social Infrastructure and Social Innovation	15
Objective 3.3 - Lifelong Learning & Enrichment	16
<b>COORDINATION EFFORTS</b>	<b>16</b>
<b>EVALUATION PLAN</b>	<b>17</b>
<b>STAKEHOLDER INVOLVEMENT</b>	<b>19</b>
<b>COMMUNICATION AND PUBLIC AVAILABILITY</b>	<b>19</b>
<b>MONITORING</b>	<b>20</b>
<b>ASSURANCES</b>	<b>21</b>
<b>APPENDIX A - PROJECT DESCRIPTIONS</b>	<b>A-1</b>
<b>APPENDIX B - CROSSWALK TABLE</b>	<b>B-1</b>
<b>APPENDIX C - DELAWARE STRATEGY MAP &amp; EVALUATION</b>	<b>C-1</b>

# INTRODUCTION

The Library Services and Technology Act (LSTA) authorizes state program grants to certified state library administrative agencies (SLAAs). In order to be eligible for funding, SLAAs must submit a five-year plan for implementation that is consistent with the stated purposes of LSTA and with the priorities of the “Grants to States” program. Each year, SLAAs throughout the nation carry out more than 1,500 projects that are supported by this program. Funds are distributed to the states and territories and are monitored by the Institute of Museum and Library Services (IMLS). Following are purposes of LSTA and the priorities<sup>1</sup> of the Grants to States program.

## **Purposes of LSTA (20 U.S.C. § 9121)**

1. Enhance coordination among Federal programs that relate to library, education, and information services;
2. Promote continuous improvement in library services in all types of libraries in order to better serve the people of the United States;
3. Facilitate access to resources in all types of libraries for the purpose of cultivating an educated and informed citizenry;
4. Encourage resource sharing among all types of libraries for the purpose of achieving economical and efficient delivery of library services to the public;
5. Promote literacy, education, and lifelong learning, including by building learning partnerships with school libraries in our Nation’s schools, including tribal schools, and developing resources, capabilities, and programs in support of State, tribal, and local efforts to offer a well-rounded educational experience to all students;
6. Enable libraries to develop services that meet the needs of communities throughout the Nation, including people of diverse geographic, cultural, and socioeconomic backgrounds, individuals with disabilities, residents of rural and urban areas, Native Americans, military families, veterans, and caregivers;
7. Enable libraries to serve as anchor institutions to support community revitalization through enhancing and expanding the services and resources provided by libraries, including those services and resources relating to workforce development, economic and business development, critical thinking skills, health information, digital literacy skills, financial literacy and other types of literacy skills, and new and emerging technology;
8. Enhance the skills of the current library workforce and recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;
9. Ensure the preservation of knowledge and library collections in all formats and enable libraries to serve their communities during disasters;
10. Enhance the role of libraries within the information infrastructure of the United States in order to support research, education, and innovation;

---

<sup>1</sup> <https://www.ims.gov/grants/grants-state/purposes-and-priorities-lsta>

11. Promote library services that provide users with access to information through national, State, local, regional, and international collaborations and networks; and
12. Encourage, support, and disseminate model programs of library and museum collaboration.

**Grants to States (20 U.S.C. § 9141)**

1. Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;
2. Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services;
3. (A) Provide training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and (B) Enhance efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;
4. Develop public and private partnerships with other agencies, tribes, and community-based organizations;
5. Target 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;
6. Target 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 (as defined by the Office of Management and Budget and revised annually in accordance with section 9902(2) of title 42) applicable to a family of the size involved;
7. Develop library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and
8. Carry out other activities consistent with the purposes set forth in 20 U.S.C. § 9121, as described in the State library administrative agency's plan.

In compliance with the requirements of the 2010 Museum and Library Services Act as Amended, the following document presents the Delaware Division of Libraries' (DDL) FFY 2023 - 2027 plan for fulfilling the objectives of the LSTA Grants to States program. However, the Plan before you is not limited to the scope of projects, activities, and initiatives that will be carried out using Federal LSTA funds. Rather, the plan is an integrated document that demonstrates how DDL will pursue its efforts to fulfill its mission using a myriad of funding sources ranging from non-governmental resources provided by Dolly Parton's Imagination Library program.

While DDL recognizes that certain components mentioned in the Plan, e.g., facility construction, are not eligible for LSTA funds, they are, nevertheless, elements of a consolidated blueprint designed to achieve the ultimate goal of thriving communities of flourishing individuals.

The Plan summarizes the needs of Delaware's libraries as well as the library and information needs of First State residents. These needs have been identified through an examination of a variety of factors including demographic data, relevant societal indicators, and findings and insights from the recently completed evaluation of DDL's implementation of its 2018 - 2022 LSTA Five-Year Plan. The new 2023 - 2027 LSTA Five-Year Plan sets forth goals and identifies anticipated projects designed to address these needs. The Plan clearly identifies projects that are not eligible for LSTA support as well as those that are most likely to utilize federal funds.

## **MISSION STATEMENT**

The Delaware Division of Libraries provides leadership and support for the timely development of Delaware's libraries, to ensure convenient access to, and encourage use of current information resources and reading material by all Delawareans. Members of the Delaware library community are unified in the values of service, access, and excellence, and are committed to the vision of progressive libraries and the transformational impact they have on the people who use them.

## **NEEDS ASSESSMENT**

A variety of data sources were used to develop the needs assessment portion of this Plan. Sources of information include 2020 U.S. Census, 2021 America's Health Rankings, and the Delaware State government website.

### **General Demographic Characteristics**

In spite of its small physical size, Delaware is quite a diverse state and is, in many ways, a microcosm of the nation. The First State is home to densely-populated urban neighborhoods and sprawling farm fields, traditional suburbs and upscale tourist destinations, legacy industrial complexes and high-tech office parks. Amazingly, all of this diversity occurs within a framework of only three counties and 1,982 square miles.

Delaware's total population is small compared to most other states; however, the First State's population has consistently grown more rapidly than the national population. The U.S. Census Bureau's 1980 data showed that Delaware had a population of just under 600,000 (594,338). The state's population grew by 12.09% between 1980 and 1990 and by an additional 17.63% between 1990 and the year 2000. By the time of the 2010 census, Delaware had reached a population of nearly 900,000 (897,934) representing a 14.59% increase during that decade. The First State continued its double-digit percentage growth in the 2010 - 2020 time-span. Delaware grew by 10.25% in that period compared to a national growth rate of 7.35%. The Census Bureau's population estimate as of July 1, 2021 indicates that Delaware has now topped one-



million residents (1,003,384) for the first time in its history.

Delaware's population is diverse and is becoming more diverse. The 2020 U.S. Census indicates that Delaware's African-American population is 23.2% of the total. This compares to 22.4% in 2015. In comparison, African-Americans comprise 13.4% of the total U.S. population. The national percentage in 2015 was 13.3%. Delaware's African-American population is largely, but not entirely concentrated in the state's urban areas.

Delaware's Hispanic population is smaller than the national average and stood at 9.6% at the time of the 2020 census. Individuals identifying themselves as Hispanic represented 9.0% of the State's population in 2015. This compares to 18.5% who identified themselves as Hispanic nationally. The Hispanic population in the state is somewhat more widely distributed than the African-American population living in both urban and rural areas of the State.

The percentage of Delaware's population that is foreign-born (9.40%) is somewhat lower than the national mark (13.50%). Not surprisingly, the percentage of individuals living in households where a language other than English is spoken (13.40%) is also lower than the national average (21.50%). Delaware has a slightly higher percentage of service veterans like many other states with major military bases. The Dover Air Force Base is located nearly in the center of the State.

The educational profile of Delaware residents is very similar to the U.S. as a whole. A slightly higher percentage of Delawareans 25+ years of age (90.60%) have graduated from high school. The percentage of First State residents with a college degree (32.70%) is almost identical to the national average (32.90%)

Delaware's median household income stood at \$69,110 at the time of the 2020 Census, about \$4,000 higher than the average U.S. household. This is reflected in a poverty rate 10.90% that is slightly below the national norm (11.40%). Both the percentage of households that reported having a computer (93.10%) and the percentage of households indicating that they have a broadband Internet subscription (87.40%) are a bit higher than the percentages in the country as a whole which were 91.9% and 85.20% respectively.

Delaware's population as a whole is significantly older than the national norm. The median age in the First State at the time of the 2020 Census was 41.10 years compared to 38.31 years across the United States. While the percentage of Delawareans under the age of 65 who have a disability (8.7%) is slightly lower than the national average (9.3%), the overall higher median age in the State suggests that the total percentage of Delaware residents with special needs is likely higher than the national mark.

Basic Demographics	Delaware	United States
Population Estimate (July 1, 2021)	1,003,384	331,893,745
Percentage of Persons Under 5 Years of Age	5.60%	6.00%
Percentage of Persons Under 18 Years of Age	20.90%	22.30%

Basic Demographics	Delaware	United States
Percentage of Persons 65 Years of Age and Over	19.40%	16.50%
Median Age	41.10 Years	38.31 Years
White Alone Percentage	69.20%	76.30%
Black or African-American Alone Percentage	23.20%	13.40%
Asian Alone Percentage	4.10%	5.90%
Percentage Identifying as Hispanic or Latino	9.60%	18.50%
Percentage Foreign-Born Persons	9.40%	13.50%
Language Other than English Spoken at Home - Percentage of Persons % Over 5 Years of Age	13.40%	21.50%
Percentage Veterans	6.48%	5.37%
Percentage of Persons 25+ High School Graduate or Higher (2016 - 2020)	90.60%	88.50%
Percentage of Persons 25+ Bachelor's Degree or Higher (2016 - 2020)	32.70%	32.90%
Percentage of Persons Under Age 65 with a Disability	9.30%	8.70%
Percentage of Persons Under Age 65 without Health Insurance	8.10%	10.20%
Median Household Income (in 2020 dollars)	\$69,110	\$64,994
Percentage of Persons in Poverty	10.90%	11.40%
Percentage of Households with a Computer (2016 - 2020)	93.10%	91.90%
Percentage of Households with a Broadband Internet Subscription (2016 - 2020)	87.40%	85.20%

## Library Metrics

Delaware performs very well in comparison to other states in regard to public library facilities and technological infrastructure. This is largely due to significant State investments in these areas. In fact, Delaware's 2019 ranking of 9th in state revenue per capita (\$3.97) among states would be considerably higher if approximately \$11 million of annual expenditures for facilities and technological infrastructure were included. However, total library revenues, and particularly local library revenues, tell a very different story. In addition, in 2022 the State announced that it is investing another \$40 million for facilities improvements using ARPA funds.

Total public library revenues in 2019 equaled \$32.62 per capita. In comparison, the U.S. average was \$44.88. Furthermore, Delaware only ranks 41st among the states in local revenue per capita at \$26.88 per person. This compares to a national average of \$38.55. High population growth and relatively stagnant local budgets in some areas of the State have translated into per capita support for individual libraries declining over time.

This modest funding at the local level translates into meager library staffing levels and underscores the importance of capacity building in the human resources area. The 2019 PLS shows that Delaware ranked 39th among the states in the number of full-time equivalent (FTE) staff per 25,000 population. Delaware libraries had 9.48 FTEs per 25,000 population compared to a national average of 11.37 FTEs per 25,000 population.

Other results of poor funding reveal themselves in the form of inadequate collections. One troubling statistic is Delaware's 46th ranking in collection expenditures per capita (\$2.62 per capita vs. a national average of \$4.51 per capita). The First State also lags in the print materials per capita category with only 1.50 volumes per person. This compares to a national mark of 2.17 volumes per capita and results in a ranking of 43rd among the states. It is to the great credit of Delaware's hard-working public library staff that the State's performance on circulation per capita (5.78 per person) places it considerably higher (34th) in the rankings.

Due in part to the fact that Delaware has several library governing entities that cover major portions of counties, the State's percentage of library jurisdictions with at least one staff member with an American Library Association (ALA) accredited master's degree (61.90%) is somewhat higher than the national average (45.53%). Education for library staff has been supported over the years by the generous Ada Leigh Soles Scholarship Loan Program for Bachelor's, Master's and Doctoral degrees. However, the overall percentage of full-time equivalent library staff with an ALA-accredited master's degree is only 18.60% compared to 23.64% nationally.

Public Libraries Survey (2019) Metrics	Delaware Rank	Delaware	United States
Total Library Operating Revenue	37	\$32.62	\$44.88
State Operating Revenue	9	\$3.97	\$2.99
Local Operating Revenue	41	\$26.88	\$38.55
Collection Expenditures per Capita	46	\$2.62	\$4.51
Library Visits per Capita	28	4.19/capita	3.93/capita
Print Materials per Capita	43	1.50/capita	2.17/capita
Circulation per Capita	34	5.78/capita	6.86/capita
Programs Offered per 1,000 Population	16	24.26/ 1,000 pop.	18.65/ 1,000 pop.
Total Paid Full-Time Equivalent Staff per 25,000 Population	39	9.48/ 25,000 pop.	11.37/ 25,000 pop.

Public Libraries Survey (2019) Metrics	Delaware Rank	Delaware	United States
Percentage of Paid Full-Time Equivalent Staff with ALA-Accredited Master's Degree		18.60%	23.64%
Percentage of Public Library Jurisdictions with ALA-Accredited Master's Personnel		61.90%	45.53%

The situation is even more dire in the school library realm. A study that generated a *Delaware School Libraries Master Plan* (which was developed in part using LSTA funds in 2017) revealed significant deficiencies in the state's school libraries. The study found that school library staff was non-existent at the building level in many districts, that staff had numerous duties unrelated or only peripherally related to their professional duties. Allocations for school library collections were typically very small and in some cases were zero. The study found that school library collections were both dated and incomplete in terms of meeting curricular needs. There are few indications that this situation has improved.

### Other Selected Social Indicators

Although Delaware's basic prose literacy rate and percentage of persons aged 25+ who are high school graduates are both very close to national averages, most would agree that the performance of 4th and 8th graders on the National Assessment of Educational Progress (NAEP) is nevertheless troubling. Only 33% of 4th graders and only 31% of 8th graders tested at the "proficient" level on these tests that are often referred to as "the Nation's Report Card." While these metrics place Delaware only slightly below the national norms, having only one-third of students testing at the proficient level nationally is, if anything, appalling.

Many of Delaware's measures related to health and wellness are also close to national norms. The United Health Foundation's "America's Health Rankings" offers insight into both the status of health care in each state and captures societal factors that are known to influence health outcomes. Delaware ranks 15th among the states in funding for public health. This translates into good scores on factors such as childhood immunizations (2nd in the nation) and colorectal cancer screening (9th among the states).

However, some societal indicators give cause for concern. Delaware ranks 19th in income inequality and almost ten percent (9.9%) of Delaware households are dealing with food insecurity. Delaware ranks 20th in access to mental health care. More than a third (36.5%) of Delawareans can be considered obese (36.5%) compared to a national average of 31.9% resulting in a ranking of 43rd among the states.

In short, while Delaware often ranks at or near national averages on measures of well-being, it is clear that many Delawareans face challenges, often related to economic disparities, that are concerning.

Selected Social Indicators	Delaware	United States
4th Grade - Percentage at or Above National Assessment of Educational Progress (NAEP) Proficient Level	33%	34%
8th Grade - Percentage at or Above National Assessment of Educational Progress (NAEP) Proficient Level	31%	32%
Basic Prose Literacy Rate (Based on data from the National Center for Educational Statistics [NCES])	89.3%	88.00%
Public Health Funding (America's Health Rankings)	15	
Childhood Immunizations (America's Health Rankings)	2	
Colorectal Cancer Screening (America's Health Rankings)	9	
Income Inequality (America's Health Rankings)	19	
Food Insecurity (America's Health Rankings)	19	
Access to Mental Health Care (America's Health Rankings)	20	
Obesity % Ages 18+ (America's Health Rankings)	43	

## Summary of Needs

- Many Delaware libraries are underfunded and lack the resources they need to adequately serve the public and the funding that they need to fairly compensate staff.
- Many Delaware libraries are inadequately staffed and find it difficult to recruit, train, and retain qualified workers.
- Library staffing in Delaware inadequately represents the diversity of the State's population.
- The depth of library resources and the quality and range of services offered by Delaware libraries varies greatly based on location.
- Societal factors such as income inequality lead to information needs that are triggered by crisis situations.
- Literacy proficiency levels among Delaware's children are unacceptable.
- Numerous organizations in the State have overlapping responsibilities for addressing basic human needs.
- Some Delaware residents are print-disabled and require specialized library services.

## GOALS

## Introduction

Delaware has a rich history of tracking DDL strategy using a modified balanced scorecard framework (see Appendix C for the latest updated version of the Strategy Map). To understand how the LSTA goals work for Delaware, it is important to understand its strategy map.

In compliance with the requirements of the 2010 Museum and Library Services Act as Amended, the following document presents the Delaware Division of Libraries' (DDL) FFY 2023 - 2027 plan for fulfilling the objectives of the LSTA Grants to States program. However, the Plan before you is not limited to the scope of projects, activities, and initiatives that will be carried out using Federal LSTA funds. Rather, the plan provides some context that demonstrates how DDL will pursue its efforts to fulfill its overall mission using a myriad of funding streams ranging from State and federal revenues to non-governmental sources.

While the document does not attempt to be a comprehensive agency strategic plan, it recognizes that the overall ability of the agency to fulfill its LSTA obligations is impacted by everything that the agency does. The reader will find several instances where LSTA funds will be used to determine the best ways to improve the efficiency, consistency, and effectiveness of DDL services. In no instance will LSTA funds be used to supplant state funds, but they may be used to identify, and occasionally to implement best practices and enhanced standards in pursuit of excellence.

This Plan summarizes the needs of Delaware's libraries as well as the library and information needs of Delaware residents. These needs have been identified through an examination of a variety of factors including demographic data, relevant societal indicators, and findings and insights from the recently completed evaluation of DDL's implementation of its 2018 - 2022 LSTA Five-Year Plan. The new 2023 - 2027 LSTA Five-Year Plan sets forth goals and identifies anticipated projects designed to address these needs.

This Plan adopts the IMLS Measuring Success Focal Areas as an organizing principle. Two of the goals directly align with single focal areas. Goal 1 aligns with the INSTITUTIONAL CAPACITY focal area and is built on the idea that libraries are the foundation for providing information services in the First State. Goal 2 aligns with the INFORMATION ACCESS focal area. Goal 2 builds on Goal 1 and ensures equitable access to all of the resources provided through the State's libraries and by DDL. Goal 3 addresses two of the focal areas: LIFELONG LEARNING and HUMAN RESOURCES. Goal 3 builds on the first two goals and reflects the results that will be accomplished by fulfilling the intents of the INSTITUTIONAL CAPACITY and INFORMATION ACCESS focal areas.

The ***Five-Year State Plan Guidelines for State Library Administrative Agencies 2023 - 2027*** promulgated by IMLS indicates that state plan goals must be prioritized. Therefore, it should be noted that Delaware's goals are presented in inverse order. That is, Goal 3 is of the highest priority. The goals are presented in this fashion to illustrate the point made above that the goals are interdependent. Goal 1 provides the foundation for library and information service



delivery. Goal 2 ensures equity of access. Finally, success in achieving Goal 3 depends on the degree to which Goals 1 and 2 are accomplished.

As the Needs Assessment section has identified, the Delaware libraries face some significant challenges in the coming years. Consequently, even though Goal 3 is viewed as the highest priority, the largest percentage of LSTA funding will likely be devoted to Goal 2.

## **Summary of Goals**

### **IMLS Measuring Success Focal Area - INSTITUTIONAL CAPACITY**

#### **GOAL 1 - BUILD STRONG LIBRARIES**

*Delaware residents will be served by local libraries that are technologically advanced and employ knowledgeable, community-focused staff members who incorporate the best professional practices and up-to-date technologies to deliver relevant, consistently high-quality library services.*

### **IMLS Measuring Success Focal Area - INFORMATION ACCESS**

#### **GOAL 2 - ENSURE EQUITABLE ACCESS**

*Delaware residents will have convenient access to relevant, high-quality information resources in formats that they can to achieve their educational, occupational, and personal/recreational goals.*

### **IMLS Measuring Success Focal Areas - LIFELONG LEARNING, HUMAN SERVICES**

#### **GOAL 3 - BUILD THRIVING COMMUNITIES**

*Delaware residents will have the opportunity to access highly coordinated public services that enable them to achieve their educational, occupational, and personal goals and to participate in and contribute to the vitality of their communities.*

## **GOAL 1 - BUILD STRONG LIBRARIES**

*Delaware residents will be served by local libraries that are technologically advanced and employ knowledgeable, community-focused staff members who incorporate the best professional practices and up-to-date technologies to deliver relevant, consistently high-quality library services.*

### **Identified Needs Addressed by Goal 1**

- Many Delaware libraries are underfunded and lack the resources they need to adequately serve the public and the funding that they need to fairly compensate staff.
- Many Delaware libraries are inadequately staffed and find it difficult to recruit, train, and retain qualified workers.
- Library staffing in Delaware inadequately represents the diversity of the State's population.
- The depth of library resources and the quality and range of services offered by Delaware libraries varies greatly based on location.

### **Library Services and Technology Act Purposes Addressed by Goal 1**

- ❖ Promote continuous improvement in library services in all types of libraries in order to better serve the people of the United States;
- ❖ Enhance the skills of the current library workforce and recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;
- ❖ Enhance the role of libraries within the information infrastructure of the United States in order to support research, education, and innovation;

### **Grants to States Priorities Addressed by Goal 1**

- Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services;
- (A) Provide training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and (B) Enhance efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;
- Develop public and private partnerships with other agencies, tribes, and community-based organizations.

### **Objective 1.1 - Grow Facilities Capacity**

(No LSTA Funds - State funding and ARPA funding through the State)

#### **Potential Projects:**

##### **Facilities Development**

**Timeline:** Anticipate ongoing 2023 - 2027

**Evaluation:** Increase in library SF

### **Objective 1.2 - Enhance & Leverage Library Technology Infrastructure**

(State and LSTA Funds)

#### **Potential Projects:**

**Infrastructure Maintenance and Improvements** (see APPENDIX A for description)

**Timeline:** Anticipate ongoing 2023 - 2027

### **Objective 1.3 - Enhance Library Staff Knowledge & Skills**

(Primarily LSTA Funds)

#### **Potential Projects:**

**Professional Development** (see APPENDIX A for description)

**Timeline:** Anticipate ongoing 2023 - 2027

**Evaluation:** Surveys of continuing education participants to determine application of concepts/methods

## **Objective 1.4 - Assess & Address Mechanisms to Streamline Library Governance**

(Potential Use of LSTA for Assessment)

### **Potential Projects:**

**Governance and Funding Assessment** (see APPENDIX A for description)

**Timeline:** Anticipate 2023 - 2024

**Evaluation:** Development of actionable recommendations based on information and data gathered

## **Objective 1.5 - Assess & Address Statewide Library Personnel Needs**

(LSTA Funds)

### **Potential Projects:**

**Comprehensive Library Staffing Assessment** (see APPENDIX A for description)

**Timeline:** Anticipate 2023 - 2024

**Evaluation:** Development of actionable recommendations based on information and data gathered

**Organizational effectiveness studies and planning** (see APPENDIX A for description)

**Timeline:** Anticipate 2023 - 2024

**Evaluation:** Research and support studies for improvement with actionable recommendations based on information and data gathered

## **GOAL 2 - ENSURE EQUITABLE ACCESS**

***Delaware residents will have convenient access to relevant, high-quality information resources in formats that they can to achieve their educational, occupational, and personal/recreational goals.***

### **Identified Needs Addressed by Goal 2**

- Many Delaware libraries are underfunded and lack the resources they need to adequately serve the public and the funding that they need to fairly compensate staff.
- Library staffing in Delaware inadequately represents the diversity of the State's population.
- The depth of library resources and the quality and range of services offered by Delaware libraries varies greatly based on location.
- Societal factors such as income inequality lead to information needs that are triggered by crisis situations.
- Some Delaware residents are print-disabled and require specialized library services.

## **Library Services and Technology Act Purposes Addressed by Goal 2**

- ❖ Facilitate access to resources in all types of libraries for the purpose of cultivating an educated and informed citizenry;
- ❖ Encourage resource sharing among all types of libraries for the purpose of achieving economical and efficient delivery of library services to the public;
- ❖ Enable libraries to develop services that meet the needs of communities throughout the Nation, including people of diverse geographic, cultural, and socioeconomic backgrounds, individuals with disabilities, residents of rural and urban areas, Native Americans, military families, veterans, and caregivers;
- ❖ Promote library services that provide users with access to information through national, State, local, regional, and international collaborations and networks.

## **Grants to States Priorities Addressed by Goal 2**

- Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;
- Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services;
- Develop public and private partnerships with other agencies, tribes, and community-based organizations;
- Target 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;
- Target 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 (as defined by the Office of Management and Budget and revised annually in accordance with section 9902(2) of title 42) applicable to a family of the size involved;
- Develop library services that provide all users access to information through local, State, regional, national, and international collaborations and networks.

## **Objective 2.1 - Resource Enrichment and Sharing**

(State and LSTA Funds)

### **Potential Projects:**

**Delaware Library Consortium** (see APPENDIX A for description)  
(covers a host of activities including the Delaware Library Catalog)

**Timeline:** 2023 - 2027

**Evaluation:** Number of participating libraries. Number of volumes/e-content items, etc. available. Circulation of items by library, by type of

item. Number of holds placed. Number of e-content items downloaded/streamed. Number of items borrowed/loaned.

## **Objective 2.2 - Provide Access to Library Resources for Individuals with Print Disabilities**

(State and LSTA Funds)

### **Potential Projects:**

**Delaware Library Access Services** (see APPENDIX A for description)

**Timeline:** Anticipate 2023 - 2027

**Evaluation:** Number of users of services by type of disability. Number of users of service by preferred format of material. Circulation of materials and e-content (BARD). Number of machines loaned. User satisfaction measured by an annual survey of users.

## **GOAL 3 - BUILD THRIVING COMMUNITIES**

*Delaware residents will have the opportunity to access highly coordinated public services that enable them to achieve their educational, occupational, and personal goals and to participate in and contribute to the vitality of their communities.*

### **Identified Needs Addressed by Goal 3**

- Many Delaware libraries are underfunded and lack the resources they need to adequately serve the public and the funding that they need to fairly compensate staff.
- Societal factors such as income inequality lead to information needs that are triggered by crisis situations.
- Literacy proficiency levels among Delaware's children are unacceptable.
- Numerous organizations in the State have overlapping responsibilities for addressing basic human needs.

### **Library Services and Technology Act Purposes Addressed by Goal 3**

- ❖ Promote continuous improvement in library services in all types of libraries in order to better serve the people of the United States;
- ❖ Facilitate access to resources in all types of libraries for the purpose of cultivating an educated and informed citizenry;
- ❖ Promote literacy, education, and lifelong learning, including by building learning partnerships with school libraries in our Nation's schools, including tribal schools, and developing resources, capabilities, and programs in support of State, tribal, and local efforts to offer a well-rounded educational experience to all students;
- ❖ Enable libraries to develop services that meet the needs of communities throughout the Nation, including people of diverse geographic, cultural, and socioeconomic backgrounds, individuals with disabilities, residents of rural and urban areas, Native Americans, military families, veterans, and caregivers;

- ❖ Enable libraries to serve as anchor institutions to support community revitalization through enhancing and expanding the services and resources provided by libraries, including those services and resources relating to workforce development, economic and business development, critical thinking skills, health information, digital literacy skills, financial literacy and other types of literacy skills, and new and emerging technology;
- ❖ Enhance the role of libraries within the information infrastructure of the United States in order to support research, education, and innovation;
- ❖ Encourage, support, and disseminate model programs of library and museum collaboration.

### **Grants to States Priorities Addressed by Goal 3**

- Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;
- Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services;
- Develop public and private partnerships with other agencies, tribes, and community-based organizations;
- Target 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;
- Target 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 (as defined by the Office of Management and Budget and revised annually in accordance with section 9902(2) of title 42) applicable to a family of the size involved.

### **Objective 3.1 - Delaware Communities of Excellence**

(No LSTA Funds)

#### **Potential Projects:**

**Delaware Communities of Excellence** (see APPENDIX A for description)

**Timeline:** Anticipate 2023 - 2027

**Evaluation:** Partner collaboration to address Equity through Literacy

### **Objective 3.2 - Delaware Library Social Infrastructure and Social Innovation**

(State and LSTA Funds)

#### **Potential Projects:**



**Delaware Library Social Infrastructure and Social Innovation** (see APPENDIX A for description)

**Timeline:** Anticipate 2023 - 2027

**Evaluation:** Number and quality of partnerships formed. Number of user contacts. Number of referrals to appropriate agencies including follow-up to determine outcome. Anecdotal reports from librarians and staff of partner agencies.

## **Objective 3.3 - Lifelong Learning & Enrichment**

(Primarily LSTA Funds)

Potential Projects:

**Summer Library Reading Program** (see APPENDIX A for description)

**Timeline:** Anticipate Ongoing 2023 - 2027

**Evaluation:** Number of libraries participating. Number of programs for children. Number of programs for tweens/teens. Number of programs for adults. Number of intergenerational programs. Program attendance by library. Number of unique participants. Number of circulations. Anecdotal reports from participants and parents/caregivers.

**Other Lifelong Learning Initiatives**

**Timeline:** As opportunity and funding availability allows

**Evaluation:** Specific to initiative

## **COORDINATION EFFORTS**

The Plan's narrative organizes all projects for which LSTA funding is anticipated under the IMLS Measuring Success Focal Areas and Intents. Additional crosswalk tables displaying these relationships in a graphic format can be found in APPENDIX B.

In addition, the following anticipated Projects will be coordinated with the ***other governmental entities*** listed below:

**Focal Area: Lifelong Learning**

Department of Energy

**Focal Area: Information Access**

Delaware Public Archives

**Focal Area: Institutional Capacity**

Literacy Delaware

**Focal Area: Economic & Employment Development**

Division of Small Business, Department of Labor

**Focal Area: Human Resources**

Trauma Matters, Project Thrive

**Focal Area: Civic Engagement**

Delaware Journalism Collaborative

## EVALUATION PLAN

Delaware has an advantage over most other states in the collection of performance measures in that all public libraries as well as some academic, school, and special libraries are participants in the Delaware Library Consortium and share an integrated library system (the Delaware Library Catalog). This provides the Delaware Division of Libraries with a significant unified source of highly-reliable comparable output measures that can be tracked with minimal direct intervention.











Furthermore, the Delaware Division of Libraries has consistently been an innovator in its efforts to use data to inform decision-making. Within the last year DDL started using Northstar Digital Literacy Assessment, which will enable libraries to better gauge the impact of online technology training on individuals. Work is also underway and groundwork has been laid to develop a literacy dashboard that will allow DDL and its literacy partners to monitor activities and to modify efforts to maximize positive outcomes.

Another tool that has been enhanced over time is Delaware Dewey. Using data from the Delaware catalog, Delaware Dewey monitors not only collection use by Dewey category, but also tracks programming and reference activity using the Dewey Decimal System as a convenient tool for measuring the breadth and scope of library service offerings.

DDL's work to position libraries as the community help desk at the heart of the community in partnership with a wide range of strategic partners has resulted in the creation of multiple graphic tools that help organize the contributions that a multitude of agencies can make to enable communities to thrive. This kind of organized approach not only assists libraries in making the right connections, but aids in the task of categorizing the types of aid provided for evaluative purposes.

# Basic Needs Chart

1/2020 Draft

 Food/Nutrition	 Shelter/Housing	 Clothing/Hygiene	 Health/Mental Health	 Technology	 Training/Education Literacy	 Childcare	 Transportation	 Legal	 Employment/Income
Food Bank DHSS, DOE	Housing	DHSS	DHSS		DOE, Higher Ed	DOE, Office of Early Childhood	DELDOT	Courts	DOL
Food stamps	Storage-Physical items, documents	Laundry	Specialist appointment		Study skills, workplace skills		Funds for gas or bus tickets	Immigration	Interview Wardrobe
Food banks, shelters that serve lunch	Heating assistance	Hair cuts	Dental & optical coverage	Credit/Debit Card	Computer skills training		License, insurance	Record expungement	Job & income, financial literacy and management
Meals for children	Rent assistance	Clothing	Medicaid	Stable email account	GED	Purchase of Care	DART, bus tickets	Probation/parole	Benefits
Food deserts, insecurity	Transitional, temporary, or substandard housing	Shoes	Insurance	Cellphone	Illiterate, ESL, no computer skills, no math skills	No childcare available, affordable	Bike share	Outstanding tickets or warrants	Adequate pay
	No shelter	Showers	Access to doctors, clinics	State & SSID			Access to transportation, public or private		Assistance to complete/submit application online
			Substance abuse, PTSD, ACEs, violence, isolation						

NEEDS

DelawareLibraries.org



Questions? Suggestions?  
Annie Norman, State Librarian  
annie.norman@delaware.gov

Delaware Better Together

Many other LSTA-funded efforts will be tracked using more traditional mechanisms including pre and post-training event assessments, common output measures and standard metrics employed for tracking materials provided to blind and otherwise print disabled individuals who use the Delaware Access Services program.

## STAKEHOLDER INVOLVEMENT

The ***Delaware Library Services and Technology Act (LSTA) Grants to States Five-Year Plan (2023-2027)*** is based on considerable input from the library community, from the independent evaluators who recently conducted Delaware's LSTA evaluation for 2018 - 2022, and from a variety of other stakeholders. Included in this input is information and data gathered through reviews of State Program Reports (SPR) and Public Libraries Survey (PLS) data, personal interviews, focus groups, surveys, group meetings, and extensive contact between the facilitators of the Plan and the DDL Director/State Librarian and the LSTA Coordinator.

Based on its library assessment credentials, knowledge of LSTA, and significant familiarity with the First State and its libraries, the Delaware Division of Libraries determined to engage QualityMetrics LLC of Silver Spring Maryland to conduct both the required 2018 - 2022 LSTA evaluation and to assist in the development of the 2023 - 2027 LSTA Five-Year Plan.

Consequently, the evaluators were able to efficiently integrate both retrospective and prospective elements into the evaluation process that was also used in the planning processes. The evaluation and planning process began in April 2021 and continued through the submission of this plan. The assessment of DDL's efforts in carrying out the 2018 - 2022 Plan was conducted by QualityMetrics Chief Executive Officer Dr. Martha Kyrillidou assisted by associate researcher William Wilson. The same team assisted in the development of the 2023 - 2027 five-year plan.

In short, ***Delaware's Library Services and Technology Act (LSTA) Grants to States Five-Year Plan (2023-2027)*** is based on stakeholder input secured through a variety of quality sources over the course of fifteen months..

## COMMUNICATION AND PUBLIC AVAILABILITY

Once the ***Delaware Library Services and Technology Act (LSTA) Grants to States Five-Year Plan (2023 - 2027)*** has been approved by IMLS, DDL will post the Plan on the agency website where it will remain throughout the duration of its implementation. DDL leadership will present the Plan to agency staff and the preparation for the implementation of the Plan will commence. Regular updates on progress will be provided to the Delaware Council on Libraries and to the broader library community at periodic Library Town Meeting events.

The Plan's goals may be amended if such an alteration is dictated by community needs. Budgets, specific activities, and anticipated products and services may also be adjusted based on DDL's capacity to carry out the Plan as proposed. Any substantive revisions to the Plan will be submitted to IMLS in accordance with IMLS guidelines and the provisions of the Museum

and Library Services Act. DDL will publicize the achievement of significant milestones identified in the Plan as well as ongoing results of its efforts through its website, through social media outlets, and the use of other means of communication. DDL will also comply with reporting requirements by entering information and data in the SPR. Finally, both achievements and shortcomings will be shared with stakeholders within the state as part of an ongoing effort to improve performance and to increase the positive impact of projects and activities.

## MONITORING

The implementation of Delaware's ***Library Services and Technology Act (LSTA) Grants to States Five-Year Plan (2023 - 2027)*** will be monitored on a continuous basis. Appropriate Delaware Division of Libraries (DDL) staff will be assigned to track the execution of all aspects of the Plan. Specific staff will be tasked with preparing and generating relevant reports as required as well as to inform decision making. Any sub-grants that are awarded will be tracked and monitored and sub-grantees will be required to submit semi-annual status reports and final reports on the status and results of their projects. This will be supplemented with a combination of on-site monitoring visits, phone calls, emails, and other virtual contact.

All projects, including any sub-grant projects as well as those directly administered by DDL, will be monitored on a regular basis as ongoing activities are conducted, documented, and measured. Information and data collected as part of this process will be used to inform DDL's reporting to IMLS in the annual SPR.

Monitoring will comply with the requirements and procedures outlined in 2 CFR 200.327-332

- 2 CFR 200.327 - Financial Reporting
- 2 CFR 200.328 - Monitoring and Reporting Program Performance
- 2 CFR 200.329 - Reporting on Real Property
- 2 CFR 200.330 - Subrecipient and Contractor Determination
- 2 CFR 200.331 - Requirements for Pass-Through Entities
- 2 CFR 200.332 - Fixed Amount Subawards

## ASSURANCES

The following assurances have been submitted with this Plan. See APPENDIX D for Assurance documentation.

Program Assurances for 2023 Grant Award (Includes compliance with Internet Safety; Trafficking in Persons; Nondiscrimination; Debarment and Suspension; Drug-Free Workplace; Federal Debt Status; and Lobbying requirements)

Non-Construction Assurance Form (SF-424B)

State Legal Officer's Certification of Authorized Certifying Official

Internet Safety Certification for Applicant Public Libraries, Public Elementary and Secondary School Libraries and Consortia with Public and/or Public School Libraries



# APPENDIX A - PROJECT DESCRIPTIONS

## GOAL 1 ANTICIPATED LSTA-FUNDED PROJECTS

### **Technology Infrastructure Maintenance & Improvement**

The purpose of this project is to ensure that the infrastructure that supports the Delaware Library Catalog and other technology-based library services is secure, reliable and capable of supporting new and emerging technologies.

### **Professional Development:**

The purpose of the Delaware Division of Libraries' (DDL) Professional Development initiative is to provide a consistent level of quality, up-to-date services at libraries throughout the state.

### **Governance and Funding Assessment:**

The purpose is to investigate the policy, decision-making and support regarding library funding in Delaware.

### **Comprehensive Library Staffing Assessment:**

The purpose of this project is to support a comprehensive study of staffing needs among state libraries. The study will include, but will not be limited to:

- Recommendations for staffing levels by position type (including model job descriptions)
- Compensation
- Benefits
- Recruitment & Retention
- Staff Recognition & other "soft" benefits

### **Organizational effectiveness studies and planning**

The purpose of this project is to support research and development for both the agency and any of the libraries as needed in the coming years for improvement and strategic goal attainment.

## GOAL 2 ANTICIPATED LSTA-FUNDED PROJECTS

### **Delaware Library Consortium:**

The purpose of the Delaware Library Consortium is to provide seamless statewide access for all Delawareans to physical and electronic collections and other resources through a single integrated library system (ILS), a single discovery platform for digitized materials, a centralized online library card application, a Delaware Library Consortium mobile app, and a shared statewide calendar.

### **Delaware Library Access Services:**

The purpose of Delaware Library Access Services (DLAS) is to provide Delawareans who are blind or otherwise print-disabled with a full-range of library resources in accessible formats and to connect these individuals with other relevant library resources and services. DLAS is the Delaware regional branch of the National Library Service for the Blind and Print Disabled (NLS) of the Library of Congress (LOC).

### **GOAL 3 ANTICIPATED LSTA-FUNDED PROJECTS**

#### **Delaware Communities of Excellence:**

The goal of Delaware Communities of Excellence (DECOE) is to enhance the quality of life for all Delawareans by developing a comprehensive literacy ecosystem that promotes equity and enhances Delawareans' quality of life.

#### **Delaware Libraries Social Infrastructure and Social Innovation:**

The goal of Delaware Libraries Social Infrastructure and Social Innovation (SI) is to triage, clarify, and strengthen partnerships in Delaware's social infrastructure to help Delawareans take the next steps in achieving their potential.

#### **Summer Library Reading Program:**

The intent of the Summer Library Reading Program (SLRP) is to cultivate a habit of reading and lifelong learning among Delaware residents, based on the library as a key resource.

# APPENDIX B - CROSSWALK TABLE

## DELAWARE - Goal 1 - Build Strong Libraries Measuring Success Focal Areas and Intents Crosswalk

Focal Areas and Intents	Technology Infrastructure Maintenance & Improvement				Professional Development				Governance & Funding Assessment				Comprehensive Library Staffing Assessment			
<b>Lifelong Learning</b>																
Improve users' formal education																
Improve users' general knowledge and skills																
<b>Information Access</b>																
Improve users' ability to discover information resources																
Improve users' ability to obtain and/or use information resources																
<b>Institutional Capacity</b>																
Improve the library workforce																
Improve the library's physical and technological infrastructure																
Improve library operations																
<b>Economic &amp; Employment Development</b>																
Improve users' ability to use resources and apply information for employment support																
Improve users' ability to use and apply business resources																
<b>Human Resources</b>																
Improve users' ability to apply information that furthers their personal, family or household finances																
Improve users' ability to apply information that furthers their personal or family health & wellness																
Improve users' ability to apply information that furthers their parenting and family skills																
<b>Civic Engagement</b>																
Improve users' ability to participate in their community																
Improve users' ability to participate in community conversations around topics of concern																

## DELAWARE Goal 2 - Ensure Equitable Access Measuring Success Focal Areas and Intents

[illegible]

## DELAWARE Goal 3 - Build Thriving Communities

### Measuring Success Focal Areas and Intents

	Delaware Communities of Excellence	Delaware Library Social Infrastructure & Enrichment	Lifelong Learning & Social Innovation
<b>Lifelong Learning</b>	YES	YES	YES
Improve users' formal education			
Improve users' general knowledge and skills	YES	YES	YES
<b>Information Access</b>			
Improve users' ability to discover information resources			
Improve users' ability to obtain and/or use information resources			
<b>Institutional Capacity</b>			
Improve the library workforce			
Improve the library's physical and technological infrastructure			
Improve library operations			
<b>Economic &amp; Employment Development</b>			
Improve users' ability to use resources and apply information for employment support			
Improve users' ability to use and apply business resources			
<b>Human Resources</b>	YES	YES	
Improve users' ability to apply information that furthers their personal, family or household finances		YES	
Improve users' ability to apply information that furthers their personal or family health & wellness		YES	
Improve users' ability to apply information that furthers their parenting and family skills		YES	
<b>Civic Engagement</b>			
Improve users' ability to participate in their community			
Improve users' ability to participate in community conversations around topics of concern			

# APPENDIX C - DELAWARE STRATEGY MAP & EVALUATION

## OUTCOMES

OVERARCHING GOALS	BUILD STRONG LIBRARIES	ENSURE EQUITABLE ACCESS	BUILD THRIVING COMMUNITIES
<b>CUSTOMER</b>	Embrace Diversity of Customer Abilities & Needs	Ensure Equity in Access & Awareness	Build Enduring Customer Relationships
<b>PRODUCTS &amp; SERVICES</b>	Improve/Expand Information Resources	Enhance Access to Services	Expand Programs & Strategic Partnerships
<b>ORGANIZATIONAL EFFECTIVENESS</b>	Grow Facilities Capacity	Leverage Technologies & Infrastructure	Expand Social Infrastructure and Strategic Partnerships
<b>HUMAN RESOURCES</b>	Recruit, Train, & Retain Qualified Staff	Enhance Staff Abilities & the Relevance of Knowledge & Skill Training	Recognize & Compensate Excellence in Performance
<b>LEARNING &amp; GOVERNANCE</b>	Ensure High Ethical Standards	Streamline Governance	Ensure Strategic Policies & Partnerships
<b>FINANCIAL</b>	Ensure Data-Driven Decision Making	Reduce/Eliminate Financial Risk	Grow New Revenues



DATA

OVERARCHING GOALS	BUILD STRONG LIBRARIES	ENSURE EQUITABLE ACCESS	BUILD THRIVING COMMUNITIES
CUSTOMER			
PRODUCTS & SERVICES			
ORGANIZATIONAL EFFECTIVENESS			
HUMAN RESOURCES			
LEARNING & GOVERNANCE			
FINANCIAL			

METHODS

OVERARCHING GOALS	BUILD STRONG LIBRARIES	ENSURE EQUITABLE ACCESS	BUILD THRIVING COMMUNITIES
CUSTOMER			
PRODUCTS & SERVICES			
ORGANIZATIONAL EFFECTIVENESS			
HUMAN RESOURCES			
LEARNING & GOVERNANCE			
FINANCIAL			



**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF JAN BOIVIN**

Pursuant to 28 U.S.C. § 1746, I, Jan Boivin, hereby declare as follows:

1. I am a resident of the State of Hawai'i. I am over the age of 18 and have personal knowledge of all the facts stated herein, except to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am currently employed by Hawai'i Pacific Health (HPH).

3. HPH is anchored by four medical centers and has seventy locations statewide.

4. As Senior Vice President of Human Resources and Organizational Effectiveness, I oversee the labor relations functions of HPH.

5. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Federal Mediation and Conciliation Service (FMCS), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. FMCS has assisted HPH and two different labor unions with mediation in five contract negotiations since 2022 (two involving strikes) that culminated in four successful conclusions and one current ongoing mediation.

7. These matters include renegotiation of existing contracts that expire approximately every three years and concern wages, hours, and working conditions for employee bargaining unit members at certain HPH facilities.

8. FMCS expertise has assisted the parties in reaching agreements. Similarly, where there was an ongoing strike and/or lockout, FMCS was able to assist the parties in ending the dispute and resolving outstanding issues.

9. The services provided by FMCS in these matters include the provision of a mediator/neutral for the purpose of assisting the parties in resolving disputes when the parties have not been able to do so successfully on their own. For example, in September and October of 2024, after over a year of difficult negotiations with the nurses' union at Kapi'olani Medical Center for Women and Children that involved two different strikes and a twenty-two day lockout, the parties agreed to bring FMCS mediation into the talks. After five days of mediation, the parties reached a mediated agreement that brought employees back to work and concluded a very contentious and difficult collective bargaining process.

10. If the matter had not been resolved with the assistance of FMCS, employees may have remained out of work indefinitely with prolonged discord and strain to vital health care services for the people of Hawai'i.

11. FMCS services were provided at no cost to the parties. FMCS mediators have been able to organize and efficiently run a mediation process that effectively and timely focuses the parties on their interests beyond their respective positions to find a mutually acceptable resolution. Based on the importance and impact on health care services to the public, the timely resolution of these disputes is paramount in the interest of maintaining health care services to the community.

12. FMCS has also provided training on labor conflict management to HPH on at least four occasions for different facilities/employee groups. These FMCS training programs are presented to help resolve real-world day to day challenges of labor-management relations in the administration of the contracts negotiated between the parties.



I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on March 25, 2025, at Honolulu, Hawai'i.

  
\_\_\_\_\_  
JAN BOIVIN



**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*

**DECLARATION OF STACEY ALDRICH**

Pursuant to 28 U.S.C. § 1746, I, Stacey Aldrich, hereby declare as follows:

1. I am a resident of Hawai‘i. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. In April 2015, I was appointed as the State Librarian for Hawai‘i State Public Library System and currently serve in that capacity. As the State Librarian, I am the administrative head of the Hawai‘i State Public Library System.

3. The Hawai‘i State Public Library System is an administrative agency of the State of Hawai‘i. As the State Librarian, I am responsible for operating a library program that provides access for everyone to the collections, technology, staff expertise and programs that support opportunities for learning 21st Century skills and literacies, connecting people to the world of information and ideas and creating spaces for community engagement. The mission of the Hawai‘i State Public Library System is to inspire curiosity and create opportunities for all to read, learn and connect.

4. The Hawai‘i State Public Library System has 51 library branches across six islands—Hawai‘i island, Kaua‘i, Lana‘i, Maui, Moloka‘i, and O‘ahu.

5. As the State Librarian, I am responsible for the operation, planning, programming, and budgeting of all community/school and public libraries within Hawai‘i, in accordance with Hawaii Revised Statutes (HRS) § 312-2.1. I am authorized to expend moneys appropriated by the Hawai‘i legislature and the U.S. Congress and otherwise acquired for the development, use,

support, and maintenance of libraries and other related purposes, in accordance with HRS § 312-2.1.

6. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Institute of Museum and Library Services (IMLS), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

7. Given my experience, I believe that Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs on which the Hawai‘i State Public Library relies and on which it expects to rely in the future, causing significant harm to the people of Hawai‘i, the Hawai‘i State Public Library System, and the State of Hawai‘i.

#### The Museum Library Services Act

8. In 1996, Congress established the IMLS by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act, which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

9. IMLS, which administers the Library Services and Technology Act, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State

with the extension and development of public library services throughout the State.” *Id.*

§ 9122(4). The Hawai‘i State Public Library System is a State library administrative agency.

10. In order to receive funds under the Library Services and Technology Act, each State library administrative agency must submit to IMLS its five-year state plan, which describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of Hawaii’s LSTA Five-Year Plan 2023-2027 is attached.

11. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b) and pays to each State the federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

12. Section 9141 provides that:

Of the funds provided to a State library administrative agency under 20 U.S.C. § 9123 such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals’ needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services;

(3)



(A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in 20 U.S.C. § 9121, as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

The Institute of Museum and Library Services' Impact in Hawai'i

13. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. Hawai'i received \$1,541,630, which represents the federal share of the activities in the approved plan, totaling 66 percent.<sup>1</sup>

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here: <https://www.imls.gov/sites/default/files/2024-04/imslstastateallotmenttablefy2024.pdf>.

14. The Hawai'i State Public Library System uses these federal funds to support many of its programs, including public access to the internet and online resources that provide: news, health and wellness, legal forms, business development, interactive ebooks that support literacy for students and families, language learning, student homework support, testing resources for students and adults for higher education and career development, learning digital literacy skills and connection to our collections through our Integrated Library System. The funding also supports the skill development of staff, so that they can effectively serve their communities.

15. In addition to administering federal funding to states, IMLS also provides the following programs and services through data and grants for research for the development of services and programs that serve communities across the United States. National data collection and analysis of library and museum programs and services is done yearly. The data is used nationally to understand trends and patterns that are affecting our nations libraries and museums, so that data driven decisions can be made. Hawai'i is actively engaged in the collection of data and analysis, which helps us identify strengths and gaps in our services for Hawai'i in comparison to other communities. There are additional grants that are vital to the development and support of libraries and museums, which include: National Leadership Grants, Native American/Hawaiian Library Services, Laura Bush 21st Century Librarian Program, Museums for America, Native American/Native Hawaiian Museum Services. Since 1998, Hawai'i library and museum organizations have received about \$18,000,000 to support projects that collect, digitize and make available important Native Hawaiian collections for today and future generations. For example, the Ulukau online digital repository project has become a cornerstone of Hawaiian knowledge preservation because it makes historical texts, genealogical records and language

resources available worldwide. This would not have been possible without the support of the Native American/Hawaiian grant support. The funding has also supported literacy and digital literacy skill building in the community. In Fiscal Year 2024, Hawai'i library and museum organizations received 9 grants totaling \$1,644,313.

16. The Hawai'i State Public Library System's budget for this year has relied on receiving \$1,541,630, and we made plans and allocated funding for continuing to ensure that our communities across 6 islands have access to resources that cannot be afforded by purchasing separately for each of our 51 library branches based on the anticipated receipt of federal funding promised. For example, Bookflix is an interactive online ebook program that supports the building of early literacy skills. Children and families can read the books or follow along as books are read. There are also comprehensive games to reinforce learning. In Fiscal Year 24, the collection titles were read over 23,000 times. This tool is vital for families who want to make sure their youngest learners are ready for school and can keep improving their reading skills.

17. The LSTA Grants to States Program is the only program that provides this level of direct support to our communities and ensures that each state can identify the programs and services that are relevant to their communities through the LSTA Five-Year Plan. There are no other consistent sources of funding that make such a large impact.

18. Any pause in our federal funding would result of a reduction of force in IMLS will have a direct impact our 1.4 million residents of Hawai'i and their access to the internet, technology, integrated library system, programs, and vetted online resources to support education, employment, literacy, and learning across 51 libraries on 6 islands by hobbling the Hawai'i State Public Library System's ability to implement the Five-Year State Plan as described above.

19. Given the uncertainty of the full funding for Fiscal Year 2024 and Fiscal Year 2025, we have not moved forward with the subscriptions for many of our online resources because we do not have the budgetary resources or flexibility to make up for the lost funding. Our communities across Hawai'i will experience the loss of resources that help them stay informed and connected to the rest of the world.

20. The Hawai'i State Public Library System has a good history of working with IMLS to meet our requirements for receiving funding from IMLS. We communicate frequently, submit our required reporting, participate in national meetings, and respond to any concerns in a timely manner.

21. In the next six months, we are scheduled to receive disbursements/reimbursements of \$492,412 under our current federal awards. These funds have been budgeted for continuation of subscriptions for statewide public access to online databases for our catalog, literacy, information, legal forms, and learning. The funding is also budgeted for technology to support equipment for internet connectivity in our branches, books that specifically support literacy and reading, and presentation technology to support programming in 51 branches.

22. The Hawai'i State Public Library System would apply to draw down the remaining funding and reimbursements by July 2025. If we do not receive such disbursements/reimbursements, it will directly impact our communities in Hawai'i by removing access to online resources that ensure each community has access to the same resources through internet access. As a remote and multiple island state, online access creates opportunities for all to connect to vetted resources online. More specifically, the following are examples of the impact: (1) Students will lose access to literacy and homework resources; (2) Business

entrepreneurs will lose access to resources that support their success; (3) Learners will lose the ability to use professionally developed language tools; (4) Patrons who are learning how to use technology and the internet will lose access to the tools that are referenced in classes; and (5) Families will lose access to interactive ebooks to build strong literacy skills in their youngest of learners.

23. Since the appointment of a new IMLS Director, there has been no clear communication on the remaining funding for Fiscal Year 2024 and the allotment for Fiscal Year 2025. While we have plans for spending the remaining IMLS funding for Fiscal Year 2024, we are deeply concerned that the remaining funding will be redrawn, and we will not have what we need to implement our LSTA Five-Year Plan. Our concern is based upon, among other things, the removal of grant funding from other federal agency programs across government.

24. Hawai'i is located in one of the most remote places one can live on Planet Earth. Our libraries are the only spaces that are opened to everyone and, in some communities, offer the only broadband connectivity. Access to professionally curated information and learning opportunities are vital to the success of students, individuals, and our communities. Without IMLS and the programs and funding described in the Museum and Library Services Act, Hawai'i will lose access to the online resources that extend connections across our islands and support the education, employment, life-long learning, and literacy of our communities.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on March 25, 2025, at Honolulu, Hawai'i.

  
STACEY ALDRICH

## **EXHIBIT A**



# **Hawaii**

## **LSTA Five-Year Plan**

### **2023-2027**

For submission to the  
Institute of Museum and Library Services

June 30, 2022

Stacey A. Aldrich, State Librarian  
Office of the State Librarian  
Hawaii State Public Library System  
44 Merchant Street  
Honolulu, HI 96813

## **HAWAII STATE PUBLIC LIBRARY SYSTEM**

### **INTRODUCTION**

This LSTA Five Year Plan, 2023-2027 enumerates the goals and activities that Hawaii plans to address during this period, to improve and enhance library services and information access for all residents of the state and to provide lifelong learning opportunities, through the statewide Hawaii State Public Library System of 51 public library branches on six islands.

### **MISSION**

The Hawaii State Public Library System nurtures a lifelong love of reading and learning through its staff, collections, programs, services, and physical and virtual spaces.

### **VISION**

The Hawaii State Public Library System is the educational, informational, and cultural heart of Hawaii's communities.

### **NEEDS ASSESSMENT**

In order to identify the needs for developing this LSTA Five-Year Plan, we reviewed Hawaii Demographics, analyzed the LSTA Five-Year Plan Evaluation, 2018-2022, and our organizational structure and services.

#### ***Hawaii Demographics***

Hawaii's physical size ranks 43<sup>rd</sup> among the 50 states, while its resident population ranks 40<sup>th</sup>. In terms of population density, Hawaii ranks 14<sup>th</sup>, and while its population growth rate slowed between 2010 and 2020, Hawaii still ranked 24<sup>th</sup> in terms of ten-year population growth. An island community, Hawaii's residents are spread among seven islands--the island of Niihau is privately owned, and there are no HSPLS libraries located there. Access to materials and information, particularly for Neighbor Island (N.I.) patrons, is a challenge, especially with increasing costs for materials, fuel, postage, etc. as well as the time needed to move items from one island to another.

The resident population of Hawaii was nearly 1.455 million as of 4/1/2020, a 7% increase since 2010. Historically, Hawaii annually hosted a large number of visitors, many who made use of public library services. In 2019, visitor arrivals totaled over 10.4 million, the highest annual total since statistical records first started in 1966. While the COVID-19 pandemic significantly reduced the number of visitors to Hawaii between 2020-2021, those numbers are increasing once again, currently on pace to match or surpass 2019 numbers.

Hawaii's resident population is the most diverse in the United States. As of the 2020 American Community Survey (year estimates), 77.1% of the population was categorized as part of a minority group. While this diversity makes for a rich, multi-ethnic culture, it also increases the demands placed on institutions such as libraries: the need to acquire, catalog and disseminate materials by and about these many ethnic groups and the need to provide programs of interest for all the various ethnic groups.

Hawaii's resident population is also aging, with its 65-and-older population increasing by 37.6% since 2010, an average growth rate of 3.5% annually. According to the U.S. Census Bureau report mentioned above, Hawaii was ranked 7<sup>th</sup> in the nation for persons 65 years and above (19.6% of the total population). Information, services and programming specifically for these age groups will increasingly be needed. Programs dealing with Medicare and Social Security, financial planning, long term care and other similar topics as well as dealing with patrons facing the challenges of aging such as disability and mobility will increasingly be issues that need to be addressed.

In terms of educational attainment, Hawaii ranks 27<sup>th</sup> or higher across three different categories, according to the U.S. Census Bureau's 2019 American Community Survey. Hawaii is ranked 12<sup>th</sup> for people aged 25 years and over who have completed High School or its equivalency (92.4% of Hawaii's population); ranked 19<sup>th</sup> for people 25 years and over who have completed a bachelor's degree (33.6% of Hawaii's population); and ranked 27<sup>th</sup> for people 25 years and over who have completed an advanced degree (11.6% of Hawaii's population).

Given the basic demographic information, we will focus on the following two needs:

- Our population is diverse in ethnicity, languages, age and education. A wide range of resources, services, and programming in multiple languages and formats is necessary to provide support and ensure access to materials for life-long learning.
- The six islands that we serve each have areas that are rural, and in many of these regions of Hawaii, technology infrastructure has not been fully implemented, so not all residents have access to basic Internet connectivity.

#### ***LSTA Five-Year Plan Evaluation, 2018-2022***

This evaluative study of the prior five years of use of Library Services and Technology Act (LSTA) funding in Hawaii was completed and submitted to the Institute of Museum and Library Services (IMLS) in March 2022. The evaluation enabled HSPLS to review our priorities and the value perceived by the public and our staff, and is assisting us in making effective resource allocation decisions for the next five years. We were thrilled to receive 14,000 responses to an online survey because we were able to send out our request via an online newsletter this year. The majority of respondents were 60+ and provided us with good data. The following are a few learnings from the evaluation that are important for us to consider as we build this plan.

- While we set stretch percentages for our outcomes, we realized that we should try to be more realistic in the targets that we set.
- While online access to virtual resources helps us provide equal access to resources across 6 islands, there is not a clear awareness of what resources are available and how to use them.
- We also learned that the language we use to point people to the databases "research" is not useful to people. It has a specific connotation that relates to educational research and people don't explore what is accessible. We need simpler pathways to what is available and a new approach for curating our resources.

### ***Organizational Structure and Services***

Providing library services and programming in the 21<sup>st</sup> is a complex business with finite resources. It requires staff who have the skills to learn, unlearn, and relearn at a quick pace to keep up with ever changing resources and community needs. It also requires innovative thinking for how services are provided to keep up with the expectations of the community to be efficient and self-sufficient. There are two basic needs that we must address to be successful:

- Ensure staff have the skills they need to be confident in providing services and support to their patrons.
- Continue to innovate the way we deliver our services through technology and design thinking.

## **GOALS**

The following goals were created based on the review of our demographics, LSTA Five-Year Plan Evaluation, 2018-2022 and organizational structures and services.

### **Goal I: Robust Infrastructure**

The physical and technological infrastructure for the entire Hawaii State Public Library System (HSPLS) will be robust enough to support ILS operations, access to online electronic databases and other online resources in public library facilities as well as remotely, and to provide Internet access for patrons in all public library facilities via public library owned hardware as well as via patron-owned devices connected to wireless service provided by HSPLS.

### **Goal II: 24/7 Virtual Collections**

Develop and promote an appropriate collection of online databases (eDBs) and other online resources for HSPLS to complement and supplement its physical library collections, especially for small branch libraries, provide 24/7 virtual collections to anyone with an HSPLS library card and Internet access.

### **Goal III: Lifelong Learning**

Develop and promote an appropriate collection of online learning tools and resources that support the development of new knowledge and skills for success in the 21<sup>st</sup> Century.

### **Goal IV: Innovative Service Development**

Identify areas where services can be improved and develop new models that will meet the information and learning needs and expectations of our patrons.

### **Goal V: Educated Library Workforce**

Provide continuing education training and infrastructure for library staff to upgrade their technological skills and knowledge and to maintain currency in library best practices to better serve Hawaii's patrons.

## **PROJECTS**

### **Goal I: Robust Infrastructure**

In order to deliver equitable access to resources and services to patrons on 6 islands, the Hawaii State Public Library System must have a robust physical and technological infrastructure. This goal relates directly to the LSTA purposes and priorities set forth in the Library Services and Technology Act. Specifically, it relates to LSTA purpose *“promote library services that provide users with access to information through national, state, local, regional, and international collaborations and networks”* and LSTA priority *“establish or enhance electronic and other linkages and improved coordination among and between libraries and entities for the purpose of improving the quality of and access to library and information services.”*

#### **Goal I Objectives**

There are two objectives that support this goal:

1. Continue to monitor and upgrade HSPLS’ technology infrastructure to increase efficiency, improve speed of access, provide enhanced security for confidential information (e.g. patron records), provide wireless services, provide mobile applications, provide additional services and informational resources and to provide for the digital inclusion of all Hawaii’s residents.
2. Research and implement new strategies for upgrading hardware and software programs and professional automation services, to improve system efficiency, speed, security, and to enable incorporation of new technologies that improve access to resources and services for the public.

#### **Activities and Timeline**

Maintaining a robust physical and technological infrastructure requires ongoing processes of planning, managing, measuring, and researching opportunities for improvement and innovation of services that support access for our patrons. The following activities will be included:

- After our network upgrade is completed in September 2022, which will provide 1G burstable connectivity for each branch, a new map will be available for managing and monitoring our network.
- New reporting for usage of our network and wireless connections by patrons will be implemented with ongoing analysis. The review of the data will be done monthly and analyzed to determine the effectiveness of our technology and help us pinpoint areas in need of improvement.
- Reviews and evaluation of new technologies that improve information access and services to patrons will be done to determine what should be implemented. This process will be done on a continual basis with quarterly reviews to determine projects for implementation. In the next five years, we will be looking for:
  - Technologies that increase capacity of our networks and manage our Wi-Fi access.
  - Methods for assisting our patron’s seamless movement from our physical to our digital collections.
  - Technologies that support the needs of our patrons and ensure they have access to information and the technology needed to find and use it.
  - Best methods for creating telepresence and sharing services and programming across multiple islands.
  - Innovative approaches to providing services with fewer staff, but still enable all locations to provide equitable access to information and resources.

- Enhanced security of patron data

### Measurement

If we are consistent in the use of these activities over the next five years, we will be able to ensure that our 51 branches have a robust physical and technological infrastructure that ensures access to the information and resources that patrons need. Through an annual review of data and feedback from staff and patrons, we will determine if we are meeting the needs of our community.

Outcome 1: Conduct staff survey at the end of the five-year period to determine staff assessment of network capacity and speed regarding: 1) ILS operations and 2) accessing online database and other resources. At least 85% of the staff will report the network is reliable and supports with appropriate speed their access to library resources.

### Funding

IMLS funding will be used with our General Funds to maintain and improve quality and secure access to electronic resources and communication through high speed connectivity and the hardware and software needed to provide the best possible access to digital resources that help people to be successful.

### Goal II: 24/7 Virtual Collections

One of the ways in which we can create equity of access to information and books over 6 islands with a limited materials budget, is to subscribe to online databases that offer information/materials that are currently behind a paywall for patrons to access. The online collections also extend the hours of service, by providing 24/7 access with just a library card and Internet connectivity. This goal relates directly to the LSTA purposes and priorities set forth in the Library Services and Technology Act. Specifically, it relates to LSTA purpose “*promote library services that provide users with access to information through national, state, local, regional, and international collaborations and networks*” and LSTA priority “*establish or enhance electronic and other linkages and improved coordination among and between libraries and entities for the purpose of improving the quality of and access to library and information services.*”

### Goal II Objectives

There are four objectives for this goal:

1. Continue to develop a collection of online databases and eBooks that support the needs of our communities.
2. Work with the Hawaii Library Consortium to leverage funding and support access to online resources across multiple library types.
3. Evaluate the database collection and get feedback from staff and patrons.
4. Provide more materials and training opportunities to support the use of the databases by staff and patrons.

### Activities and Timeline

The following activities will be used to support this goal:

- Staff will work to develop a collection of online databases and eBooks that complement our physical collections and create equal access to resources across all of our islands. This will be on an ongoing basis over the next five years.
- Staff will work to redesign access to our online collection and seek new ways to curate collections that help patrons find resources more effectively.



- Conduct a periodic review of the databases, the usage data, and input from users to develop the collection and determine where training needs might be.
- Work with the Hawaii Library Consortium to identify online resource subscriptions that could leverage the funding resources across multiple institutions to create more access for patrons. This will be on an ongoing basis over the next five years.
- Create and implement a variety of materials and training opportunities to help both staff and patrons use the online resources most effectively. This will be on an ongoing basis over the next five years.

#### Measurement

We will evaluate the effectiveness of the online databases through review of usage data and feedback from staff and patrons.

Outcome 2.1: At the end of this 5-Year LSTA period, 85% of our reference service staff will know how to access our collection of online resources, can easily identify appropriate resources for subject searches, and can instruct patron to use these databases.

Outcome 2.2: At the end of this 5-Year LSTA period, 45% of patrons surveyed will be familiar with one or more of our online resources, will be able to locate and access the resources, and will be able to search and obtain information of interest to them.

Outcome 2.3: At the end of this 5-Year LSTA period, 45% of patrons surveyed will report high satisfaction with the collection of online resources in terms of ease of use, convenience, and appropriateness for their information and reading interests.

#### Funding

IMLS funding will be used with our General and Special Funds to purchase subscriptions to online databases and eBooks to provide equitable access to resources for all patrons across six islands. IMLS funding may also be used for resources that will enable more user-friendly access to these resources and how to use them.

### Goal III: Lifelong Learning

In a world that requires a constant need to learn new skills to keep up with change, our public libraries offer places for people to learn and grow. The public library can leverage resources for the entire community and offer online learning tools and resources that support student learning needs, workforce skill development, 21 century skills and more. Online learning opportunities also extend the hours that our libraries are open with just a library card and Internet access. This goal relates directly to the LSTA purposes and priorities set forth in the Library Services and Technology Act. Specifically, it relates to LSTA purpose *“promote literacy, education, and lifelong learning and to enhance and expand the services and resources provided by libraries, including those services and resources relating to workforce development, 21<sup>st</sup> century skills, and digital literacy”* and LSTA priority *“expand 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 in order to support such individuals’ needs for education lifelong learning, workforce development, and digital literacy skills.”*

#### Goal III Objectives

There are five objectives for this goal:

1. Continue to develop a collection of online learning tools and resources that support the needs of our communities.

2. Identify and make available resources that support workforce development.
3. Identify and make available resources that support digital literacy skills.
4. Evaluate the collection and get feedback from staff and patrons.
5. Provide more materials and training opportunities to support the use of the tools and resources by staff and patrons.

#### Activities and Timeline

The following activities will be used to support this goal:

- Staff will continue to work on the development of a collection of online learning tools and resources that provide learning opportunities for patrons across all of our islands. This will be on an ongoing basis over the next five years. In particular, resources that support workforce development and digital literacy will be targeted to support statewide initiatives and new legislation around digital equity.
- Conduct a periodic review of the online learning tools and resources, the usage data, and input from users to develop the collection and determine where training needs might be.
- Create and implement a variety of materials and training opportunities to help both staff and patrons use the online learning tools and resources most effectively. This will be on an ongoing basis over the next five years.

#### Measurement

We will evaluate the effectiveness of the online databases through review of usage data and feedback from staff and patrons.

Outcome 3.1: At the end of this 5-Year LSTA period, 85% of our reference service staff will know how to access our collection of online learning tools and resources and can instruct a patron to use them.

Outcome 3.2: At the end of this 5-Year LSTA period, 40% of patrons surveyed will be familiar with one or more of our online learning tools or resources, will be able to locate and access the resources, and will have tried to use at least one of the online learning tools.

Outcome 3.3: At the end of this 5-year LSTA period, 35% of patrons surveyed will report that they have completed one online course related to improving their skills for work and/or digital literacy.

#### Funding

IMLS funding will be used with our General Funds to purchase subscriptions to online learning tools and resources to provide equitable access to resources for all patrons across six islands.

#### Goal IV: Innovative Service Development

With ever changing technology and growing expectations of access to resources and fairly flat budget and staffing, the Hawaii State Public Library System must continue to identify new ways to expand and enhance our services for the public. This goal relates directly to the LSTA purposes and priorities set forth in the Library Services and Technology Act. Specifically, it relates to LSTA purpose “*promote continuous improvement in library services in all types of libraries in order to better serve the people of the United States*” and LSTA priority “*establish or enhance electronic and other linkages and improved coordination among and between libraries and entities for the purpose of improving the quality of and access to library and information services.*”

#### Goal IV Objectives

There is one objective for this goal:

1. Improve services and programs for our patrons with new and innovative approaches.

#### Activities and Timeline

The following activities will be used to support this goal:

- Staff will work to identify challenges in providing services/programs. This will be an ongoing process throughout the five years.
- Staff will research and review new methods and/or technologies that could be used to improve and enhance services. This will be ongoing process throughout the five years.
- A project will be identified each year to implement and measure.

#### Measurement

For each project, we will identify outputs and outcomes that will help us understand if they have been effective. We will conduct surveys to get feedback on the impacts of the projects.

Outcome 4.1: At the end of this 5-Year LSTA period, a minimum of 3 projects will have been implemented that improve the services and programs to the public. Forty percent of participants that use the new services/programs will report that the new service and/or program has provided value to them.

#### Funding

IMLS funding will be used with our General Funds to support the implementation of a minimum of 3 projects over the five-year period that build new models for expanding and enhancing services for the public.

#### **Goal V: Educated Library Workforce**

Staff must have the skills and knowledge to effectively build, implement and provide effective services to our communities. This goal relates directly to the LSTA purposes and priorities set forth in the Library Services and Technology Act. Specifically, it relates to LSTA purpose *“enhance the skills of the current library workforce and to recruit future professionals to the field of library and information services”* and LSTA priority *“provide training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services.”*

#### Goal V Objectives

There are two objectives for this goal:

1. Development of a training infrastructure to support ongoing staff learning based on identified needs.
2. Offer and promote leadership development opportunities.

#### Activities and Timeline

The following activities will be used to support this goal:

- Review of knowledge and skills that are needed by staff to be effective in their jobs, and competencies.
- Support a learning platform that will provide a method to find, take and track learning.
- Identify and provide access to online and face-to-face opportunities including courses, conferences and professional training.
- Create a plan and implement leadership development for staff.

#### Measurement

We will evaluate the effectiveness of the training by conducting evaluations of each training session, including the skills that are learned.

Outcome 5.1: At the end of this 5-Year LSTA period, 75% of staff will report that the training they need is available and that they are able to learn the skills and gain the knowledge needed to do their jobs effectively.

#### Funding

IMLS funding will be used with our General Funds to support the design and implementation of a training infrastructure, and learning opportunities for staff to increase their skills based on the identified need.

**COORDINATION EFFORTS****Five Year Crosswalk**

<b>State Goal</b>	<b>Project</b>	<b>Focal Areas</b>	<b>IMLS Intent</b>
<b>Goal I:</b>  <i><b>Robust Infrastructure</b></i>	The physical and technological infrastructure for the entire Hawaii State Public Library System (HSPLS) will be robust enough to support ILS operations, access to online electronic databases and other online resources in public library facilities as well as remotely, and to provide Internet access for patrons in all public library facilities via public library owned hardware as well as via patron-owned devices connected to wireless service provided by HSPLS.	Institutional Capacity	Improve the library's physical and technological infrastructure
<b>Goal II:</b>  <i><b>24/7 Virtual Collections</b></i>	Continue to develop and provide access to a collection of online databases and ebooks for the public.	Information Access	Improve users' ability to obtain and/or use information resources
<b>Goal III:</b>  <i><b>Lifelong Learning</b></i>	Continue to develop and provide access to a collection of online learning tools and resources for the public.	Lifelong Learning	Improve users' general knowledge and skills
<b>Goal IV:</b>  <i><b>Innovative Service Development</b></i>	Complete a minimum of 3 projects that will improve and enhance services for the public.	Institutional Capacity  Information Access	Improve library operations  Improve users' ability to discover information resources  Improve users' ability to obtain and/or use information resources
<b>Goal V:</b>  <i><b>Educated Library Workforce</b></i>	Implement learning infrastructure and provide learning opportunities for staff to increase knowledge and skills.	Institutional Capacity	Improve library workforce

## **EVALUATION PLAN**

Commercial and in-house survey instruments will be used to collect staff and patron satisfaction feedback about HSPLS initiatives, to see if outcome targets have been met, and to elicit recommendations for further improvement. Output measures, outcome measures, program and workshop evaluations, interviews and other data will also be included in the Annual State Program Reports and the Evaluation Report at the end of this five-year period. An outside consultant will be hired to conduct the evaluation at the end of this five-year plan.

## **STAKEHOLDER INVOLVEMENT**

The Hawaii State Public Library System is the only statewide single 51 branch library system in the United States. Because of that, the funding that is received is used to support services and programs to all Hawaii's residents through the public library system. In order to get input from our stakeholders for this plan, a portion of the evaluation of our LSTA Five-Year Plan 2018-2022 enabled both staff and patrons to provide input into what services and programs were most important now, and what would be important in the future. We reviewed all of the feedback and used it to create the LSTA Five-Year Plan 2023-2027.

Staff will be involved in the implementation of this plan, and we will have feedback loops to get input from staff and patrons about the programs and services that are being provided.

Presentations will be made to the Board of Education regarding the implementation and evaluation of the State Plan.

## **COMMUNICATION AND PUBLIC AVAILABILITY**

When this Five-Year Plan 2023-2027 has been approved by IMLS, it will be linked to the HSPLS web site. Staff, Board of Education, Friends of the Library of Hawaii, State legislators, the Congressional delegation, the Governor, and appropriate State agencies and other stakeholders will all be informed of the new Plan.

HSPLS will continue to acknowledge IMLS funding on appropriate webpages, flyers, and announcements, and will publicize achievements, important milestones and results of the Five-Year Plan as required for reporting purposes to IMLS as well as to stakeholders and the general public. Communication channels include the HSPLS web site, news releases, reports to the Board, the Governor and appropriate departments, the Hawaii State Legislature, and the Congressional delegation, and other formal and informal means of dissemination in print and electronic formats and via presentations and meetings.



## **MONITORING**

HSPLS will continuously track implementation of the Five-Year Plan and prepare annual State Program Reports as required. Commercial and in-house survey instruments will be used to assess staff and patron satisfaction feedback about HSPLS initiatives and to elicit recommendations for further improvement.

Any substantive revisions to the Plan, especially to the goals, will be submitted to IMLS according to the provisions of the LSTA, and to appropriate stakeholders.

## **ASSURANCES**

The required assurances are attached.

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF TREVOR KAINOA DAINES**

Pursuant to 28 U.S.C. § 1746, I, Trevor Kainoa Daines, hereby declare as follows:

1. I am a resident of Hawaii. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. On August 15, 2024, I was appointed as President for Friends of the Judiciary History Center of Hawaii (hereinafter, “Friends”).

3. The purpose of the Friends is to support the King Kamehameha V Judiciary History Center (hereafter “JHC”) as a permanent educational institution for research, collection, preservation and presentation of information and objects relating to the judicial and legal history of Hawai‘i, and to serve the public interest.

4. As President, I am responsible for overseeing all aspects of fundraising to support JHC, including grant applications.

5. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directs seven federal agencies, including the Institute for Museum and Library Services (“IMLS”), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. Given my experience, I believe that Executive Order 14,238, and the actions taken to reduce the agency will gut IMLS and cause it to be unable to administer financial awards and/or

programs on which Hawaii relies and on which it expects to rely in the future, causing significant harm to the Hawaii, the Friends of the Judiciary History Center, and JHC.

The Museum and Library Services Act

7. In 1996, Congress enacted the Museum and Library Services Act, 20 U.S.C. § 9101 *et seq.*, which is a federal funding statute that provides funding to help support museums across the United States. IMLS, which administers the Museum and Library Services Act, is authorized to provide federal funding to museums in the form of grants, cooperative agreements, and other forms of assistance. 20 U.S.C. § 9173(a). IMLS is also authorized to provide federal funding to state governments to administer to museums. *Id.*

8. A “museum” is a public, tribal, or private nonprofit agency or institution organized on a permanent basis for essentially educational, cultural heritage, or aesthetic purposes, that utilizes a professional staff, own or utilizes tangible objects, cares for tangible objects, and exhibits the tangible objects to the public on a regular basis.” 20 U.S.C. § 9172(1).

9. Section 9173(a) provides that IMLS may enter into agreements to pay the federal share of the cost of:

(1) supporting museums in providing learning and access to collections, information, and educational resources in a variety of formats (including exhibitions, programs, publications, and websites) for individuals of all ages;

(2) supporting museums in providing learning partnerships with the Nation’s schools, including tribal schools, and developing museum resources, capabilities, and programs in support of State and local efforts to offer a well-rounded educational experience to all students; and

(3) supporting the conservation and preservation of museum collections, including efforts to: provide optimal conditions for storage, exhibition, and use; prepare for and respond to disasters and emergency situations; establish endowments for conservation; curate, stabilize, and organize object-related information; and train museum staff in collections care.

10. In the past, the Friends has received the following sources of funding from IMLS:
  - a. In 2024, the Friends received \$250,000 from IMLS through a IMLS's Native American/Native Hawaiian Museums Services Program.
  - b. The grant funds initial design planning for the complete redesign and renovation of JHC's permanent museum exhibits and visitor experience. (The existing exhibits and visitor flow are based on 1980s research, analysis, and technology). Upon receipt of funding, the Friends and JHC conducted a week-long site meeting with exhibit design firm, Solid Light, Inc., an award-winning exhibit design firm based in Louisville, Kentucky. The site visit culminated with a day-long meeting of JHC's stakeholders (Educators, historians, Native Hawaiian community members, museum professionals, and Judiciary personnel) to finalize interpretive themes and content. Following the site visit, Solid Light, Inc. has provided monthly increments of design progress. To date, approximately \$58,000 of the grant remains for completion of the project.
  - c. Last November 2024, the Friends submitted an application and anticipate a renewal of this project for an additional \$250,000 – again through IMLS's Native American/Native Hawaiian Museums Services Program. With this additional \$250,000 award, the entire design planning stage for the Friends redesign of JHC will be completed by June 2026. Federal support and funding for the Friends' planning project allows JHC to not only create a new educational and orientation space for the public within the State of Hawai'i's Supreme Court building, but also new community partnerships,

public programming, research publications and curriculum, and intern and volunteer support with the Judiciary's historic collections.

11. This year, the Friends budget for JHC's renovation has relied on a grant of \$75,000 from the National Endowment for the Humanities, and \$250,000 from IMLS. The Friends' Board of Directors are comprised primarily of young working professionals who serve the board on a volunteer basis. The majority of fund raising is achieved through grant writing. Approximately \$105,000 has been raised through direct fundraising to individuals.

12. Following the completion of the exhibit design phase, the Friends intend to for further funding from IMLS for exhibit construction.

13. Any suspension in our federal funding would bring JHC's exhibit renovation plans to a halt. Nor would the Friends be able to compensate Solid Light, Inc. for work already completed. This project has already unearthed formerly unknown historical materials resulting in an abundance new contemporary scholarship. This information will remain unknown to the public if IMLS funding is terminated.

14. The Friends has an excellent track record of meeting state and federal grant benchmarks including timelines, grant reporting, and payment to vendors. In 2024, the Friends was one of three Hawaii organizations awarded IMLS' Native American/Native Hawaiian Museums Services Program. We have received very positive feedback regarding our most recent application for an additional \$250,000 under the same program.

15. On June 30, 2025, we are scheduled to receive reimbursements of \$58,000 under our current Federal awards. This is the remaining amount of unspent funds from the \$250,000 award.



16. If we do not receive such disbursements/reimbursements, it will negatively impact the vendors working on the redesign. Our scholarship and community partnerships already accomplished through this project will face setbacks if funding is terminated.

17. On February 11, 2025, the Friends were notified that an Executive Order issued by President Trump was terminating a Department of Education “Seeking Effective Education Development” (SEED) grant of which the Friends was a sub awardee. Fortunately, on April 11, the grant was restored following a March 10, 2025, Temporary Restraining Order issued by the U.S. District Court for the District of Massachusetts in *California v. Department of Education*. The temporary pause of that grant’s funding had a chilling effect on JHC’s teacher development plans. A teacher workshop was canceled. Mentor teachers working with 28 teachers participating in the grant were instructed to stop their mentoring. The pause resulted in the delay of teacher development and we are scrambling to fulfill the grant’s objectives by the end of the school year. This also causes significant hardship for the middle school teachers.

18. The Hawai‘i State Judiciary provides JHC’s annual operating budget, which averages \$300,000 per year. The majority of JHC’s annual budget covers staff salaries, with about 5-10% available for office equipment, supplies, and subscriptions. JHC relies entirely on external funding sources raised by the Friends to carry out many of its core services, such as civic education and K-12 curriculum development, teacher professional development workshops, research and exhibition development, preservation, digitization, and public access to its historic collections and archives, student internship opportunities, and public programming partnerships. The museum serves as a vital community resource for local residents and an informative hub for tourists, and many more critical activities with far-reaching local and national impacts.

19. If IMLS is terminated, our current redesign of the JHC will cease. Vendors will not be paid for services they have already provided. Partnerships associated with this project will suffer needlessly. New scholarship regarding the civic and public policy history in Hawaii will remain untold. These setbacks will significantly undermine our important mission.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on March 25, 2025, at Honolulu, Hawai'i.

A handwritten signature in black ink, appearing to read 'Trevor Daines', written over a horizontal line.

Trevor Kainoa Daines, President  
Friends of the Judiciary History Center of Hawai'i

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF LAURA E. LYONS**

Pursuant to 28 U.S.C. § 1746, I, Laura E. Lyons, hereby declare as follows:

1. I am a resident of the State of Hawai‘i. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. In August 2021, I was appointed as the Interim Vice Provost for Academic Excellence for the University of Hawai‘i at Mānoa (“University”). Previously I was the Associate Vice Chancellor for Academic Affairs and the Interim Dean of the College of Languages, Linguistics, and Literature.

3. As the Interim Vice Provost for Academic Excellence, I am responsible for overseeing the development and review of all academic programs offered at the University, which includes the Library and Information Science (“LIS”) degrees in the School of Communication and Information Sciences in the College of Social Sciences. As such, I am familiar with the programs and the externally funded research undertaken by the LIS (“Program”).

4. The University hosts the Program, the only professionally-accredited library science graduate program in the state. Through the Program, the University is responsible for the education of leaders in diverse information environments, with an emphasis on Hawai‘i and the Asia-Pacific region. The Program’s graduates constitute roughly two thirds of the library, museum and archive professionals in Hawai‘i.

5. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Institute of Museum and Library Services (“IMLS”), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. Given my experience, I believe that Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs on which the University relies and on which it expects to rely in the future, causing significant harm to the State of Hawai‘i and the University.

The Museum Library Services Act

7. In 1996, Congress established IMLS by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act, which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

8. IMLS, which administers the Library Services and Technology Act, is authorized to provide federal funding to institutions of higher education. 20 U.S.C. § 9101 *et seq.*; in particular, § 9162 (National leadership grants). The University is an institution of higher education.

9. In order to receive funds under the Library Services and Technology Act, each institution of higher education must submit to IMLS a proposal, which describes the institution's needs and goals and the ways in which the institution intends to use the federal funding to meet those needs.

10. Grants, contracts, cooperative agreements, and other arrangements or forms of IMLS assistance are awarded on a competitive basis. 20 U.S.C. § 9162. Section 9162 provides that:

From the amounts reserved under section 9131(a)(1)(B) of this title for any fiscal year the Director shall establish and carry out a program to enhance the quality of library services nationwide and to provide coordination between libraries and museums, including by carrying out activities such as-

(1) building workforce and institutional capacity for managing the national information infrastructure and serving the information and education needs of the public;

(2)

(A) research and demonstration projects related to the improvement of libraries or the enhancement of library and information services through effective and efficient use of new and emerging technologies, including projects that enable library users to acquire digital literacy skills and that make information resources more accessible and available; and

(B) dissemination of information derived from such projects;

(3) conserving, preserving, and digitizing library materials and resources, giving priority to projects emphasizing coordination, optimizing conditions for storage and future use, offering staff training, avoiding duplication, and providing access by researchers beyond the institution or library entity undertaking the project;



(4) enhancing the ability of libraries to provide services to affected communities in the event of an emergency or disaster through-

(A) the development of national, regional, statewide, or local emergency and disaster management plans that-

(i) address communication and coordination of information and services for affected communities; and

(ii) ensure the preservation of knowledge and library collections; and

(B) the implementation of the emergency and disaster management plans described in subparagraph (A), or otherwise enabling libraries to provide services consistent with this chapter to affected communities in the event of an emergency or disaster; and

(5) model programs demonstrating cooperative efforts between libraries and museums.

20 U.S.C. §§ 9162(a)(1)-(5).

The Institute of Museum and Library Services' Impact in Hawai'i

11. In 2024, IMLS invested \$15.287 million in libraries across the United States under its National Leadership Grants - Libraries program. The University is set to receive \$147,420, which represents the Federal share of the activities in the approved proposal, totaling 100 percent.<sup>1</sup>

12. The University uses these federal funds to support many of its programs, including: research about libraries, archives, and museums; education of graduate university students; collection management and development of its library materials; outreach and engagement with University stakeholders and community members.

13. The University will also use these federal funds to pay a portion of the salaries for 1 full time employee and 1 graduate student research assistant.

---

<sup>1</sup> A chart showing the IMLS FY 2016 – FY 2025 Budget Appropriations can be found here: <https://www.imls.gov/sites/default/files/2024-05/imls-appropriations-history-2016-2025.pdf>.

14. In addition to administering federal funding to institutions of higher education, IMLS also provides the following programs and services: facilitates national and international communities of practice — such as those supporting indigenous librarianship and cultural stewardship— that have directly enhanced the University’s ability to implement community-led, place-based information practices. The IMLS also provides essential publications and guidance on topics like digital preservation, inclusive metadata, and knowledge organization systems, which faculty and students use to develop globally-informed approaches to cataloging, archiving, and access for Hawaiian and Pacific collections.

15. The University’s budget for this year has relied on receiving \$147,420 and we made plans and allocated funding for research and student support based on the anticipated receipt of Federal funding promised. For example, the University’s IMLS-funded, 1-year planning grant (Application No. LG-256733-OLS-24) includes budget allocations for compensating 16 community consultants, convening a national advisory board of 4 cultural heritage collections experts, and supporting 1 graduate student’s tuition, research training, and travel. These components are essential to the University’s ability to fulfill its mission of serving the people of Hawai‘i and the Pacific region through high-impact research, collaborative engagement, and the advancement of knowledge stewardship.

16. The University plans to continue seeking support from IMLS for future initiatives that build upon current research and partnerships. For example, the University is preparing an Applied Research proposal that will extend the work of the current planning grant by expanding participation, deepening national collaboration, and implementing tested models for improved access to cultural heritage materials across institutions. In addition, the University was invited to submit a full proposal earlier this month (March 2025) for IMLS funding to support workforce

development as part of the *Ehuehu 'o Mānoa: An Immersive Place-Based Experience* project (Application No. RE-257110-OLS, IMLS Laura Bush 21st Century Librarian Program).

17. Any pause in our federal funding would disrupt the implementation timeline of active projects and compromise our ability to fulfill planned obligations to community partners, students, and advisory board members. It would delay critical research activities, including national data collection and analysis, and prevent timely disbursement of consultant and student support. These setbacks would erode trust with collaborators and undermine the University's capacity to contribute to national efforts in information science innovation.

18. The uncertainty of getting reimbursed has an immediate chilling effect on our ability to provide services, support students, and advance research. Faculty are forced to delay hiring graduate assistants, committing to travel, and initiating consultant agreements — all of which are foundational to the success of our projects. Students face uncertainty around tuition support and professional development opportunities, while community partners may experience delays in engagement, causing strain on relationships and momentum.

19. The University has a long-standing record of responsible stewardship and successful performance in administering IMLS funding. Between 2009 and 2024, the University has been awarded a total of \$1,370,325 to support seven different projects across multiple campuses and divisions. IMLS program officers have consistently engaged with University project teams and provided constructive feedback, reflecting a strong and collaborative working relationship grounded in trust and accountability.

20. In the next four months, the University is scheduled to receive disbursements/reimbursements of \$147,420 under our current Federal awards. These monies have been appropriated by IMLS but have not been received or spent down by the University.

21. If we do not receive such disbursements/reimbursements within the next four months, it will significantly hinder our ability to carry out planned project activities, compensate consultants and advisory board members, and provide tuition and travel support to students. Delays will disrupt the carefully sequenced phases of research, damage timelines for deliverables, and risk the loss of participation from community partners and collaborators who have committed their time and expertise.

22. The University has relied on IMLS-funded programs, studies, and national assessments to guide institutional planning, inform curriculum development, and align our practices with evolving field-wide standards. Publications and resources related to digital stewardship, inclusive cataloging, and indigenous knowledge systems have been particularly valuable to our research and instructional efforts.

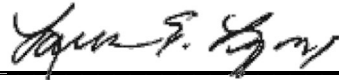
23. The elimination or delay of these resources would impede our ability to make evidence-based decisions and stay current with emerging best practices in the field. Without timely access to national surveys, guidance, and studies, our programs risk becoming misaligned with professional standards, and our ability to prepare students and collaborate with community partners would suffer as a result.

24. The termination or delay of IMLS funding will cause immediate harm to communities that rely on timely, responsive access to information, research, and educational support. It will disrupt services to indigenous practitioners, halt planned engagements with community consultants, and interrupt student support at a critical stage in their academic and professional development. These harms extend beyond the University to affect citizens across multiple states who are part of national collaborative efforts, particularly those in Native Hawaiian

and Pacific Islander communities seeking connection to cultural heritage through libraries, archives, and museums.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on March 25, 2025, at Honolulu, Hawai'i.

A handwritten signature in black ink, appearing to read "Laura E. Lyons", is written above a horizontal line.

Laura E. Lyons

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*



**DECLARATION OF JAMES R. DEANE**

Pursuant to 28 U.S.C. § 1746, I, James R. Deane, hereby declare as follows:

1. I am a resident of the State of Hawai‘i. I am over the age of 18 and have personal knowledge of all the facts stated herein, except to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am currently employed by the University of Hawai‘i System as Director of the Office of Innovation & Commercialization.

3. The University of Hawai‘i (UH) is the public university system for the State of Hawai‘i, comprised of 3 four-year educational campuses (UH at Mānoa, UH at Hilo, UH at West O‘ahu) and 7 community colleges. UH is a comprehensive research university (with strengths in Engineering, Medicine and Agriculture) with the Carnegie “R1” “high research activity” designation.

4. As Director of the Office of Innovation & Commercialization, I am the principal investigator for the MBDA grant and I supervise the Director of the Hawai‘i MBDA Business

Center. The Hawai'i MBDA Business Center has reported to my position since 2021 following a reorganization of its funding and administrative support.

5. In my experience, the UH Office of Innovation & Commercialization has a rare asset in the form of the Hawai'i MBDA Business Center, to amplify and increase the extent and value of its services supporting the local small business ecosystem. Over the last 22 years, I have worked for four other flagship state universities and none of them has had a similar MBDA business center to reinforce their economic development needs.

6. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Minority Business Development Agency (MBDA), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

7. The MBDA is the primary federal agency tasked to assist Minority Business Enterprises (MBEs) in overcoming the history of social and economic disadvantage that has limited their participation in America's economy.

8. Pursuant to an agreement with the MBDA, UH operates the MBDA Business Center Hawai'i to provide important and valuable services described in 9 below to companies in our state and region.

9. The services provided by MBDA Business Center Hawai'i include direct technical assistance to support economic and business development assistance to local businesses in securing commercial contracts for goods and services, as well as introductions and connections in support of obtaining commercial lending or financing.

10. In providing those services, MBDA Business Center Hawai'i is assisted by the MBDA's provision of data storage and CRM services via Salesforce and other information technology tools, as well as salaries and expenses to the business center staff which include the Director and two additional business development managers and administrative staff.

11. The MBDA's services outlined above are critical for the development of Minority Businesses Enterprises in Hawai'i because of the comparatively lower population and the significant geographic and economic isolation of the state compared to all other United States. While businesses in any one of the lower 48 states in the USA can draw on contracting services and expertise from other nearby states at low cost and travel time, Hawai'i does not have the same advantages given that it is far from California and New York state, but with literally no population centers in between. The Hawai'i MBDA Business Center provides expertise that is simply not available elsewhere in the state, including access to university resources, such as faculty and staff specializing in topics unique to Hawai'i and the Pacific region.

12. The MBDA also provides grants through pilot projects and programs such as Entrepreneurship Education for Formerly Incarcerated Persons and Enterprising Women of Color Business Centers.

13. In 2021, the University of Hawai'i received MB21OBD8050204 in the amount of \$2,050,000 to provide technical assistance and business development services to business enterprises in Hawai'i.

14. The University of Hawai'i's budget for this year has relied on this funding, and we made plans and allocated funding, and offset other funding for programs supporting Hawai'i business enterprises and entrepreneurs based on the anticipated receipt of the promised funding.

15. The Hawai'i MBDA Business Center plans to continue its operations through the end of the current contract, and will be re-applying for continuing support under MBDA funding in the future.

16. Any pause in funding would delay completion of client projects, resulting in clients losing access to capital and contracting opportunities, prevent new clients from accessing these services and resources, and may lead to loss of jobs. Delay would also eliminate our ability to fill key staff positions currently open, and would therefore terminate the ability to restore vital business activity by the Hawai'i MBDA Business Center.

17. The uncertainty of funding will significantly affect the volume of services being provided. Without confidence in being paid or reimbursed, the MBDA Business Center Hawai'i cannot responsibly start new client projects with the possibility that the project will not be completed. In addition, plans for an annual contracting workshop will be stopped. Additionally, any pause in funding would cause the Hawai'i MBDA Business Center to default on its contract with the Hawai'i YWCA for the provision of critical business services to the YWCA who in turn serves other small Hawai'i businesses.

18. For over a decade, the Hawai'i MBDA Business Center has been one of the top-performing MBDA business centers nationwide, with the best-in-class metrics for contracts secured and client financing obtained. Loss of the MBDA funding would eliminate this high-achieving office and result in a significant loss of commercial contracts and financing to Hawai'i businesses.

19. In the next fiscal year, we are scheduled to receive disbursements/reimbursements of \$410,000 under our current awards.

20. The Hawai'i MBDA Business Center is supposed to have access to a Salesforce CRM platform for essential data reporting. Such access has been blocked and unavailable for the current calendar year, which has prevented us from completing critical reporting efforts of its metrics.

21. The Hawai'i MBDA Business Center is a critical local service that supports Hawaiian businesses which are important to the state's economy and tax base. The Hawai'i MBDA Business Center is also an employer of UH students, which offers them rare learning experiences and trains them for important roles in the state economy.

22. If the MBDA ceased to function in a meaningful way, small businesses in the state will be significantly harmed and may cease their activity and close.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on March 25<sup>th</sup> 2025, at Honolulu, Hawai'i.

  
\_\_\_\_\_  
JAMES R. DEANE

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*



**DECLARATION OF LUI HOKOANA**

Pursuant to 28 U.S.C. § 1746, I, LUI HOKOANA, hereby declare as follows:

1. I am a resident of the Commonwealth/State of Hawai‘i. I am over the age of 18 and have personal knowledge of all the facts stated herein, except to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.
2. I am currently employed by the University of Hawai‘i as Chancellor of University of Hawai‘i Maui College.
3. The University of Hawai‘i is responsible for public higher education in the State of Hawai‘i.
4. As Chancellor of the University of Hawai‘i Maui College, I serve as the Principal Investigator of the Minority Business Development Agency (MBDA) PĀ‘OIHANA Grant MB21OBD8020251.

5. In my experience, over the course of my 32 year career in higher education, i have implemented college training programs that successfully support advancement of socio-economically disadvantaged students.

6. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the MBDA, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

7. The MBDA is the primary federal agency tasked to assist Minority Business Enterprises (MBEs) in overcoming the history of social and economic disadvantage that has limited their participation in America’s economy.

8. Pursuant to an agreement with the MBDA, University of Hawai‘i Maui College operates the MBDA PĀ‘OIHANA Grant MB21OBD8020251 to provide college-based entrepreneurship training and business coaching, mentoring, and incubation services.

9. The services provided by the MBDA PĀ‘OIHANA Grant include offering new entrepreneurship curricula and training programs, supporting student generation of business plans and market ready products, and providing business start-up coaching and mentoring.

10. In providing those services, the MBDA PĀ‘OIHANA Grant Program is assisted by the MBDA’s provision of grant funding, technical assistance, and networking with all other MBDA programs and affiliated national business organizations.

11. In my opinion, the MBDA’s services outlined above are critical for the development of Minority Businesses Enterprises in Hawai‘i because of the State of Hawai‘i’s need for economic recovery and diversification.

12. The MBDA also provides grants through pilot projects and programs such as Entrepreneurship Education for Formerly Incarcerated Persons and Enterprising Women of Color Business Centers.

13. In October 2021, University of Hawai'i Maui College received the MBDA PĀ'OIHANA Grant MB21OBD8020251 in the amount of \$902,133.00 to provide curriculum development and new entrepreneurship training programs, as well as business start-up coaching and mentoring.

14. University of Hawai'i Maui College's budget for this year has relied on this funding, and we made plans and allocated funding, and offset other funding for curriculum development, training, and coaching and mentoring based on the anticipated receipt of the promised funding.

15. University of Hawai'i Maui College plans to institutionalize MBDA funded curriculum and courses through additional grants and philanthropy.

16. Any pause in funding would displace the students currently in training programs and disrupt the curriculum development and courses in progress.

17. Three grant program staff providing curriculum development, training, and coaching and mentoring services will lose their jobs if grant funding is withheld or delayed.

18. University of Hawai'i Maui College has consistently met reporting and compliance requirements for the MBDA PĀ'OIHANA Grant Program. The college possesses an excellent record of obtaining, administering and delivering positive outcomes for extramural grants. in spite of the Covid pandemic and Lāhaina wildfires disasters, the program has exceeded four out of five target metrics and is on track to exceed the remaining metric:

ACTIVITY TYPE	Cumulative Total as of 3/31/25	Grant Proposal Target	Percent of Target
Number of Entrepreneurship Courses Taught	32	16	200%
Number of Students Impacted	450	200	225%
Number of Product/Service Innovations Created	135	160	84%
Number of Business Plans Generated	194	180	108%
Number of Students Reporting Income Generation	121	60	202%

19. In the next eight months, we are scheduled to receive disbursements/reimbursements of \$549,005.47 obligated under our current awards.

20. The next expected reimbursement billing is April 28, 2025. If we do not receive such disbursements/reimbursements, it will negatively impact students by delaying the offering of training courses, coaching and mentoring services. This will diminish important economic recovery and diversification programming.

21. Termination of this grant or delays in reimbursement funding will result in the loss of three grant program staff and negatively impact students by eliminating training courses, coaching and mentoring support services, and curriculum development. That would diminish timely and important economic recovery and diversification programming.

22. If the MBDA ceased to function in a meaningful way, in my opinion, given that Maui's economy has been significantly impacted by the covid pandemic and Maui wildfires, MBDA has helped to stimulate the Maui economy by adding 27 start-up companies, 54 jobs, and infusing \$1 million in business revenue into our economy.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on March 25, 2025, at Kahului, Hawai'i.



---

DR. LUI HOKOANA, CHANCELLOR

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND; et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

C.A. No.:

**DECLARATION OF CHRISTOPHER R. LUNDY**

Pursuant to 28 U.S.C. § 1746, I, Christopher R. Lundy, hereby declare as follows:

1. I am a resident of the State of Maryland. I am over the age of 18 and have personal knowledge of all the facts stated herein, except to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am currently employed by the Mayor and City Council of Baltimore as Director of the Baltimore City Mayor's Office of Small & Minority Business & Advocacy ("MOSMBA&D").

3. The Baltimore City Mayor's Office of Small & Minority Business & Advocacy is responsible for operating the U.S. Department of Commerce Baltimore Minority Business Development Agency Advanced Manufacturing Center.

4. As Director of the agency responsible for the operations of the MBDA Advanced Manufacturing Center, I am extremely familiar with their operations. MOSMB&D supports and



oversees the operations of the Center. The Center is staffed by business specialists who work with client businesses to provide needed technical assistance.

5. In my experience as Director of MOSMBA&D, the Baltimore MBDA Advanced Manufacturing Center has greatly benefited our local and regional small businesses. The Center offers targeted assistance to minority manufacturers that aim to employ new technologies and business methodologies to increase the number of “Made in America” products that can be sold domestically and globally.

6. I submit this declaration in connection with Executive Order 14238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Minority Business Development Agency (MBDA), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

7. The MBDA is the primary federal agency tasked to assist Minority Business Enterprises (MBEs) in overcoming the history of social and economic disadvantage that has limited their participation in America’s economy.

8. Pursuant to an agreement with the MBDA, MOSMBA&D operates the Baltimore MBDA Advanced Manufacturing Center.

9. The Advanced Manufacturing Center offers targeted technical assistance to minority manufacturers that aim to employ new technologies and business methodologies to increase the number of “Made in America” products that can be sold domestically and globally. This assistance includes, but is not limited to, helping businesses categorize immediate and long-term business needs, goals, and to aid in gaining access to financing, contracts and other sales

opportunities, domestic and global markets, specialized consulting and training, and support through business and industry advocacy.

10. In providing those services, the Advanced Manufacturing Center is funded solely by the MBDA's provision of an annual grant.

11. In my opinion, the MBDA's services outlined above are critical for the development of Minority Businesses Enterprises in Maryland because of the specialized expertise provided by consultants with expertise in manufacturing. The Center currently fills a void of services targeted at small local manufacturers.

12. The MBDA also provides grants through pilot projects and programs such as Entrepreneurship Education for Formerly Incarcerated Persons, Capital Readiness, and Enterprising Women of Color Business Centers.

13. In 2021 MOSMBA&D received a five (5) year MBDA grant to operate the Advanced Manufacturing Center through June 30, 2026, in the amount of two million dollars (\$2,000,000) across the five (5) year period, for four hundred thousand dollars (\$400,000) per year to provide business clients with organization and financial management, business development, strategic planning, procurement, exporting, and technology adoption.

14. MOSMBA&D's budget for this year has relied on this funding, and we made plans and allocated funding, and offset other funding for small business development resources and programming based on the anticipated receipt of the promised funding.

15. MOSMBA&D fully intended to apply to continue to receive the MBDA to operate the Advanced Manufacturing Center beyond June 30, 2026.

16. Any pause in funding would have immediate service impacts and negatively impact the business community.

17. MBDA previously advised that the Center was required to utilize Salesforce. The Advanced Manufacturing Center no longer has access to Salesforce, the client records management system relied upon to document client interactions. Prior to fully losing access to the system the provided licenses to Salesforce were reduced from three (3) to two (2). The Center will be unable to complete the Cumulative Goals Report detailing their vital work absent access to the system. Pursuant to MBDA's guidance the Center has been advised to manually track client interactions but was not provided with any template or guidance beyond that advisement. Furthermore, the Program Analyst assigned to field questions or concerns from the Center is no longer available to provide that assistance.

18. The Advanced Manufacturing Center for the Mid-Atlantic has had exemplary performance throughout our term as operators. Prior to the Executive Order, our performance would not have posed any issue to the continuation of the MBDA grant beyond June 2025.

19. The currently available funds have been disbursed and drawn down.

20. If we do not receive future disbursements/reimbursements, it will prevent the continuation of services to the small business community.

21. The lack of funding will result in the erasure of the support system that the Center has provided to help client businesses to grow and thrive. The Center will be unable to advance these businesses changing the manufacturing landscape by leveraging a network of local, state, regional, and national relationships to open doors for clients and customers to larger and emerging markets.

22. The loss of the Baltimore Advanced Manufacturing Center will make Maryland less competitive in the manufacturing sector. If the MBDA ceased to function in a meaningful way, in my opinion, it will have a nationwide negative impact on domestic manufacturing. The

lack of needed business assistance and resources will result in the closure of manufacturing businesses. Even if only the Baltimore MBDA Advanced Manufacturing Center were to cease operations, the next closest Centers in Kentucky and Connecticut would not be feasible for Baltimore businesses to take advantage of their services.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Baltimore, Maryland.

  
\_\_\_\_\_  
CHRISTOPHER R. LUNDY

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND; et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

C.A. No.:

**DECLARATION OF CHANEL COMPTON**

Pursuant to 28 U.S.C. § 1746, I, Chanel Compton, hereby declare as follows:

1. I am a resident of Maryland. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. Since 2017, I have served as the Executive Director of the Maryland Commission on African American History & Culture (“Commission”), which has existed since 1969 as the statewide clearinghouse for the preservation and documentation of the African American experience in Maryland. The Commission assists research and collects historical materials—e.g., art objects, memorabilia, manuscripts, photographs—of significance to African American history and culture. The Commission also provides exhibits, programs, and resource materials for the community at large and for educational systems and institutions within the State.

3. In addition, the Commission operates the Banneker-Douglass-Tubman Museum (“Museum”) located in Annapolis, Maryland. As the State of Maryland’s official museum of African American heritage, the Museum serves to document, interpret, and promote African American history and culture (particularly in Maryland) through exhibitions, programs, and projects to improve the understanding and appreciation of America’s rich cultural diversity for all. In partnership with Maryland Historical Trust, the Commission co-administers the African American Heritage Preservation Grant Program, which annually awards capital grants to fund the restoration and preservation needs of African American heritage sites, such as historic homes, churches, cemeteries, and museums throughout Maryland.

4. The Banneker-Douglass-Tubman Museum Foundation, Inc. (“Foundation”) is a private, non-profit 501(c)(3) corporation, created, and operated for the benefit of the Museum. The Foundation was established in March of 1976 to support the Commission in establishing and maintaining the Museum as the State of Maryland’s repository of African American History and Culture.

5. As Executive Director, I oversee the operations of the Commission, the Museum, and the Foundation, including applying for and administering grant funding to support the institutions’ missions.

6. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Institute for Museum and Library Services (“IMLS”), to “eliminate[ ]” any “non-statutory components and functions . . . to the maximum extent consistent with applicable law,” and to “reduce the performance of their statutory functions and associated personnel to the minimum presence and function required by law.” Exec. Order 14,238 § 2(a).

7. It is my understanding that, in response to Executive Order 14,238, the IMLS has begun implementing plans to significantly reduce its staff, including those employees who administer IMLS grant programs.

8. Given my experience, I believe that the terminations of IMLS staff under Executive Order 14,238 will render the agency unable to administer financial awards and/or programs on which the Museum and the Commission rely and on which they expect to rely in the future, causing significant harm to the Museum and the Commission.

9. The Museum is currently scheduled to receive \$100,000 through IMLS grant No. MH-255727-OMS-24, which was awarded to the Foundation on May 10, 2024. The grant, which runs from July 1, 2024, to June 30, 2027, was issued under Assistance Listing Number 45.309, which covers Museum Grants for African American History and Culture.

10. The grant was awarded to support the Museum's effort to identify, repatriate, and reinter 13 sets of African Americans human remains that had been discovered throughout Maryland during construction and archeological investigations and were preserved for many years in the Maryland Archaeological Conservation Laboratory ("MAC Lab"). The MAC Lab is the State Museum of Archaeology; it is a state-of-the-art archaeological research, conservation, and curation facility located at Jefferson Patterson Park & Museum ("JPPM") in Calvert County, Maryland. Both JPPM and the MAC Lab are part of the Maryland Historical Trust, which is situated within the Maryland Department of Planning.

11. The grant-funded "African Ancestral Human Remains Project" aims to identify lineal descendants or culturally affiliated communities connected to individuals of African descent who lived during Maryland's slave-holding era. The remains were discovered through various circumstances, including construction projects, a bulldozing operation, and formal archaeological



investigations. The project involves research into the origin of the human remains and their connection to existing communities, DNA testing, and reinterment, with facial reconstruction of the reinterred individuals envisioned for a subsequent project. The project serves dual purposes: to facilitate the dignified reinterment of ancestral remains in culturally appropriate cemeteries or churchyards, and to document and research these individuals' lives to enhance our collective understanding of Maryland's complex historical narrative. By combining archaeological expertise, genealogical research, and community engagement, the Project addresses a significant gap in documented history while honoring cultural traditions and acknowledging the contributions of these individuals to Maryland's development, ultimately creating a more inclusive historical record that illuminates previously marginalized narratives for scholars, educators, and the public alike. A university research fellow will assist in creating a local history research report, which will be made accessible online for a public audience.

12. The Project involves considerable public outreach. We have already held five meetings with communities throughout Maryland to describe the Project and solicit their assistance in locating existing African American communities that are culturally affiliated with the individuals whose remains are to be reinterred. The Project team will continue to invite descendants and interested communities to associated programming and will lead public workshops on how to conduct genealogical research.

13. The Commission's budgets for fiscal years 2025 (ending on July 1, 2025) and 2026 were formulated in reliance on the \$100,000 IMLS grant, and I, as Executive Director, made plans and allocated funding for staff and other Museum-related projects based on the anticipated receipt of the awarded IMLS grant funding.

14. We have already incurred significant costs under the Project, and I anticipate we will begin to draw down the grant award in April 2025. Over the next three months, I expect to draw down \$20,000 under our current IMLS award, with the remainder to be disbursed as we incur the hard expenses associated with the research, DNA analysis, and reinterment phases of the Project.

15. Any pause in our IMLS funding will jeopardize the viability of the Project. If those grant funds are delayed or cancelled, I foresee not being able to carry out several aspects of the Project, including research, DNA testing, and reinterment, all of which involve expenses that have not otherwise been budgeted. Given the extraordinarily tight budgetary situation in Maryland and elsewhere, I am confident that other sources of funding will not be forthcoming. And without adequate resources, we face the immediate risk of halting ongoing repatriation efforts for the human remains and forgoing research into the deceased individuals themselves, whose lives tell an important story of Maryland history.

16. The uncertainty surrounding the IMLS funding has already begun to compromise the Project. We designed the project schedule to allow time to procure the DNA analysis that is an important part of the Project. Because we will not be able to pay for these aspects of the Project if the IMLS funding is cancelled or significantly delayed, we have had to hold off on arranging those services. That uncertainty thus compromises our ability to complete the Project by its July 1, 2027 end date.

17. In addition to the one current IMLS grant, the Museum has previously received other types of grant funding from IMLS. In 2019, the Museum (when it was known by its former name, the “Banneker-Douglass Museum”) received a \$50,000 Museum Grant for African American History and Culture from the IMLS to build the capacity of African American museums

and support the growth of museum professionals. The grant was used to upgrade the Museum's collections room by installing museum shelving units for larger artifacts and our fine art collection and to make upgrades to our research areas. The project represented a significant improvement to our collections and preservation practices, and it made our facility more accessible to researchers, staff, and the public.

18. Amid increasing budget pressures, the Museum, like libraries and museums nationwide, is urgently seeking committed funding sources to sustain our innovative and community-based approach to research and educational services. The IMLS is an important part of that effort, and I fully expect that the Commission will seek IMLS grant-funding in the future.

19. I have a Master's Degree in Arts Management and have spent my entire professional career in the museum field, as the Executive Director of the Commission and, before that, as the Executive Director of the Prince George's African American Museum and Cultural Center, the Director of Education at the Creative Alliance at the Patterson, and a Project Coordinator with the Smithsonian National Museum of African Art. My experience in the field has shown me the critical importance of the IMLS as a resource for museums, public and private alike. Through IMLS funding, our agency will continue to execute critical projects that will significantly enhance our research capabilities and educational offerings, ultimately strengthening our service to diverse communities across Maryland. More generally, a loss of IMLS funding would drastically reduce or eliminate educational programs that bring these types of important historical narratives to other universities, museums, and community groups in Maryland, while technological infrastructure for digital preservation and access would deteriorate. The museum field as we know it would not be possible without the guidance, collaboration, and financial support that the IMLS has traditionally provided.



20. The support of the IMLS is particularly valuable for museums, like the Banneker-Douglass-Tubman Museum, whose collections curate and explore cultural and historical artifacts related to Americans who have historically been underrepresented in the collections and offerings of mainstream museums. To paraphrase the Reverend Martin Luther King Jr., museums that focus on the lives and legacies of African Americans “have come a long, long way, but we have a long, long way to go.” The IMLS is an indispensable partner on that journey.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on April 2, 2025, at Annapolis, Maryland.

  
CHANEL COMPTON



**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

C.A. No.:

**DECLARATION OF CHELSEA KADISH**

Pursuant to 28 U.S.C. § 1746, I, Chelsea Kadish, Esq., hereby declare as follows:

1. I am a resident of the State of Maryland. I am over the age of 18 and have personal knowledge of all the facts stated herein, except to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am currently employed by the Department of Public Safety and Corrections (hereinafter “DPSCS”) as a Director of Labor Relations.

3. DPSCS’s mission is to “protect[s] the public, its employees and those under its supervision, aiming to ensure a safe environment for all Marylanders by increasing security and providing tools for offenders to stay out of the criminal justice system.”

4. As a Director of Labor Relations with DPSCS, I work with management and our labor partners to resolve conflicts and monitor issues through our dispute resolution protocol, which includes the use of Federal Mediation and Conciliation Service (FMCS).

5. DPSCS has one of the largest unionized staffs in the State of Maryland with over 8,500 Union members across four unions. Our staff are represented by the American Federation of State County and Municipal Employees (AFSCME), the American Federation of Teachers—Healthcare (AFT—Healthcare), the Maryland Professional Employees Council (MPEC), and the State Law Enforcement Officers Labor Alliance (SLEOLA).

6. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including FMCS, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

7. DPSCS has collective bargaining agreements with AFSCME, SLEOLA, AFT—Healthcare, and MPEC, all of which provide for the use of FMCS for neutral fact finding upon appeal from a decision of the Secretary of Budget and Management or their designee. Additionally, FMCS mediators have been utilized by DPSCS to assist in resolving larger matters.

8. In the past, FMCS has assisted DPSCS in resolving critical and high-profile labor matters such as a major dispute dealing with overtime and drafting policies.

9. FMCS’s services—which were provided at minimal cost to the parties—successfully resolved the dispute and resulted in a major agreement between DPSCS and AFSCME around overtime policy which is still in place today.

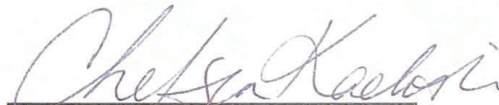
10. In my opinion, FMCS’s dispute resolution services are critical for resolving labor disputes in Maryland. For DPSCS, specifically, the availability of qualified neutrals that are trusted by both DPSCS and our union partners is essential for reducing litigation costs and delays by promoting confidence in the decision-makers and the dispute resolution process.

11. According to public reporting, “almost the entire workforce” at FMCS has been placed on administrative leave and “only a ‘skeleton crew’ of about a dozen employees will remain.”<sup>1</sup> I do not believe that the agency can continue to perform its statutory mission with such a dramatic reduction in personnel.

12. If FMCS’s services were “eliminated,” as the executive order directs and the mass layoffs appear to contemplate, then to resolve disputes DPSCS would need to rely on our already overstretched State Labor Relations Board; hire costly private arbitrators; or else risk litigation that could result in a major judgment against the State. Any of those alternatives would increase costs, delay, or the risk of an unfavorable outcome for Maryland.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on April 1, 2025, at Frederick, Maryland.

  
Chelsea Kadish

---

<sup>1</sup> Jory Heckman, *Federal labor mediation agency cuts staff down to “skeleton crew,”* Federal News Network (Mar. 26, 2025), <https://federalnewsnetwork.com/workforce/2025/03/federal-labor-mediation-agency-cuts-staff-down-to-skeleton-crew/>



**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

C.A. No.:

**DECLARATION OF MORGAN LEHR MILLER**

Pursuant to 28 U.S.C. § 1746, I, Morgan Lehr Miller, hereby declare as follows:

1. I am a resident of Maryland. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. In June of 2024, I was appointed as the State Librarian for the Maryland State Library Agency.

3. The State Library Agency is responsible for providing leadership and consultation in technology, training, marketing, funding, resource sharing, research, and planning, so that Maryland libraries can fulfill their missions for the people of Maryland.

4. Among other things, the State Library Agency “[a]dminister[s] federal and State funds appropriated to it by the State for library purposes,” Md. Code, Educ. § 23-106(b)(5), “[a]dminister[s] the State grant program for county public library capital projects,” *id.* § 23-

106(b)(9), and “[c]ooperate[s] with national library agencies and those of any other state,” *id.* § 23-106(b)(11).

5. As State Librarian, I oversee the administration of state and federal funds to ensure the most effective distribution of resources for Maryland public libraries and their customers.

6. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Institute of Museum and Library Services (IMLS), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

7. Given my experience, I believe that the elimination or reduction of personnel envisioned by Executive Order 14,238 will cause IMLS to be unable to administer financial awards and programs on which the State Library Agency relies, causing significant harm to Maryland’s 24 county public library systems and the entire State.

8. IMLS provides federal funding to State library administrative agencies—including the Maryland State Library Agency—under the Library Services and Technology Act (LSTA). *See* 20 U.S.C. § 9133(a).

9. In order to receive funds under the LSTA, each State library administrative agency must submit a five-year plan to IMLS that describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of the Maryland State Library Agency Five-Year Plan is attached as Exhibit A.

10. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b) and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

11. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. Maryland received \$3,332,465, which represents the Federal share (66 percent) for the activities in Maryland's approved Five-Year Plan.<sup>1</sup>

12. The Maryland State Library Agency uses these federal funds to support many of its programs, including:

- a. Staff, professional, and leadership development programs to fulfill State-mandated certification requirements.
- b. Grants for innovation to help public libraries meet the changing needs of their customers.
- c. Funding to support lifelong learning, workforce development, early learning skills, and support for veterans.
- d. Grants to public libraries to plan for short- and long-term goals.

13. The State Library Agency also uses IMLS funds to pay the full and/or partial salaries of 10 employees (6.25 full-time equivalent) and three consultants.

14. In addition to administering federal funding to States, IMLS offers the following programs and services:

---

<sup>1</sup> IMLS, *Library Services and Technology Act—State Allotment Table*, <https://www.imls.gov/sites/default/files/2024-04/imslstastateallotmenttablefy2024.pdf> (last accessed Mar. 31, 2025).

- a. Providing benchmarks and access to library data from around the country through nationwide surveying.
- b. Consulting on the direction for library services.
- c. Devising best practices for grants management.
- d. Circulating resources developed by other IMLS-funded projects.

15. The State Library Agency's budget for this year relies on receiving \$3,332,465 in federal funding, which includes funding allocations for staffing as well as 55 subgrants directed to Maryland's local public libraries.

16. Projects funded by IMLS subgrants include:

- a. A series of short heritage videos to promote the role of Worcester County in American history;
- b. Expansion of internet access in Baltimore County;
- c. Seed libraries to promote agricultural literacy in Howard and Kent Counties;
- d. Enhanced trade education in Charles County;
- e. Artificial intelligence training in Howard and Frederick Counties;
- f. A makerspace in St. Mary's County to provide skills necessary for a changing workforce;
- g. Sensory learning to serve children with special needs and their families in Talbot County;
- h. Digital preservation in Wicomico County; and
- i. Multiple strategic planning and feasibility study activities in various counties.

17. On March 31, 2025, I received an email from Teri DeVoe, Associate Deputy Director, Grants to States, IMLS, stating that “that all staff are going to be placed on administrative leave, effective today.”

18. Later that day, I was emailed a statement from the American Federation of Government Employees Local 3403—which represents IMLS employees—reporting that IMLS “notified the entire staff that they are being placed on administrative leave immediately” and that “[i]n the absence of staff, all work processing 2025 applications has ended. The status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.”

19. Although the State Library Agency has preliminarily identified replacement funds if IMLS grants are no longer available, some of those funds would need to be provided by the subgrantees themselves. With a projected increase in Maryland unemployment rates, however, it is unclear that counties—especially rural ones—will be able to support their public library systems at the current level, much less bear any portion of the cost of these subgrants.

20. The State Library Agency has no plans in place to replace IMLS funding for subgrants beyond the current cycle, and given the State of Maryland’s anticipated budget deficit, it is unlikely that State funds will be available to offset the loss of IMLS funding.

21. Any pause in federal funding will have a chilling effect on public libraries throughout the State. IMLS’s failure to reimburse project costs—or its delay in providing reimbursements—would force county public libraries to cover outlays themselves, bringing planned projects to a halt. A loss of funds also would compel the State Library Agency to reduce expenses funded by federal dollars, which include the salaries for one-third of its employees, the lease on its current office, and contracts for services such as teleconferencing, grants management,

and specialized consultants. Finally, the uncertainty about the reliability of federal funds in the future would lead libraries to rely more on their limited local funds to cover unanticipated expenses, which would, in turn, restrict their ability to meet the needs of their communities.

22. In the next 120 days, the State Library Agency is scheduled to receive \$1,833,960 under its current Federal awards. These funds already have been obligated for disbursement.

23. The next reimbursement request is scheduled for April 21, 2025. If the State Library Agency does not receive IMLS funds when requested, it will sustain a debt to the State of Maryland, which has already reimbursed subgrantees and the agency for operation costs. That would create uncertainty in the public library community as to the State Library Agency's ability to pay for services contracted and/or delivered, and would undermine the authority of the State Library Agency as a reliable source of resources and information.

24. Eliminating the functions of the IMLS would have immediate, dire, and irrevocable consequences for Maryland's public libraries and their customers. 52% of Marylanders have active library cards, and a statewide opinion poll conducted for the State Library Agency in 2020 found that 75% of Marylanders believe the library is "important" or "very important" and that "public libraries are a good investment of tax dollars."<sup>2</sup> Defunding the IMLS would cripple the State Library Agency's ability to provide resources and funds for a much needed and valued service.

---

<sup>2</sup> See Md. State Library, *Minutes of the Maryland State Library Board Meeting* (Dec. 10, 2020), <https://msla.maryland.gov/State%20Library%20Board%20Documents/December%2010,%202020%20Board%20Meeting%20Minutes.pdf>.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on April 3, 2025, at Baltimore, Maryland.

A handwritten signature in black ink, reading "Morgan Lehr Miller". The signature is written in a cursive, flowing style.

---

Morgan Lehr Miller



# **EXHIBIT A**



**Library Services and Technology Act (LSTA)**  
**Five-Year Plan**  
**2023-2027**

For submission to the  
Institute of Museum and Library Services

Irene Padilla

Maryland State Librarian

June 2022

Revised 2025



## CONTENTS

PREFACE .....	2
LIBRARY LANDSCAPE IN MARYLAND	
A Vision for Maryland Libraries .....	2
Maryland State Library Network.....	2
Maryland Public Libraries .....	2
State Library Resource Center (SLRC) .....	3
Regional Library Systems.....	3
Maryland School Libraries.....	3
Maryland Higher Education Libraries.....	3
Maryland State Library Board.....	4
Maryland Residents.....	4
Maryland Demographics and Socioeconomic Status.....	4
PREPARING MARYLAND FOR THE FUTURE	
State of the Field.....	5
Rural and Urban Populations.....	5
MISSION STATEMENT.....	6
NEEDS ASSESSMENT .....	6
Maryland’s Alignment with 2023-2027 LSTA goals.....	8
GOALS AND PROJECTS .....	9
COORDINATION EFFORTS .....	14
EVALUATION PLAN .....	15
STAKEHOLDER INVOLVEMENT .....	16
COMMUNICATION AND PUBLIC AVAILABILITY .....	17
MONITORING .....	17
ASSURANCES .....	17

## **PREFACE**

The Library Services and Technology Act (LSTA), a federal program for libraries administered by the Institute of Museum and Library Services (IMLS), requires a five-year plan from each state. The Maryland State Plan 2023-2027 addresses the community needs that the libraries in Maryland serve, as well as the priorities set forth in the IMLS 2023-2027 Five-Year State Plan Guidelines. This plan has been developed from the contributions and participation of library staff and users of libraries and information services in Maryland. The Maryland State Plan aims to:

- Provide a framework for establishing program goals to assist libraries to meet the diverse needs of the residents of Maryland.
- Establish guidelines for the best uses of the Library Services and Technology Act funds.
- Make widely known a plan for statewide library development.
- Fulfill the planning requirements of the Library Services and Technology Act.

It is essential that Maryland's libraries have the capacity to evolve, to expand access to resources and cutting-edge technologies; to employ highly trained, and customer-focused staff; and to collaborate with the communities they serve to maintain a strong and vibrant physical presence in the community and a virtual presence on the Web.

## **THE LIBRARY LANDSCAPE IN MARYLAND**

### **A Vision for Maryland Libraries**

Maryland libraries build real and virtual connections to enable individuals of all ages, families, and communities to learn, grow and prosper in the 21<sup>st</sup> century. Maryland libraries provide resources for literacy, lifelong learning, and linkages to Maryland's past, present and future through information in a variety of accessible formats. Maryland libraries ensure that all residents and communities have access to library resources, and that libraries center communities; they address needs, find opportunities, and help communities and individuals grow and thrive. The Maryland State Library Agency motto is "Maryland Libraries: Inspiring Library Innovation." This plan has been created to support our work to achieve this purpose.

### **Maryland State Network**

The network provides Maryland residents with access to information through interlibrary loans; direct lending of resources through public, academic, special, and school libraries; technical assistance, staff training, and the coordination of marketing and outreach activities. The network encompasses the following entities:

#### **Maryland Public Libraries**

The state of Maryland has 24 public library systems, representing the 23 counties and Baltimore City. Generally, a Board of Trustees governs each county public library. Each Board establishes and operates the library to provide free services to residents of the county in which it is located; may permit persons outside the county to use the library facilities on the terms and conditions it determines; may establish and operate libraries at any location in the county; determines the library policies; and adopts reasonable rules, regulations, and bylaws for library use and the conduct of its business. The board may also advise in the preparation and approval of the library

budget, receive, account for, control, and supervise, under the rules and regulations of the county governing body, the spending of all public funds received by the library, and use the services of the fiscal agencies of the county governing body.

### **State Library Resource Center (SLRC)**

The SLRC provides a multitude of services to Marylanders, functions as the State Library (as opposed to the State Library Agency) and provides in depth research services and resources to complement local system level holdings. In addition, SLRC provides lending opportunities for libraries within the State Library Network. When information is not easily accessible, it assures access to information through the Maryland Interlibrary Loan Organization (MILO). SLRC also provides valuable information to State government employees through the Government Reference Service. SLRC operates SAILOR, Maryland's on-line electronic information network, and MARINA, an end user software application that provides access to library material regardless of where the requestor lives or where the resources are located. SLRC also provides extensive Staff development and public facing programs addressing information needs and special topics.

### **Regional Library Systems**

There are three regional libraries that support the network. They include the Eastern Shore Regional Library, Inc. in Salisbury, the Southern Maryland Regional Library Association, Inc. in Charlotte Hall, and the Western Maryland Regional Library in Hagerstown.

Completing the network are Maryland's elementary, middle, and secondary school media centers; college and university libraries; and state institutional libraries that serve people with mental illness and the incarcerated.

### **Maryland School Libraries**

The state of Maryland includes 24 school systems, representing the 23 counties and Baltimore City. Each local school system is required to establish and adequately maintain a quality school library media program, with appropriate staffing, in each school. In addition, there are many non-public schools in the State. Through a literacy skills instructional program that is integrated into the curriculum, library media specialists teach students how to become lifelong learners, informed decision-makers, and effective users of information. Maryland school library media programs provide access to a variety of resources and services to support this goal. In addition, the school library media specialists are responsible for providing professional development in the use of instructional technology and many provide primary technical support for the equipment and networks in Maryland schools.

### **Maryland Higher Education Libraries**

Maryland's 57 accredited post-secondary institutions of higher education include a mixture of public and private colleges, universities, and community colleges. The state is also home to more than 151 private career schools. The libraries of these higher education and career-training institutions collectively serve hundreds of thousands of students, faculty, staff, and other authorized users. The libraries also support each institution's numerous programs with collections and services tailored to reflect each institution's mission, goals, and available resources. Many of these libraries also support extensive online education programs, so the reach of Maryland's college, university, community college, and career-training libraries is truly global.

## **Maryland State Library Board**

The Maryland State Library Board (MSLB) consists of twelve members. The Governor appoints seven members, five of whom are selected from the public at large, one is a professional librarian, one is a library trustee, and one is a blind patron of the Maryland State Library for the Blind and Print Disabled. The remaining five members serve ex officio representing the President of the Congress of Academic Library Directors, the President of the Board of Trustees of Enoch Pratt Free Library, the President of the Maryland Library Association, the Dean of the University of Maryland College of Library and Information Services, and the President of the Maryland Association of School Librarians (MASL).

In general, the MSLB represents the interests of Maryland residents for better library services, advises all levels of government, and promotes the improvement of library services in the State. The Board is authorized to gather information on the needs of libraries, oversee the State Library Agency and exercise general direction and control of library development in Maryland. The Board is responsible for the adoption of rules and regulations, the establishment of library policies and procedures for the statewide system of libraries and advises the Governor on library matters. Each year the State Library Board reports to the Governor and Maryland citizens on the support, condition, progress, and needs of libraries. They consider the State's library needs and recommend to the Governor and the General Assembly desirable legislation. The State Library Board approves county public library capital projects for State funding consideration.

## **Maryland Residents**

Maryland residents actively engage and are supportive of public libraries. In 2020, the Western Maryland Regional Library (WMRL) and OpinionWorks, LLC ran a public opinion poll to gather feedback from 2,500 residents to determine how Maryland public libraries are perceived. 55% said that they had visited their local library within the past few weeks and 74% rated their local library as "great" or "good". 62% of respondents said that Maryland's public libraries were an essential service and 87% of respondents said that the library helped them learn new things. 77% said that libraries were a good investment of tax dollars, and 57% said that more money should be invested in Maryland public libraries.

## **PREPARING MARYLAND FOR THE FUTURE**

### **State of the Field**

*The State of America's Libraries 2022* special report from the American Library Association (ALA) stresses how essential libraries are in the challenging times that our communities encounter. As libraries face these challenges, they continue to act in support of the core values of access, inclusion, intellectual freedom, democracy, education and lifelong learning, service, and social responsibility. Libraries are places in their communities where individuals participate in a variety of programs, services, and activities. As the needs and interests of individuals evolve and change, libraries must develop new and innovative responses to fulfill these needs and interests. Budgetary pressures continue to compel libraries to be more efficient, to make the case for their value, and to embrace new roles.

### **Rural and Urban Populations**

Rural and Urban libraries address specific customer needs not found in other areas. Depressed salaries and lack of job opportunities, digital access and school preparedness are priority issues that these libraries address.

Unemployment in 11 of the 19 census-designated urban and rural counties is higher than the statewide average for the period from 2011 to 2021. The highest rate of unemployment is in Worcester County, exceeding 10% unemployment.

While an influx of federal funding will help address the issue of digital access, libraries continue to be well positioned to assist customers in need now. According to the Abell Foundation, more than half a million Maryland households (23%) do not subscribe to wireless Broadband. Additionally, more than 100,000 Maryland households with school age children lack Broadband access. Rural communities and urban centers are the least likely to have home access to Broadband, making them less able to be competitive in the job market, to engage in education, to fully participate in community and civic affairs, and has recently been linked to co-morbidities for health outcomes.

According to the 2021-2022 Maryland State Department of Education report, “Ready at Five” metrics indicate that more than half of all children (60%) about to enter kindergarten do not have the necessary skills to succeed. Eight of the Census designated Rural and Urban Counties are below the statewide average, and Baltimore City has the lowest rate at 25%. Service to pre-school children and their caregivers is a cornerstone service provided by most public libraries. Despite the innovative projects done around the state, the issues of school readiness cannot be solved by libraries alone. Maryland libraries partner with multiple organizations locally and statewide to develop and adopt new ways to engage children and caregivers.

## **MISSION STATEMENT**

The mission of the Maryland State Library Agency (MSLA) is to provide leadership and consultation in technology, training, marketing, funding, resource sharing, research, and planning, so that Maryland libraries can fulfill their missions now and in the future for the people of Maryland.

## **NEEDS ASSESSMENT**

The Maryland State Library Agency (MSLA) will use Library Services and Technology Act (LSTA) funds from the Institute of Museums and Library Services (IMLS) to support libraries in their work to provide exceptional customer experiences for all Marylanders. The leaders of libraries throughout Maryland remain committed to providing the best library services and programs to meet the evolving needs and interests of their constituents. Throughout the past two years of the pandemic experience, Maryland libraries and their resources continued to be available to the people of Maryland. Library leaders and members of their staff worked diligently and creatively to ensure access to information and collections. When it became possible to offer programs, a variety of virtual, hybrid and in-person programs were offered to the delight of those who participated.

Maryland libraries face challenges that are very similar to those encountered by libraries of all types across the nation. These include an increase in the cost of e-books as budgets for collections remain the same or are reduced; ensuring access to accurate information; providing internet access; providing digital literacy; educating and training the workforce; and positioning the library to be central to community development.



Focus group and individual interviews were held from December 2021 through January 2022. Each group was invited to address the same set of questions:

- Think about the future of library service in Maryland, what do you envision the needs to be?
- How can the State Library help to address these needs?
- What do you see to be the priority areas for allocation of LSTA funds in Maryland?
- IMLS has specified the need to include projects in the 5 -Year plan. What areas of activity or projects can you suggest?
- If the State Library were to commit to pursue only one goal, what would it be?

The interviews included individuals from the Maryland Library Association, the Maryland Association of Public Library Administrators, the Congress of Academic Library Directors of Maryland, Maryland Humanities, Maryland Association of School Librarians, and individuals from across the state who attended the open sessions.

The results of the focus groups and interviews were transcribed and analyzed to identify recurring themes, issues, and needs. The key themes identified were:

- strengthening the role of libraries in their communities,
- creating robust partnerships,
- continuing to build a training and education program to prepare library staff for future work and the future workplace,
- preparing library staff to deliver the best possible customer service to the people of Maryland,
- ensuring access to quality and accurate information resources,
- offering training and education to the people of Maryland, especially in emerging technology and digital literacy,
- and developing more statewide initiatives led by the State Library Agency.

Maryland State Library Agency staff carefully reviewed the comments and summary report, identified key areas for the focus of this plan that aligned with the stated IMLS goals, and reached agreement on three overall goals and a set of projects for each goal. In addition, the staff reviewed the results of the QualityMetrics five-year evaluation of Maryland's LSTA 5-year State Plan, FY2017 - FY2022, the topical Maryland demographics and trends reports, and relevant national reports. These include:

The Abell Foundation. Retrieved May 20, 2022, from Disconnected in Maryland. [https://abell.org/wp-content/uploads/2022/02/2020\\_Abell\\_digital20inclusion\\_full20report\\_FINAL-web.pdf](https://abell.org/wp-content/uploads/2022/02/2020_Abell_digital20inclusion_full20report_FINAL-web.pdf)

American Community Survey. (n.d.). *Profile*. Census Reporter: Making Census Data Easy to Use. Retrieved May 20, 2022, from <https://censusreporter.org/>

American Library Association. (2022). (rep.). *State of America's Libraries, Special Report: Pandemic Year Two*. Retrieved May 20, 2022, from [www.ala.org/news/state-americas-libraries-report-2022](http://www.ala.org/news/state-americas-libraries-report-2022)

Co., E. L. A. P. Q. (2022, January 3). *Three trends shaping the future of Libraries*. Library Journal. Retrieved May 20, 2022, from <https://www.libraryjournal.com/story/three-trends-future>

College of Information Studies, University of Maryland. (n.d.). *Reimagine Libraries. iSchool*. Retrieved May 20, 2022, from <https://yxlabs.ischool.umd.edu/projects/reimagining-youth-services-during-crises/>

Cooper, D. (2022, April 14). *Aligning the Research Library to Organizational Strategy*. Ithaka S+R. Retrieved May 20, 2022, from <https://doi.org/10.18665/sr.316656>

Maryland Department of Health. (n.d.). *Maryland Department of Health*. Maryland State Office of Rural Health. Retrieved May 20, 2022, from <https://health.maryland.gov/pophealth/Pages/Rural-health.aspx>

Maryland State Department of Education. (2022). (rep.). *Coming Back Stronger: Resilience and Opportunity - 2021-2022 Kindergarten Readiness Assessment Report*. Baltimore, MD. Retrieved May 20, 2022, from [https://earlychildhood.marylandpublicschools.org/system/files/filedepot/4/readinessmatters2021-2022\\_accessible.pdf](https://earlychildhood.marylandpublicschools.org/system/files/filedepot/4/readinessmatters2021-2022_accessible.pdf)

"Marylanders Value Their Public Libraries." *Maryland State Library Agency*, Opinion Works, [https://marylandlibraries.libguides.com/ld.php?content\\_id=65646488](https://marylandlibraries.libguides.com/ld.php?content_id=65646488)

Masterson, V. (2022, January 14). *5 tech trends to watch in 2022*. World Economic Forum. Retrieved May 20, 2022, from <https://www.weforum.org/agenda/2022/01/tech-trends-in-2022/>

Shumaker, D. (2021, April 27). NewsBreaks. *Information Today, Inc.* Retrieved from <http://newsbreaks.infotoday.com/NewsBreaks/The-Next-Normal-The-PostPandemic-Future-of-Library-Services-146346.asp>

State of Maryland. (2022, March). *Maryland at a glance*. Maryland Unemployment Rates - by County. Retrieved May 20, 2022, from <https://msa.maryland.gov/msa/mdmanual/01glance/economy/html/unemployrates.html>

The International Federation of Library Associations and Institutions. (n.d.). *Libraries and the Sustainable Development Goals - ifla.org*. Retrieved May 20, 2022, from <https://www.ifla.org/wp-content/uploads/2019/05/assets/hq/topics/libraries-development/documents/sdg-storytelling-manual.pdf>

U.S. Census Bureau. (2021, November 21). Retrieved May 20, 2022, from <https://www.census.gov/topics/health/disability/guidance/data-collection-acs.html>

## **Maryland's Alignment with 2023-2027 LSTA goals:**

Maryland's 2023-2027 LSTA goals address needs congruent with the purposes and priorities of the LSTA:

### **GOALS AND PROJECTS:**

**Informed by the library community, MSLA will provide leadership, grants, resources and/or training opportunities to support the following projects:**

#### **GOAL 1: Responsive and Connected Institutions.**

**GOAL 1 OBJECTIVE:** Enhance the structural capacity of libraries to foster new connections and to open up new opportunities to sustain and strengthen their communities.

**PROJECT 1:** Support transformation in Maryland Public Library organizational cultures.

**SUMMARY:** Offer resources and programs on transforming an organizational culture, forecasting the future, and community engagement to help libraries anticipate and adapt to social and cultural changes.

**ACTIVITIES:** Support the construction of Strategic Plans with LSTA funds.

Produce an annual cultures conference.

Provide futuring training.

**PROJECT 2:** Support libraries in creating new service models.

**SUMMARY:** Support the development of new responsive, anticipatory, and adaptive approaches to providing services as libraries continuously monitor changing customer expectations and community needs.

**ACTIVITIES:** Support tableau project to support evidence-based decision making.

Provide pilot grants to test new models for service.

**PROJECT 3:** Create engagement opportunities.

**SUMMARY:** Enable libraries to encourage in institutional operations.

**ACTIVITIES:** Support continued engagement through competitive and staff development grants.

**PROJECT 4:** Foster collaboration across institutions.

**SUMMARY:** Expand opportunities for libraries to collaborate across library systems and with local, state, and national organizations to leverage resources, and position libraries among these organizations

**ACTIVITIES:** Develop the Maryland State Library Network (MSLN) to include new initiatives that reach state resources.

Work with Maryland Association of Public Library Administrators (MAPLA) and Maryland Library Association (MLA) to identify and provide opportunities for collaboration.

Identify, promote and strengthen partnerships with Maryland State Government agencies, such as MD Department of Housing and Community Development, MD Department of Health, MD Department of Education, MD Department of Veterans Affairs.

Identify, promote and strengthen partnerships with nonprofit organizations, such as Libraries without Borders and Califa.

**PROJECT 5:** Position libraries as collaborative anchors that center community voices.

**SUMMARY:** Provide library systems with access to community level leadership opportunities, that will allow for libraries to include community assets and assessments of community needs in library work.

**ACTIVITIES:** Provide LSTA funding to libraries to encourage Asset-Based Community Mapping, Opportunity Assessments.

Connect libraries to experts and past clients to identify resources to meet local needs.

**PROJECT 6:** Support institutional planning.

**SUMMARY:** Enable libraries to create plans for their ongoing strategic operational and programmatic goals.

**ACTIVITIES:** Provide LSTA funding for library systems to engage consultants to assist in strategic and other planning services.

Provide guidance to libraries in creating new plans.

**PROJECT 7:** Expand and leverage data literacy.

**SUMMARY:** Facilitate the work of libraries to measure the outcomes of initiatives, and to use best practices in qualitative and quantitative data collection and use to inform decision-making and demonstrate library value for stakeholders.

**ACTIVITIES:** Provide consulting services to libraries in collecting and using data.

Provide training to library staff on the value, collection and analysis of measurement.

## **GOAL 2: Resilient and Engaged Library Staff.**

**GOAL 2 OBJECTIVE:** Strengthen libraries' institutional capacity to foster a strong and innovative workforce.

**PROJECT 1:** Support staff development opportunities.

**SUMMARY:** Encourage and support libraries to strengthen the library workforce's ability to provide the highest level of customer service.

**ACTIVITIES:** Provide staff development opportunities in multiple formats, such as virtual and asynchronous.

Subsidize staff development opportunities that have an associated cost through staff development grants.

**PROJECT 2:** Coordinate statewide Staff Development opportunities with partner agencies.

**SUMMARY:** Collaborate with stakeholder organizations (SLRC, MLA, MSDE, CALD, etc.) to provide staff development programs and activities.

**ACTIVITIES:** Coordinate efforts with Statewide Staff Development Community of Practice, Maryland Library Association and State Library Resource Center to develop complementary programming.

Work with partners to develop a Statewide Blueprint to support Staff Development needs across the state.

Expand efforts with current partnerships, including MD Department of Veterans Affairs and MD Department of Education to provide timely training.

Identify new training opportunities with new and ongoing government and non-government partners.

**PROJECT 3:** Foster statewide Communities of Practice.

**SUMMARY:** Facilitate the collaboration of Subject Matter Experts (SME) across library systems to develop training, resources and programming.

**ACTIVITIES:** Provide oversight and guidance to current Communities of Practice.

Provide LSTA funding to support approved programs and staff development opportunities identified by Communities of Practice.

Monitor trends and needs to identify any new needed Communities of Practice.

**PROJECT 4:** Provide future-oriented library staff development opportunities.

**SUMMARY:** Enable libraries to increase staff's capacity to anticipate and create library services for the future.

**ACTIVITIES:** Host Maryland Futures Summit.

Identify and develop training specific to Futuring for staff at all levels.

**PROJECT 5:** Develop leadership across the library field.

**SUMMARY:** Develop programs to prepare leaders at all levels for the future.

Offer continuing education to develop leadership skills at all levels of the library.

**ACTIVITIES:** Engage participants in Everyone Leads - Train the Trainer program to provide training to local and regional library staff.

Provide support for Maryland Library Association's Executive University for administrative staff.

Coordinate efforts with Maryland Library Association to produce Maryland Library Leadership Institute (MLLI).

Provide library staff with leadership opportunities in Statewide Communities of Practice and ad hoc groups.

### **GOAL 3: Informed and Thriving Marylanders.**

**GOAL 3 OBJECTIVE 1:** Help libraries improve access to information and to provide direct service for all Marylanders.

**GOAL 3 OBJECTIVE 2:** Help libraries develop lifelong learning opportunities in order to enhance Marylanders' formal education and general knowledge and skills.

**PROJECT 1:** Encourage innovative services to engage and develop lifelong learners.

**SUMMARY:** Encourage innovation in services and resources for customers.

**ACTIVITIES:** Provide LSTA funding for innovative pilot programs.

Provide regular showcases of previous LSTA funded activities for administrators.

**PROJECT 2:** Encourage personal development

**SUMMARY:** Support statewide reading programs, and other opportunities to encourage recreational reading for all ages.

**ACTIVITIES:** Provide support and guidance for Summer Reading Programs.

Use LSTA funds to support One Maryland, One Book program.

**PROJECT 3:** Support the capacity to develop multiple, diverse literacies.

**SUMMARY:** Facilitate the development of accessible and culturally diverse programming, information, financial, health, etc. literacies.

**ACTIVITIES:** Provide LSTA funding to foster the development of literacy programs.

Connect libraries to potential partner groups who can provide or consult on literacy efforts, such as the National Library of Medicine, MD Department of Health, MD Department of Housing and Community Development, and Access to Justice.

**PROJECT 4:** Promote resources and services.

**SUMMARY:** Ensure all Marylanders have access to the full range of services

and resources available throughout libraries through programs that provide for innovative accommodations.

**ACTIVITIES:** Provide LSTA funds to support the Maryland Accessible Textbook (MAT) program.

Support the continued awareness of services for those who are Blind, Print Disabled and/or are members of the Deaf Community through audio description and closed captioning for MSLA program, as required.

Provide Fusion software to all public libraries to allow any and all computers can be used by those who are blind or print disabled.

Connect library program staff to best practices for programming for those who are neurodivergent.

**PROJECT 5:** Develop partnerships that address digital issues.

**SUMMARY:** Support access to Broadband, digital resources, and digital literacy training opportunities.

**ACTIVITIES:** Work with Statewide Library Broadband group and Communities of Practice to identify and promote state and national efforts.

Work with Maryland Department of Broadband to promote Digital funding opportunities to libraries.

Work with the University of Maryland Extension Program to leverage ARPA funds to support Digital Literacy and Navigation efforts.

**PROJECT 6:** Support programs and services for early learning and family engagement.

**SUMMARY:** Provide supportive learning opportunities for birth to five children and caregivers.

**ACTIVITIES:** Expand Hatchlings Expectant Parent and newborn families early literacy program.

Participate in national programs to identify new initiatives and projects to support early learning and family engagement.

Provide LSTA funds to libraries to pilot new methods for engaging early learning and family engagement services.

**PROJECT 7:** Support a future-ready and resilient workforce.

**SUMMARY:** Support the development and deployment of programs and resources to help Marylanders of all ages gain skills, certification, etc. to participate in and shape the future of work.

**ACTIVITIES:** Provide LSTA funding and consulting services to develop staff development and organizational change to create libraries prepared for future needs and workforce trends.

Support libraries in examining organizational structures and traditional staff roles to meet changing needs and resources.



**PROJECT 8:** Facilitate partnerships between public libraries and organizations serving at-risk and incarcerated Marylanders.

**SUMMARY:** Support the development of library services and resources to residents in prison, jail, and juvenile detention center libraries, as well as Marylanders who are unhoused, are housing or food insecure, and those in shelters, halfway homes, and other institutions.

**ACTIVITIES:** Promote efforts and programs from partner groups that serve the needs of at-risk and incarcerated Marylanders.

Provide staff development opportunities to support staff .

***For all projects, the following applies:***

**AUDIENCE:** Library staff and institutions; may vary at the Activity level.

**OUTPUTS:** Number of programs and attendance, number and amount of grants, number of resources provided.

**OUTCOMES:** Outcomes will be determined at the Activity level.

**TIMELINE:** Attention to each project is contingent on feedback from the library community and may not be applicable in every year of the program.

## COORDINATION EFFORTS:

The following is a crosswalk that maps each goal in the 2023-2027 Plan to one or more of the six Measuring Success focal areas and maps associated projects to one or more of the fourteen corresponding intents.

STATE GOAL	IMLS FOCAL AREA/ OBJECTIVE	ASSOCIATED PROJECTS	IMLS INTENT
Responsive, and Connected Institutions.	Institutional Capacity, Civic Engagement, Information Access / Enhance the structural capacity of libraries to foster new connections and to open up new opportunities to sustain and strengthen their communities.	Support transformation in Maryland Public Library cultures.	Improve library operations
		Support Libraries in adapting to changes in service models	Improve library operations
		Create engagement opportunities	Improve users' ability to participate in their community
		Foster collaboration across institutions	Improve library operations
		Position libraries as collaborative anchors that are informed by community voices	Improve users' ability to participate in community conversations around topics of concern
		Support institutional planning	Improve library's physical and technology infrastructure
		Expand and leverage data literacy	Improve users' ability to obtain and/or use information resources
	Institutional Capacity, Information Access /	Support staff development opportunities	Improve the library workforce

Resilient and Engaged Library Staff.	Strengthen libraries' institutional capacity to foster strong and innovative workforce	Coordinate statewide Staff Development opportunities with partner agencies	Improve library operations
		Foster statewide Communities of Practice	Improve library operations
		Provide future-oriented library staff development opportunities	Improve users' ability to obtain and/or use information resources
		Develop leadership across the library field.	Improve the library workforce
Informed and Thriving Marylanders.	Lifelong Learning, Information Access, Economic and Employment Development, Human Services, Civic Engagement / Help libraries improve equitable access to information, direct service for their users, and enhance users' formal education and general knowledge and skills.	Encourage innovative services to engage and develop lifelong learners	Improve users' ability to apply information that furthers their parenting and family skills
		Encourage personal development	Improve users' general knowledge and skills
		Support the capacity to develop multiple, diverse literacies	Improve users' general knowledge and skills
		Promote resources and services	Improve users' ability to obtain and/or use information resources
		Develop partnerships that address digital access	Improve users' ability to obtain and/or use information resources
		Support programs and services for early learning and family engagement	Improve users' general knowledge and skills
		Support a future-ready and resilient workforce	Improve users' ability to use resources and apply information for employment support
		Facilitate partnerships between public libraries and organizations serving at-risk and incarcerated Marylanders	Improve users' ability to obtain and/or use information resources

## EVALUATION PLAN:

The Maryland State Library Agency will use several methods to evaluate this plan:

- Reporting of results of individual projects in the annual State Programs Report
- Annual MSLA assessment and reporting on the progress made towards the goals in the plan
- MSLA initiated face-to-face online surveys, and interviews of constituent groups
- Continuous, intermittent feedback from stakeholder groups via social media, emails, and in person
- Mid-cycle and final reports by grantees, including the measurement of outcomes per IMLS guidelines
- Feedback collected at periodic meetings of various groups in the Maryland library community, including grant recipients, special, public, and academic librarians, affiliates of library systems, and others
- Five-year evaluation as directed by legislation. 20 U.S.C. § 9134(c).

MSLA will continue training local libraries on outcome-based evaluation and other evaluation methods. It will also provide technical assistance in developing evaluation plans for local projects and require grantees to evaluate their projects as part of the grant process.

MSLA will report annually on its projects to the larger Maryland library community at the annual Maryland Library Association Conference in May. MSLA will report on progress towards the goals in this plan and solicit feedback.

The information above will be used to evaluate the plan. An outside consultant may be hired to further assess progress and to write the formal evaluation report.

## **STAKEHOLDER INVOLVEMENT:**

Maryland's LSTA program encompasses many statewide programs and a considerable number of local projects. Grant applications can and do include partnerships with all types of libraries. Also, this plan recognizes that all libraries have some common areas of interest, e.g., staff training, electronic resources, e-books, and mobile devices.

The stakeholders identified in this 2023-2027 plan include local and regional public library systems; academic, school, and special libraries; and also various library leadership groups such as Congress of Academic Library Directors (CALD); Maryland Association of Public Library Administrators (MAPLA); Maryland School Library Media Advisory Committee (SLMAC); and coordinator groups in areas such as statewide projects, library statistics, technology, staff development, and outreach and marketing. Other stakeholders are state and national library organizations and the University of Maryland, College of Information Studies (iSchool).

To ensure that the Maryland State Plan reflects the needs of all types of libraries and library users, and that all stakeholders are involved, are monitored, and receive communications, these procedures will be initiated or continued from earlier years:

- Formal and informal meetings, focus groups, and interviews will be held to determine the needs of the different types of libraries and the activities that they would like to see the Maryland State Library undertake.
- Unsolicited feedback via email, phone, social media, and in-person will be considered in prioritizing MSLA activities.
- MSLA will continue to consider the recommendations of the QualityMetrics independent five-year evaluation of the 2018-2022 Maryland State Plan (described in the Needs Assessment section) to plan aggressively and develop even greater strategic opportunities in the future.
- The State Librarian will make regular reports on the plan's progress at the meetings of the following organizations and solicit feedback:
  - Maryland State Library Board
  - Congress of Academic Library Directors (CALD)
  - Maryland Association of Public Library Administrators (MAPLA)
  - Maryland Library Association (MLA).
- Feedback will be solicited from attendees at all the presentations referenced under the next section, Communication and Public Availability.

All feedback from stakeholders will be used to guide the annual work plans for the Maryland State Library Agency.

## **COMMUNICATION AND PUBLIC AVAILABILITY**

The Maryland State Plan will be disseminated to public library administrators, school library media supervisors, and all academic and special library directors in Maryland. The plan will also be posted on the Agency Website ([www.marylandlibraries.org](http://www.marylandlibraries.org)), the Maryland Association of Public Library Administrators (MAPLA) Web site (<http://www.maplaonline.org>) and the Maryland Library Association site ([www.mdlib.org](http://www.mdlib.org)). All constituent groups will be notified when it is posted.

The developments of the Maryland State Plan will be reported as follows:

1. Reports on the annual program will be filed with IMLS and announced to constituent groups.
2. Reports will be made at the quarterly meetings of MAPLA and to other library organizations upon request.
3. A report on the Plan's progress will be made at the Maryland Library Association (MLA) annual conference.
4. Presentations will be made to the Maryland State Library Board at its regularly scheduled meetings
5. A presentation will be made each year at the annual business meeting of the Citizens for Maryland Libraries.
6. Reports will be made to the Library for the Blind and Print Disabled Advisory Council at their quarterly meetings.
7. Updates about relevant parts of the plan will be shared with library staff communities of practice groups once a year.
8. An annual written report will be created and disseminated each year.

## **MONITORING:**

A MSLA staff specialist is assigned to monitor each program. MSLA staff specialists are also assigned as grant monitors to projects that fall under these programs but are implemented by individual libraries. Annual reports on the progress of the Plan will be made available to the public. In addition, the Maryland State Plan for LSTA itself will be monitored continuously within MSLA and reviewed each year at MSLA's annual retreat. At that time, any significant modifications to the Plan will be formulated and filed with IMLS by the deadline set forth in the Library Services and Technology Act.

## **ASSURANCES:**

The following required certifications and assurances have been submitted:

- Program Assurances for 2023 Grant Award (includes compliance with Internet Safety; Trafficking in Persons; Nondiscrimination; Debarment and Suspension; Drug-Free Workplace; Federal Debt Status; and Lobbying requirements),
- Assurances of Non-Construction Programs,
- State Legal Officer's Certification of Authorized Certifying Official,
- Internet Safety Certification for Applicant Public Libraries, Public Elementary and Secondary School Libraries, and Consortia with Public and/or Public School Libraries.

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND; et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

C.A. No.:

**DECLARATION OF OMAR MUHAMMAD**

Pursuant to 28 U.S.C. § 1746, I, Omar Muhammad, hereby declare as follows:

1. I am a resident of the State of Maryland. I am over the age of 18 and have personal knowledge of all the facts stated herein, except to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am currently employed by Morgan State University as Director of the Entrepreneurial Development and Assistance Center (EDAC).

3. For over 20 years, EDAC has been dedicated to the development and growth of minority business enterprises (MBEs), providing a comprehensive range of entrepreneurial support services. EDAC has successfully worked with businesses across various industries, including retail, construction, technology, professional services, food services, and manufacturing. Through such initiatives as the Baltimore Metropolitan Women's Business Center, EDAC helps minority- and women-owned businesses access funding, procurement opportunities, and business training. The center also provides one-on-one business coaching, financial literacy education, and

networking opportunities, enabling entrepreneurs to navigate the challenges of starting and scaling their businesses. Additionally, EDAC hosts numerous business development programs, including pitch competitions, procurement workshops, and accelerator programs, thereby ensuring that minority entrepreneurs gain access to capital, mentorship, and market expansion strategies.

4. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the MBDA, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

5. The MBDA is the primary federal agency tasked to assist MBEs in overcoming the history of social and economic disadvantage that has limited their participation in America’s economy.

6. For each of the past four years, EDAC has received a \$300,000 annual grant from the MBDA to support entrepreneurship education for formerly incarcerated individuals through the RIDE (Returning Citizens Inspired to Develop Entrepreneurial Ventures) program. These funds have been instrumental in providing comprehensive entrepreneurship training, one-on-one business guidance, and access to a content library for continued learning. The grant also has enabled EDAC to host an event that highlights the successes and challenges of program participants, showcasing their progress and the impact of entrepreneurship in their reintegration journey.

7. EDAC’s budget for this year has relied on this funding, and we made plans, allocated funding, and offset other funding for the RIDE Program based on the anticipated receipt of the promised funding.

8. EDAC continues to seek funding opportunities from the MBDA, particularly in areas such as education for formerly incarcerated individuals, women entrepreneurship, and the Parren J. Mitchell Entrepreneurship Program. These funding opportunities are crucial for expanding EDAC's efforts to provide tailored entrepreneurship education, one-on-one business guidance, and support for marginalized communities. By securing these funds, EDAC aims to enhance its capacity to deliver impactful programs that empower individuals to start, grow, and sustain their businesses. Continued investment in these areas will help foster economic development, create jobs, and support the long-term success of MBEs in Maryland.

9. Although EDAC has a strong history of adequate performance relating to grant funding—with grants having been renewed after feedback that highlighted EDAC's commitment to delivering impactful services and achieving measurable outcomes—EDAC recently has experienced unprecedented challenges in receiving MBDA funds. I believe these challenges may be related to the disruption at the agency caused by the executive order and its implementation.

10. On March 29, 2025, I received a summary email from Denise Bowers, Assistant Director, Restricted Funds Accounting, that expressed confusion regarding the RIDE program's end date in their system. Ex. A. Although the original end date was December 31, 2024, we have an approved no-cost extension (NCE) through August 31, 2025. The email also acknowledged that Morgan State University is still owed approximately \$109,000 under a 2023 grant award for the same program. Ailing Zhang, Morgan State's Senior Grants Manager, requested that the grant be reopened as soon as possible so the university could once again submit the \$109,000 drawdown.

11. On information and belief, all but three of the MBDA's employees have been placed on administrative leave as part of the implementation of the executive order. I do not



believe that the MBDA can manage its existing grant portfolio (including EDAC's grant), issue new funds, or oversee MBDA Business Centers as the law requires with only three employees.

12. The delay in or loss of funding indicated by the March 29, 2025 email will have immediate and detrimental impacts on EDAC's ability to serve minority entrepreneurs, particularly those in vulnerable communities such as formerly incarcerated individuals. Without those funds, essential programs such as entrepreneurship education, one-on-one business guidance, and access to resources like the content library for continued learning will be halted, and the planned events to highlight participants' successes and challenges will be delayed, thus reducing opportunities for networking, visibility, and support. This disruption will ultimately hinder economic growth, job creation, and the empowerment of MBEs in Maryland.

13. The uncertainty of not getting paid or reimbursed for indirect charges already has created a chilling effect on service provision by EDAC. Without timely reimbursement, administrative and operational costs, including rent, utilities, and technology support, may become unsustainable, further disrupting service delivery. This financial instability can erode confidence among program participants and partners, limiting EDAC's ability to fulfill its mission of fostering economic development and entrepreneurship within underserved communities.

14. If the MBDA ceases to function in a meaningful way, as the executive order contemplates, that would in my opinion severely impact the growth and sustainability of minority-owned businesses across the country. The MBDA plays a critical role in providing access to capital, technical assistance, procurement opportunities, and tailored training programs, all of which are vital for minority entrepreneurs to compete and thrive. Without the MBDA, many MBEs would face greater challenges in securing funding, gaining market access, and scaling their operations. That, in turn, would likely lead to a decline in economic opportunities for underserved

communities, hindering job creation, wealth-building, and overall economic growth within these populations. The loss of the MBDA's support would disproportionately affect women and minority entrepreneurs, who rely heavily on its resources to navigate the complex landscape of business development.

15. Access to grant funding provides critical support for small businesses, enabling them to scale operations and enhance sustainability. During conferences, participants receive advice on such matters as grant management strategies and business development insights. Networking with other organizations receiving similar funding fosters collaboration, knowledge sharing, and potential partnerships. Additionally, introductions to complementary resources—such as mentorship programs, procurement opportunities, and additional funding sources—help recipients maximize the impact of their initial grant and build long-term success.

16. In my opinion, the MBDA's services are critical for the development of MBEs in Maryland and elsewhere because they provide essential resources that help level the playing field for minority entrepreneurs. Through access to capital, business consulting, procurement opportunities, and specialized training, MBDA equips MBEs with the tools needed to scale and compete in the marketplace. Their expertise in connecting businesses to funding, mentorship, and strategic partnerships fosters sustainable growth and economic empowerment within underserved communities. Without these services, many minority-owned businesses would struggle to navigate the challenges of entrepreneurship and achieve long-term success.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on April 2, 2025, at Baltimore, Maryland.

A handwritten signature in black ink, appearing to read "Omar Muhammad", is positioned above a horizontal line.

---

Omar Muhammad

# EXHIBIT A



Omar Muhammad &lt;omar.muhammad@morgan.edu&gt;

**(1) Re: MBDA**

1 message

**Denise Bowers** <Denise.bowers@morgan.edu>  
To: Omar Muhammad <omar.muhammad@morgan.edu>  
Cc: Denise Bowers <Denise.Bowers@morgan.edu>

Sat, Mar 29, 2025 at 6:09 PM

Hi Omar,

What is going on? I just saw that other email. What happened to your meeting request with Ms. Chambers to discuss the issues?

Once again, this grant went into suspension during the grant transfer process from one agency to another agency back in 2023. We have been trying to get reimbursed for the last drawdown expenses submitted of \$109,055.45. Just a reminder, this grant suspension happened way before the DEI Executive Orders started. Ailing requested a No Cost Extension so they would reopened the grant on ASAP, so the University could once again submit the \$109K drawdown. This has been our battle between the two agencies - NOAA and MBDA.

**This RIDE grant award number is MB22OBD8050282 ( 527773 Index for the original period of 9/01/2022 - 8/31/2023.**

----- Forwarded message -----

From: Maicy Hodge <Maicy.Hodge@morgan.edu>  
Date: Fri, Oct 18, 2024 at 5:41 PM  
Subject: Re: From Denise Bowers - ASAP September 2024 Draw Downs on Oct 18 2024  
To: Denise Bowers <Denise.bowers@morgan.edu>

Hi Denise,

Here is the screenshot for DOC004 showing the account suspended.

**ALC/Region:**  
13060001/04

**Agency Short Name:**  
MBDA-OAM

**Recipient ID:**  
2488184

**Recipient Short Name:**  
MSU

Inquiry Results:

ACCOUNT DETAILS	
Requestor ID :	2488184
Account ID :	MB22OBD8050282
Account Description :	MORGAN STATE UNIVERSITY
1031/LOC Account :	No
Account Type :	Regular Account
Group ID :	
Control Account :	No
Account Status Indicator :	Suspended
Available Balance :	\$118,865.94
Create Date :	09/16/2022
Begin Date :	09/16/2022
Performance Period End Date :	08/31/2023
End Date :	08/31/2023
TAS Distribution Method :	Percentage by Account
Allow Book Entry Adjustment :	Yes
Allow Warehoused Payments :	No
CMIA Indicator :	No

**527737 - 34483 - DOC004 - Banner Grant Budget Codes**

Account	Type	Description	Adjusted Budget	Activity	Commitments	Available Balance
04	E	Travel Pool	4,176.00		1,004.09	1,840.00
08	E	Contractual Services Pool		213,000.00	205,546.60	0.00
09	E	Supplies Pool		275.00	1,731.84	0.00
13	E	Fees/Charges Pool		0.00	1,999.00	0.00
14	E	Indirect Cost Pool	82,608.00		79,905.98	0.00
<b>NET TOTAL</b>			<b>299,989.00</b>	<b>299,180.51</b>	<b>1,840.00</b>	<b>7,962.49</b>

Thanks  
Denise

Denise Bowers  
Assistant Director, Restricted Funds Accounting  
Division of Finance and Administration  
Morgan State University  
443-885-3770 - Direct Line  
443-885-3442 - Main Office  
443-885-8278 - Fax  
[Denise.Bowers@morgan.edu](mailto:Denise.Bowers@morgan.edu)

On Sat, Mar 29, 2025 at 8:52AM Omar Muhammad <[omar.muhammad@morgan.edu](mailto:omar.muhammad@morgan.edu)> wrote:  
Is this for the 2023 or 2024 grant?

Improve & Progress!

[www.edacmorgan.com](http://www.edacmorgan.com)

LinkedIn Page:  
<http://www.linkedin.com/in/omarsmuhammad>

Facebook:  
<https://www.facebook.com/edacpreneurs>

Omar S. Muhammad  
EN-TRE-PRE-NEUR & Director  
Morgan State University  
Entrepreneurial Development & Assistance Center (EDAC)  
Office of the Provost  
Business Center  
[1700 E. Cold Spring Lane, Suite 302](#)

Baltimore, MD 21251  
443-885-3663  
[www.edacmorgan.com](http://www.edacmorgan.com)  
[omar@edacmorgan.com](mailto:omar@edacmorgan.com)

On Fri, Mar 28, 2025 at 1:41 PM Denise Bowers <[Denise.bowers@morgan.edu](mailto:Denise.bowers@morgan.edu)> wrote:

Hi Omar,

Thanks for the reminder.

Yes, Maicy confirmed this grant MB22OBD8050282 (DOC004 Banner grant code) is still suspended on ASAP and not available for the final drawdown of \$109,055.45. She said as a reminder, the grant was already suspended before the new White House Administration took office.

Let me know if you need anything else.

Thanks,  
Denise

Denise Bowers  
Assistant Director, Restricted Funds Accounting  
Division of Finance and Administration  
Morgan State University  
443-885-3770 - Direct Line  
443-885-3442 - Main Office  
443-885-8278 - Fax  
[Denise.Bowers@morgan.edu](mailto:Denise.Bowers@morgan.edu)

On Fri, Mar 28, 2025 at 11:22AM Omar Muhammad <[omar.muhammad@morgan.edu](mailto:omar.muhammad@morgan.edu)> wrote:

Great day Denise! Following up on the request to see if any additional funds are owed to Morgan from MBDA. I need to let the General Counsel office know by the end of today. Thanks.

Improve & Progress!

[www.edacmorgan.com](http://www.edacmorgan.com)

LinkedIn Page:  
<http://www.linkedin.com/in/omarsmuhammad>

Facebook:  
<https://www.facebook.com/edacpreneurs>

Omar S. Muhammad  
EN-TRE-PRE-NEUR & Director  
Morgan State University  
Entrepreneurial Development & Assistance Center (EDAC)  
Office of the Provost  
Business Center  
[1700 E. Cold Spring Lane, Suite 302](#)



**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND; et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

C.A. No.:

**DECLARATION OF DR GREGORY F. BALL**

Pursuant to 28 U.S.C. § 1746, I, Dr. Gregory Ball, hereby declare as follows:

1. I am the Vice President for Research at the University of Maryland, College Park (“UMCP”), a constituent institution of the University System of Maryland (“USM”), the State of Maryland’s public system of higher education. This is a position I have held since 2020. Prior to holding this position, I was Dean of the College of Behavioral and Social Sciences at UMCP, a position I held for 8 years.

2. UMCP is the State of Maryland’s flagship research university and is ranked by *Forbes* as #12 in the United States among public universities. UMCP enrolls over 40,000 students across twelve schools and colleges and an interdisciplinary Graduate School and offers over 300 degree programs. UMCP is a global leader in numerous areas of study, including mathematics, computer science, health, data science, climate science, and more. UMCP, along with its sister institution the University of Maryland, Baltimore (“UMB”), engages in cross-cutting research that highlights the intersection of engineering, computer science, AI, and medicine. UMCP faculty and

students are involved in a broad range of scientific endeavors and research centers whose focus spans from the cellular to the societal. Libraries are frontline and trusted resources in times of change such as the COVID-19 pandemic and record-breaking migration. UMCP has become a leader in providing critical training for libraries that are responding to various nationwide challenges.

3. In my position, I am responsible for a joint research enterprise that ranks among the top public institutions in research expenditures and which garners \$1.2 billion in research awards annually.

4. I have personal knowledge of all the facts stated herein or have knowledge of the matters based on my review of information and records gathered by my staff including campus research administrators, deans, and numerous faculty members who serve as Principal Investigators (PIs) on various IMLS awards.

5. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Institute of Museum and Library Services (“IMLS”), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. Given my experience, I believe that Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs on which UMCP relies and on which it expects to rely in the future, causing significant harm to the State of Maryland and UMCP.

7. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. The State of Maryland received \$3,332,465.00 which represents the 66-

percent Federal share of the activities in the approved Five-Year Plan under the Library Services and Technology Act, 20 U.S.C. § 9134.<sup>1</sup>

8. UMCP uses its portion of these federal funds to support many of its programs, as evidenced below. Losing these funds would greatly impact the various colleges, researchers, faculty, staff, and students as demonstrated by the individual impact statements from various UMCP stakeholders below.

The Institute of Museum and Library Services' Impact on UMCP's College of Information

9. With groundbreaking research and innovative academic programs, UMCP's College of Information strengthens information institutions, fosters responsible information use, increases information reliability, and ensures equitable access to information. The College of Information—in particular, its highly-ranked Library and Information Science Program—relies on IMLS funding to harness data and technology for social, economic, and environmental good.

10. In the current fiscal year, the College of Information has \$2,225,641.09 in active IMLS awards. Of this total, \$1,387,785.62 has been expensed as of December 31, 2024, yielding an approximate balance of \$837,855.47. Additionally, the college has \$298,789.07 in new proposals currently under review at IMLS. The latter two figures are in jeopardy with any stop-work order (none has been received to date).

11. The College of Information uses these federal funds to support many of its programs, including conducting cutting-edge information science research, presenting that research at scholarly venues, creating new software tools and techniques, developing curricula, running community workshops, orchestrating national webinars, and publishing free-to-access

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here:  
<https://www.imls.gov/sites/default/files/2024-04/imslstastateallotmenttablefy2024.pdf>.

guides for the general public. IMLS funds currently support faculty summer salaries and enable the employment of 15 graduate student research assistants for an average of 2.1 years (with a range of 1 to 4 years), 2 IMLS doctoral fellows (2 years each), and 3 graduate and 2 undergraduate hourly research assistants for 1 to 4 years.

12. The College of Information's budget for this year is dependent on receiving the full amount of these awards and the College has made plans and allocated funding for staffing based on the anticipated receipt of Federal funding promised. This includes cost-sharing commitments by the College on most of the funded projects.

13. Any pause in the College's federal funding would stall the progress of the research and curriculum development, jeopardize critical partnerships, cancel key public educational events, and bring employment uncertainty to all non-faculty working on the projects, as the College has no means of covering for any lost funds.

14. Most of these funded projects involve extensive networks of partners and collaborators across the region, the State of Maryland, the nation, and abroad. After direct funding of personnel employed on the projects, compensating partners is the second highest expense. Most provide services with the expectation of being reimbursed by UMCP, which in turn expects reimbursement by IMLS. For many non-profit partners, these financial outlays can be significant, but they are willing to take the risk given the stability of their relationship with UMCP and IMLS. Breaching this trust through non-payment could set these key relationships back years and cause irreparable harm.

15. If the College of Information does not receive such disbursements/reimbursements, it will not be able to cover any expenses listed in the grant budget that occur after the date of the

“stop work” orders. This includes salaries, honorariums, supplies and expenses related to the College’s various projects.

The Institute of Museum and Library Services’ Impact on the David C. Driskell Center

16. The David C. Driskell Center located on UMCP’s campus is a creative incubator dedicated to a world where Black artists exist at its center. Through programs, exhibitions, and scholarship, the Driskell Center actively engages with the richness and diversity of Black artistic expressions and promotes a more inclusive and equitable artistic landscape.

17. In July 2024, the Driskell Center received an IMLS grant entitled *From Canvas to Community: Unlocking the African American Art Archive* (the “Canvas to Community Grant”), in the amount of \$289,223.00. The PI of this Grant is responsible for overseeing the implementation of the archival development project, including the planning, staffing, infrastructure enhancement, and community outreach necessary to ensure broad public access to these materials.

18. The Canvas to Community Grant allows the Driskell Center to begin processing, preserving, and making publicly available archival materials from its collections that document critical chapters in American cultural history.

19. The Driskell Center also uses the Canvas to Community Grant to pay the salaries of two employees and two students.

20. The Driskell Center plans to seek continued funding from IMLS to support the expansion and long-term sustainability of its archival program. Building on the momentum of the current project, the Driskell Center anticipates future applications that will support digitization, community-access initiatives, preservation of audiovisual materials, and professional development for staff and student workers. These efforts are central to our mission of making American cultural materials accessible to the public and to researchers. IMLS funding is critical to advancing this

work and to ensuring that these historically significant materials are preserved and made available to future generations.

21. Any pause in our federal funding would significantly delay the processing and accessibility of archival collections, halt planned hires of essential staff, and limit public and scholarly engagement with materials that document histories in American art.

22. The uncertainty around potential reimbursement has already introduced hesitation in advancing key aspects of the project, including the onboarding of temporary staff, contracting vendors for digitization services, and initiating public programming. This chilling effect disrupts momentum, limits the Driskell Center's ability to commit to timelines, and compromises our ability to deliver the archival access and educational services promised in the original grant proposal.

23. The Driskell Center has a strong track record of timely reporting and compliance with federal grant requirements and has received consistent positive feedback from IMLS regarding its administration and performance. The uncertainty introduced by this Executive Order threatens to chill planning for future initiatives, limit innovation, and discourage collaboration with public-serving institutions.

24. The Grant funds have been disbursed but have not yet been completely exhausted, as they are being drawn down incrementally in accordance with the project timeline and approved budget.

25. The Driskell Center has committed its own institutional funding as a 30% cost share to support this work. If the federal portion of the award is not reimbursed or fully utilized, the Center will face serious financial strain, potentially forcing it to scale back or suspend key components of the project, including staffing, digitization, and public access efforts that are critical to its success.

The Institute of Museum and Library Services' Impact on the CDAAA Project.

26. In September 2022, UMCP was awarded a Laura Bush 21st Century Librarian Early Career three-year research grant from the IMLS entitled *Crowdsourced Data: Accuracy, Accessibility, Authority* (CDAAA Grant). This Grant was awarded in the amount of \$458,151.00 with a period of performance through August 2025.

27. The PI for the CDAAA Grant at the College of Information is responsible for executing the planned research activities, which include recruiting and interviewing members of the Library, Archive, and Museum (LAM) community who conducted crowdsourced text transcription projects between 2017 and 2024, as well as blind and low-vision members of the public who tested the usability and accessibility of resulting transcriptions. LAM Partners took part in semi-structured interviews and technical demonstrations of their content management systems, while blind and low vision users took part in a structured usability and accessibility test codesigned by the PI and her doctoral student, an assistant research scientist. The PI is ultimately responsible for meeting the grant objectives and has communicated progress in annually scheduled reports to the IMLS through the .eGOV system.

28. The CDAAA Grant, under the direction of the PI, employs a doctoral candidate for 20 hours per week, 12 months per year, along with fringe benefits and tuition, and in year two of the grant employed an assistant research scientist for 15% of their time. The Grant has provided course releases and summer salary for the PI, as well as funds to cover the cost of conference participation and publication in open access journals where the research can reach the largest audience at no direct cost.

29. Any pause in federal funding would harm the work of the PI's doctoral student, who is undertaking time-sensitive research and analysis of the CDAAA data collection as planned



in the original grant application. The student is in the final year of their dissertation research and needs to spend the maximum number of hours writing and analyzing the data for their work. A loss of funding would require the student to undertake 20 hours of teaching work as part of their contract at the University of Maryland and could derail their degree progress and professional development. Furthermore, a loss of funding would impede the PI and her team as they attempt to disseminate findings—including best practices for making transcriptions accessible for people with print disabilities—to LAMs in a timely manner.

30. Already, the PI and her team cancelled one public talk about their research outcomes following the President’s signing of Executive Order 14,151 that targeted “DEI, DEIA, or ‘environmental justice’ programs.” By threatening to derail federal support from the IMLS, the current executive order only compounds those chilling effects and sows confusion and reticence across the cultural heritage and academic research sectors.

The Institute of Museum and Library Services’ Impact on the Hatchlings Project

31. In August 2024, UMCP was awarded a \$249,999 IMLS grant for a project entitled *The Hatchlings Project: Community-Library Partnerships to Reduce Childhood Literacy Inequities* (the “Hatchlings Grant”). The Hatchlings Grant supports efforts to empower underserved new parents to engage their babies in early language and literacy building activities both in and out of the library. The ultimate goal is to create a sustainable asset-based program for improving children’s literacy and academic outcomes, starting from birth. This project fulfills IMLS’s goal to champion lifelong learning by advancing shared knowledge and learning opportunities for all, and meets a national, persistent need to improve children’s literacy development. It additionally contributes to building the workforce and institutional capacity for managing the national information structure and serving the information and education needs of

the public. All products and deliverables of the project will be made freely and openly available to the public and libraries across the United States.

32. UMCP uses the Hatchlings Grant to pay the full salary of a graduate student researcher for two years and to provide partial salary support for five more employees (four research faculty and one consultant, the program developer). The funded 3-phase project critically depends on the Hatchlings Grant and could not continue without the committed funds.

33. Any pause in federal funding would require the research project to close immediately. This would bar libraries and the public from accessing the curriculum being developed. The graduate student researcher would have to be laid off, since there are no other funds to support her. The research faculty would lose part of their salaries. Finally, it would waste the funds already spent, since no project results or deliverables will be able to be produced.

34. The PI for this Grant has received more than \$2 million in federal funding over her career, primarily from the National Institutes of Health and, more recently, the IMLS. She has a perfect record of submitting comprehensive and timely project reports. Her work has resulted in nearly one hundred publications and presentations to disseminate findings and ultimately has improved the lives of thousands of children and families. The Hatchlings Grant discussed here received a perfect score from external reviewers, indicating that it was of the highest priority. The PI will submit the first interim project report in August 2025, where she will describe the project's successes so far.

35. In the next 2.5 years, UMCP is scheduled to receive disbursements/reimbursements of all \$249,999 under this Federal awards. At present, the full award amount has been disbursed but less than \$50,000 is spent down, as it is intended to be spent across all 3 years.

The Institute of Museum and Library Services' Impact on the LINA Project

36. In August 2022, UMCP was awarded a \$390,308 IMLS grant for a project titled “Libraries, Integration, and New Americans” (the “LINA Grant”). The primary purpose of the LINA Grant is to co-create professional development training alongside librarians to strengthen library service to immigrant and refugee communities. This three-year early career grant project aims to use evidence-based insight on immigrant acculturation to assist libraries in responding to a changing immigration landscape.

37. This Grant supports librarian professional development and further community partnerships, with the deliverables including a free, self-paced mini-course for library staff, a curriculum on Immigration & Information; and a workbook for immigrant groups. The purpose is to advance library information science knowledge of immigrant wellbeing and increase capacity for libraries to serve as trusted spaces.

38. The LINA Grant also pays the salaries of two researchers.

39. The LINA Grant aligns with the Institute of Museum and Library Services’ mission of understanding on a national level the conditions under which libraries improve the quality of life of communities across the United States. This project fulfills IMLS’s charge to explore not just the material standard of living but cultural plurality, civic engagement, and social connections.

40. A pause in this Grant would cause disruption in the dissemination of vital community services and partnerships. This project team has connected with over 300 library workers across the United States. Currently, 135 library workers are matriculating through the Improving Library Partnerships with Immigrants course offered by UMCP, which has become a leader in furthering immigrant information access.

41. Dismantling IMLS and ending the LINA Grant would effectively destabilize library outreach in many realms. As it relates to immigrant services, libraries of all kinds—particularly school, public, and academic libraries—assist with preventing information fraud, improving

digital skills, furthering workforce readiness, providing families with educational and recreational pursuits, and offering access to e-government services such as immigration and naturalization procedures. The work supported by the LINA Grant reflects more than one hundred years of library outreach to immigrants, and many of the staple services that libraries are recognized for today—for example, children’s storytime, language learning, and job preparation—emanate directly from longstanding library programs with and for immigrants.

42. This project was scheduled to receive several thousands of dollars in reimbursements for expenses incurred administering this award and conducting this critical research. If we do not receive such disbursements/reimbursements, the UMCP will be unable to compensate staff, vendors, and community members and provide vital training in a time of unprecedented immigration policy changes impacting rapid library response.

43. Any resulting delay from the dismantling of IMLS would hinder the work supported by the LINA Grant in a time in which libraries are relying on and immigrant communities are benefiting from evidence-based, research-driven training and professional development.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on April 2, 2025, in College Park, Maryland.

A handwritten signature in blue ink, reading "Gregory F. Ball", is written above a horizontal line.

Dr. Gregory F. Ball

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*

**DECLARATION OF BERNARD FISHMAN**

Pursuant to 28 U.S.C. § 1746, I, Bernard Fishman, hereby declare as follows:

1. I am a resident of Maine. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. In 2012 I was appointed as the Museum Director of the Maine State Museum.

3. The Maine State Museum is responsible for developing and maintaining substantial collections of original material related to the history, archaeology, and biology of the state of Maine and related areas, and uses these collections, and certain borrowed collections, to develop public exhibits, educational presentations, publications, and research presenting or interpreting these aspects of Maine's historical and environmental heritage to the public.

4. As Museum Director, I am ultimately responsible for directing and approving the fund-raising efforts of the Maine State Museum, which include the writing of grant applications, sharing in the writing of such applications, editing or revising grant applications, and approving

the development and submission of grant applications to relevant entities, including departments or agencies of the federal government which offer grant programs.

5. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Institute of Museum and Library Services (“IMLS”), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. It is my understanding that in response to Executive Order 14,238, the Maine State Museum may lose access to a grant award (MA253190-OMS-23) from the IMLS, which is vital to the installation of the ‘Meet Maine Here’ exhibit intended to be a central component of the displays which the museum will shortly install in the ‘Cultural Building,’ a major facility in Maine’s state capital of Augusta. In addition to bearing a substantial part of the cost of building and installing this exhibit, the awarded IMLS funding, if withdrawn, will eliminate the hiring of an exhibit preparator and of a firm intended to analyze public reaction to the installed exhibit.

7. Given my experience, I believe that Executive Order 14,238, and the actions taken to reduce the agency, will gut IMLS and cause it to be unable to administer financial awards and/or programs on which Maine relies and on which it expects to rely in the future, causing significant harm to the Maine State Museum and other state agencies.

#### The Museum and Library Services Act

8. In 1996, Congress enacted the Museum and Library Services Act, 20 U.S.C. § 9101 *et seq.*, which is a federal funding statute that provides funding to help support museums across the United States. IMLS, which administers the Museum and Library Services Act, is authorized

to provide federal funding to museums in the form of grants, cooperative agreements, and other forms of assistance. 20 U.S.C. § 9173(a). IMLS is also authorized to provide federal funding to state governments to administer to museums. *Id.*

9. A “museum” is a “public, tribal, or private nonprofit agency or institution organized on a permanent basis for essentially educational, cultural heritage, or aesthetic purposes, that utilizes a professional staff, own or utilizes tangible objects, cares for tangible objects, and exhibits the tangible objects to the public on a regular basis.” 20 U.S.C. § 9172(1).

10. Section 9173(a) provides that IMLS may enter into agreements to pay the federal share of the cost of:

(1) supporting museums in providing learning and access to collections, information, and educational resources in a variety of formats (including exhibitions, programs, publications, and websites) for individuals of all ages;

(2) supporting museums in providing learning partnerships with the Nation’s schools, including tribal schools, and developing museum resources, capabilities, and programs in support of State and local efforts to offer a well-rounded educational experience to all students; and

(3) supporting the conservation and preservation of museum collections, including efforts to: provide optimal conditions for storage, exhibition, and use; prepare for and respond to disasters and emergency situations; establish endowments for conservation; curate, stabilize, and organize object-related information; and train museum staff in collections care.

11. In the past, the Maine State Museum has received the following sources of funding from IMLS:

a. The Maine State Museum received \$ 85,397 through a 2016 IMLS grant.

b. The Maine State Museum received \$ 39,485 through a 2009 IMLS grant.

12. These funds have been used for essential collection-related surveys and planning, often in conjunction with other collecting institutions, collections assessments and object



conservation, and exhibit research, planning and implementation. These grants have enabled the hiring of project-related employees, consultants, and the purchase of construction materials. Each of these grants has been an essential part of the museum's work of preserving and making accessible the material and environmental heritage of Maine.

13. The Maine State Museum has relied on a grant of \$244,375 this year for the construction and installation of the 'Meet Maine Here' exhibit and the hiring of an exhibit preparator and an audience consultant service, based on the anticipated receipt of promised federal funding.

14. The Maine State Museum would expect to seek from the IMLS future funding for certain future exhibits and the future assessment and care of important historical and biological collections, including the purchase of needed preservation-related equipment or services.

15. Any pause in our federal funding would cast into doubt the Maine State Museum's ability to complete its exhibit installation as planned and would undoubtedly add damaging delays to the re-opening schedule of the museum. The museum's exhibits have been closed for four years as a result of the renovation of its main building, and official and public expectation is high that the museum can re-open in 2026; but the loss of IMLS funding would certainly delay and compromise this schedule.

16. Loss of IMLS funding would result in the Maine State Museum being unable to purchase the supplies and construction services necessary for the installation of this essential exhibit and would interrupt all the museum's re-opening plans. The potential loss of this funding has already affected staff morale negatively, resulting in an unusually high number of staff visits to the museum director, seeking reassurance and support.

17. The Maine State Museum has in living memory properly discharged the grants it has received from all sources, including federal ones. The museum, for instance, received a matching-funds grant from the National Endowment for the Humanities, for \$95,000, in connection with the raising of money for a new Education Center for students and families to be built within the re-opened museum. COVID required an extension of the period needed to achieve the full satisfaction of the grant terms, but they were met and the museum received the needed funds.

18. In the next 16 months the Maine State Museum is scheduled to receive disbursements/reimbursements of \$244,375 under our current Federal awards. These funds have been awarded by the IMLS for the 'Meet Maine Here' exhibit mentioned above. Because the museum has not yet moved into the renovated Cultural Building (that move is anticipated to occur during April-June of 2025), the museum has not yet been able to begin construction of the exhibit and seek reimbursement for funds spent from the award.

19. If we do not receive such disbursements/reimbursements, it will result in a damaging inability to complete the exhibit as planned and also a delay in the museum's re-opening.

20. The elimination or delay in this funding will adversely affect informal education in Maine, especially among the 15,000 students that typically visit the museum each year. Many of these students are from rural areas and receive during their schooling no other exposure to major history/natural history museums and their exhibits beyond what they experience at the Maine State Museum. As mentioned above, the loss of this grant will wreak a severe setback to the museum's ability to install this major exhibit and to the museum's ability to open to the public as scheduled. The loss of this funding will damage the museum's credibility with the people and government of

Maine, and will diminish support for the exhibit and demoralize the museum's staff. If the museum loses this funding, it will be the museum's greatest reverse in over 40 years.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on March 25, 2025, at Augusta, Maine.

/s/ Bernard Fishman  
Museum Director, Maine State Museum

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

C.A. No.:

**DECLARATION OF LORI FISHER**

Pursuant to 28 U.S.C. § 1746, I, Lori Fisher, hereby declare as follows:

1. I am a resident of Maine. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. In 2022, I was appointed as the Maine State Librarian for the Maine State Library (MSL).

3. The MSL is responsible for helping people, making Maine libraries stronger, and transforming information into knowledge.

4. As Maine State Librarian, I am responsible for “the proper management of the library and the safety of its contents” (Title 27, Chapter 1, Subchapter 1 of the Maine Revised Statutes) which includes overseeing all funds that come to MSL, including state, federal, and private grant funds. As Assistant Director at the New Hampshire State Library I was responsible for managing the state’s federal funding from the IMLS Grant to States program (\$1.3 million) and am well versed in the process, including required reporting to assure funds are spent in

accordance with program requirements. In Maine I work closely with the state accounting department, which is responsible for making timely drawdowns, interim reporting, and submitting the final financials that are part of our required program report to IMLS at the end of each grant period.

5. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Institute of Museum and Library Services, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. Given my experience, I believe that Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs on which MSL relies and on which it expects to rely in the future, causing significant harm to Maine and MSL.

#### The Museum Library Services Act

7. In 1996, Congress established the Institute of Museum and Library Services (IMLS) by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act, which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

8. IMLS, which administers the Library Services and Technology Act, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State with

the extension and development of public library services throughout the State.” *Id.* § 9122(4). MSL is a State library administrative agency.

9. In order to receive funds under the Library Services and Technology Act, each State library administrative agency must submit to IMLS its five-year state plan, which describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of Maine’s 5-Year Plan is attached.

10. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b) and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

11. Section 9141 provides that:

Of the funds provided to a State library administrative agency under [20 U.S.C. § 9123] section such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals’ needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3) (A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

#### The Institute of Museum and Library Services' Impact in Maine

12. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. Maine received \$1,526,754.00, which represents the Federal share of the activities in the approved plan, totaling 66 percent.<sup>1</sup>

13. MSL uses these federal funds to support many of its programs, including: 1) outreach programs which include Books by Mail for residents in un-served and underserved areas

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here:  
<https://www.imls.gov/sites/default/files/2024-04/imlslstastateallotmenttablefy2024.pdf>.



or who are homebound and Talking Books PLUS for eligible residents who are blind, visually impaired, print disabled, or who have a reading disability, 2) public programs including circulation of our lending library collection and reference services to our 18,000 card holders and over 10,000 annual visitors and programming in partnership with other cultural institutions, 3) services required by Maine State statute to serve libraries in counties in central and western Maine, some of the least resourced in the state, 4) consulting services which include one-on-one consultations, regional outreach services, statewide professional development, and strategic partnerships with state and regional organizations, 5) membership to the Maine Association of Nonprofits for Maine's nonprofit libraries, which account for just over half of all public libraries in the state, 6) resource sharing through Maine InfoNet which is managed through a cooperative agreement with the University of Maine and oversees the state's online catalog available to all libraries in the state and the catalogs for 167 individual public, school, and academic libraries, 7) interlibrary loan which enables even the most rural residents in the state access to over 10 million items, and 8) digital content, including the popular Ancestry Library Edition for genealogical research, accessed by Mainers 93,650 times in the first six months of FY25.

14. Maine also uses these federal funds to pay the salaries of thirteen employees.

15. In addition to administering federal funding to States, IMLS also provides the following programs and services: data sets from the annual Public Library Survey, biennial reports on State Library Administrative Agencies, the Library Search and Compare data tool, research reports analyzing data the Agency receives through its grant programs, and reports on best practice and emerging trends related to library services and programming.

16. MSL's budget for this year has relied on receiving the same amount of Grants-to-States funding that we received for federal FY24: \$1,526,754.00. We made plans and allocated

funding for staffing and various programmatic and service initiatives, such as meeting our cooperative agreement deliverables with the University of Maine to fund half of the Maine InfoNet Executive Director's salary; continuing to fund the Niche Academy platform for library staff professional development; statewide public library access to the Ancestry database; offering services through the National Library Service for the Talking Books Plus program for the blind and visually handicapped; and offering the Books by Mail service to the homebound and Maine residents who do not have access to a local public library.

17. The Grants to States program accounts for approximately one third of our annual budget each year. As already mentioned, without reliable, full funding from IMLS, MSL is in danger of losing our thirteen federally funded staff and would suffer a significant reduction and/or complete elimination of services we provide to the public and libraries across the state.

18. Any pause in our federal funding would immediately impact our ability to pay the salaries of the thirteen staff funded through our LSTA funding. We anticipate that with our current FY25 LSTA advance, these staff will be paid through 4/25/2025. Because our first concern is retaining our highly specialized staff, we have already put a freeze on programmatic expenses. These include travel for site visits and other in-person consultations with libraries, purchases for workshops and trainings for library staff, and all purchases that support our public programs that are supported with LSTA funding. To minimize the impact of this freeze we have shifted expenses for purchasing that would normally have come out of LSTA funding to state funding but are limiting expenses to those already committed to and/or those that are essential in running the agency.

19. The threat of not receiving our FY24 funding has had an immediate chilling effect on staff and their ability to carry out daily operations. For example, the staff in the Library

Development department planned to conduct regional site visits with up to one-third of the public libraries in calendar year 2025. Such visits build trust between our staff and local libraries, which we have found is an essential component in mitigating issues that lead to turnover among library directors (between 2019 and 2025 there have been 237 changes in directors. There are 257 public libraries in Maine). Library Development staff also serve as liaisons to one or more of nine library regions. Priority this year was to conduct in-region meetings and continuing education activities. Staff are leery about scheduling these at this time given the uncertainty of the status of our LSTA funding. All of these services require advance scheduling, and it is likely that we will not be able to follow through with these services.

20. MSL routinely submits its required reporting in a timely manner, including regular financial reports. Additionally, MSL is frequently one of the first states to certify and submit its Public Library Survey results. MSL staff respond to requests from IMLS for clarification on the data promptly.

21. In the next four weeks, we are scheduled to receive disbursements of \$196,627.67 under our current Federal awards. On January 16, 2025, MSL received approval from IMLS for an advance on our federal FY25 IMLS LSTA Grants-to-States funding in the amount of \$381,689.00 (25% of the federal FY24 funded we already received). MSL applied for this advance due to the staff salaries that would not be able to be paid until Congress passed the FY25 budget and appropriated monies for the FY25 Grants-to-States program. This funding advance will be spent by 4/25/2025.

22. On 3/24/25, MSL submitted our latest drawdown request from the FY25 LSTA Grants-to-States advance in order to fund payroll that is disbursed on 3/26/2025. If we do not receive such disbursements, it will cause State of Maine HR to begin the layoff process for MSL's

13 federally funded employees, using the state union contracts in place for those employees. As of 4/3/25, Maine State Treasury has not received the monies requested in the 3/24/25 drawdown request, despite the approval of the request shown in the IMLS eGMS Reach portal.

23. MSL submitted a drawdown request on 3/12/2025 for payroll disbursements made on 3/12/2025 for MSL's 13 federally funded employees. The drawdown was approved on 3/12/25 in IMLS eGMS Reach portal. However, the treasury for the State of Maine did not receive the funds until Monday 3/24/25. This was seven days beyond the timeframe when monies are usually received after a drawdown request (5 days maximum). We have not received an explanation of why the funds were delayed for a week beyond the stated timeframe to receive approved drawdown monies.

24. MSL staff use the resources referenced in paragraph 16 to inform our professional development and continuing education programs for library staff as well as our benchmarks and best practice guidance for public libraries across the state. As a state library administrative agency, our ability to track and maintain data over time from the Public Library Survey in the IMLS eGMS Reach portal is most relevant for MSL. The portal also allows us to compare our data to that of other similarly situated states.

25. If MSL cannot provide the Public Library Data Survey annually, this will seriously hamper the ability of MSL to identify trends over time that would allow mitigation of problems before they become untenable, and also would hamper the ability of Maine public libraries to use data to inform their communities and stakeholders about trends that could affect their future funding needs.

26. The impact of a termination or delay of MSL's funding from IMLS would be most keenly and immediately felt by some of our most vulnerable residents. Should MSL's services be

reduced or terminated the individuals who stand to lose are our residents who are blind or visually impaired, our residents in rural and remote corners of the state, our veterans, our jobseekers, our low-income families, our current and future workforce, and our oldest and youngest residents.

27. On March 31, 2025, I received an email from the Institute of Museum and Library Services advising that all of its staff members were going to be placed on administrative leave effective immediately.

28. On March 31, 2025, I also received a statement from AFGE Local 3403 on the status of Museum and Library Services, advising that “[t]he status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.”

29. Because there is no staff to administer the Grants to States program, it is unlikely that Maine will receive the remainder of its 2025 Grants to States Award by 4/22/2025, as communicated by IMLS to me by email on 3/14/2025, which will cause immediate and irreparable harm to Maine.

30. With all IMLS staff placed on administrative leave, there is a huge risk to grantees that their questions about appropriate grant expenses will go unanswered, potentially costing the federal government even more money around the areas of liability and auditing/accountability. It is unclear at this time if DOGE is handling draw down requests in place of IMLS staff, or if current funds available have been frozen. As of 4/3/25, I have not received any communication from IMLS related to our FY25 LSTA fund advance since the IMLS staff were placed on administrative leave.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Augusta, Maine.

/s/ Lori Fisher  
Maine State Librarian

## **Exhibit A**



*Connecting People to Information and Ideas*

July 7, 2022

Mr. James Ritter  
State Librarian  
Maine State Library  
64 State House Station  
Augusta, ME 04333-0064

Dear Mr. Ritter:

IMLS staff have completed the initial review of the Five-Year Evaluations submitted by State Library Administrative Agencies (SLAAs) and have already begun to synthesize the findings. We look forward to disseminating this national analysis, which speaks to your ability to rapidly iterate and continue serving communities during a global pandemic.

The evaluations clearly demonstrate that LSTA funds support projects that align with national priorities and the IMLS focal areas, such as lifelong learning, civic engagement, and economic and employment development. It is very gratifying to see all that the SLAAs have accomplished.

The evaluations also document how federal funds reached groups that are a priority in our legislation, such as individuals with disabilities and the library workforce. In many cases, the evaluations demonstrate the power of partnerships to provide enhanced library and information services. We look forward to seeing how these partnerships grow as you fulfill the goals and objectives outlined in your new Five-Year Plan.

On behalf of IMLS, I want to extend our thanks to you and all your staff for the important work you do in delivering library services to the communities in your state.

Sincerely,

Crosby Kemper  
Director  
Institute of Museum and Library Services



# Library Services and Technology Act (LSTA) 20 U.S.C. 9141

## Maine Five-Year State Plan: 2022-2027

SUBMITTED June 28, 2022

Approved by the Maine Library Commission  
June 27, 2022



## Mission

The Maine State Library helps people, makes Maine libraries stronger and transforms information into knowledge.

The Maine State Library is led by the Maine State Librarian under the guidance of the Maine Library Commission (the Commission). The Commission is a board appointed by the Governor and is broadly representative of the state's library community. The Commission establishes the policies and operations of the State Library, gives advice and makes recommendations on the expenditure of state and federal funds, and establishes guidelines and policies for statewide library programs.

The Maine State Library has three distinct divisions that serve a variety of constituents.

1. Library Development Division

The Library Development Division provides for the development of all types of libraries throughout the state. The division supports both statewide infrastructure and direct support to all libraries. Specific programs include: the Maine Regional Library System (specialist and consulting services, interlibrary loan, continuing education and professional development) and other federal and state programs for all libraries, media services, Maine InfoNet, and online content. The Grants to State Program is managed and implemented through this division. The Library Development Division strives to provide services that: are relevant to the changing library landscape, have measurable outcomes, are scaled to the size and type of library, improve statewide services, and empower Maine library directors and staff.

2. Public and Outreach Services, Research & Innovation Division

The Public and Outreach Services, Research & Innovation Division manages all direct one-to-one services. These include but are not limited to direct free walk-in service, direct library lending and reference services, Books by Mail, and Talking Books Plus (Library for the Blind and Physically Handicapped).

3. Collection Development, Digital Initiatives and Promotion

The Collection Development, Digital Initiatives and Promotion Division is responsible for traditional collection development activities at the Maine State Library including acquiring, cataloging, repairing, and preserving library collections. The unit also leads the Maine State Library's digitization efforts and manages the [Digital Maine Repository](#), the statewide digital repository of collections and serves as Maine's service hub for the [Digital Public Library of America](#) (DPLA).

The many facets of library services that LSTA supports in Maine involves the collaborative work done in partnership with the entire library community and the other organizations that both support and work with our Maine libraries.

The services are comprehensive because LSTA supports both people and infrastructure thus "leveraging funds to accomplish much with little".

## Needs Assessment

The Maine State Library (MSL) used the following data and input for the need assessment for the 2023-2027 Five Year Plan.

- Maine State Library: Library Services and Technology Act (LSTA), Grants to States [Implementation Evaluation, FFY2018 – FFY 2022](#) from QualityMetrics
- [Survey](#) and [evaluation data](#) collected specifically for the Five-Year Plan from librarians statewide
- MSL's own administrative data
- Advisory input from MSL staff, librarians, constituents, and partners working with LSTA supported programs

## Implementation Evaluation, FFY2018 – FFY 2022 from QualityMetrics, LLC

In the recently submitted ***LSTA Grants to States Implementation Evaluation for 2018-2022*** prepared by QualityMetrics, LLC, Table 1 offers a summary of both the Maine State Library's internal assessment and the evaluators' conclusions. <sup>1</sup>

Table 1 - Maine State Library's and Evaluators' Assessment of Achievement		
GOAL	Maine State Library's Internal Assessment	Evaluators' Assessment
GOAL 1: Expand library resource sharing and services for all Maine residents	Achieved	Achieved
GOAL 2: Improve the Maine library workforce via continuing education, professional development and leadership opportunities	Achieved	Achieved
GOAL 3: Provide and improve library services to individuals with disabilities; and to all Maine residents, including children, living in underserved areas and rural areas.	Achieved	Partly Achieved
GOAL 4: Expand and enhance life-long learning opportunities for Maine residents	Partly Achieved	Partly Achieved

<sup>1</sup> Maine State Library: Library Services and Technology Act (LSTA) Grants to states Program Implementation Evaluation Federal Fiscal Year 2018 – Federal Fiscal year 2022. QualityMetrics, LLC., March 10, 2022. P.3, 6-7.

Two comments from the evaluators should be noted:

*“Maine’s LSTA program isn’t flashy nor is it characterized by shiny objects in the form of innovative subgrant activities. Rather, the program allocates most of its funds to solid, fundamental projects that help ensure that all residents of the Pine Tree State have access to quality collections and e-resources and that they are served by library staff who are competent and have the tools and skills needed to connect people and the information they desire and require.”*

*“One other earmark of MSL’s overall program of service that must be understood to assess the state’s performance using LSTA funds relates to the high degree of collaboration that is evident in most of its initiatives. Whether it is MSL’s relationship with the University of Maine System in the Maine InfoNet project or the remarkable success of the Maine School and Library Network (MSLN) and NetworkMaine, through a collaboration that includes a host of major partners including the Maine Department of Education, the University of Maine System, and the State’s Office of Information Technology, the state library agency consistently demonstrates its commitment to forging partnerships that deliver results and that enable MSL to leverage LSTA funds in a way that is arguably unparalleled in the nation.”*

## Review of Goals Achieved and Partially Achieved in the Evaluation<sup>2</sup>

### Evaluators’ Goal 1 Summary

#### **Expand library resource sharing and services for all Maine residents.**

“All three of the projects undertaken by MSL in support of Goal 1 (MRLS - Area Reference and Resource Centers, Maine InfoNet, and the Maine School and Library Network) have either achieved or exceeded the outcomes envisioned for these programs. The Area Reference and Resource Centers were negatively impacted by the pandemic but are now on the road to recovery. The Maine InfoNet and MSLN programs were, if anything, more important during the COVID shutdown. Furthermore, Maine has demonstrated the importance and power of robust partnerships and collaboration in a powerful way. The evaluators concluded that Maine State Library **achieved Goal 1.**”

### Evaluators’ Goal 2 Summary

#### **Improve the Maine library workforce via continuing education, professional development, and leadership opportunities.**

“This goal includes two projects: MRLS - Specialists and Consulting and Continuing Education. Both projects conducted in support of Goal 2 were heavily impacted by the COVID-19 pandemic. “MSL staff rose to the challenge and, in fact, managed to exceed all expectations for effectiveness and success. New lessons were learned that will change and improve the way these services are conducted in the future. The evaluators conclude that Maine State Library has **achieved Goal 2.**”

### Evaluators’ Goal 3 Summary

#### **Provide and improve library services to individuals with disabilities; and to Maine residents, including children, living in underserved areas and rural areas.**

“Maine’s Talking Books Plus project is a solid, well-managed implementation of the LOC/NLS program that satisfies the first half of Goal 1 (Provide and improve library services to individuals with disabilities). The weakness of the large print

---

<sup>2</sup> Maine State Library: Library Services and Technology Act (LSTA) Grants to states Program Implementation Evaluation Federal Fiscal Year 2018 – Federal Fiscal year 2022. QualityMetrics, LLC., March 10, 2022. P. 3-4.

activity pales in comparison to the strength of the balance of the project. However, the Books by Mail project, while technically achieving the outcomes outlined in the 2018-2022 Five-Year Plan, is not adequately addressing the needs of those identified in the second half of the Goal statement (those living in underserved areas and rural areas). Because of this shortcoming, which is clearly acknowledged by MSL administration and staff, the evaluators conclude that Maine State Library has only **Partly Achieved Goal 3**. Nevertheless, the evaluators believe that it is necessary to reiterate that MSL is actively seeking new mechanisms to address the difficult challenge presented by Maine's geography, topography, and population distribution."

#### Evaluators' Goal 4 Summary

##### **Expand and enhance life-long learning opportunities Maine residents**

"The evaluators find that the Maine State Library is well on its way to achieving Goal 4. MSL has clearly accomplished the single desired outcome via the Digital Maine Library (Maine residents and libraries have access to a variety of learning and information resources) expressed for the only project (Procurement, Evaluation and Selection of Online Content: Databases and Learning Tools) undertaken in support of the Goal. However, the State Library's self-assessment that it has only partly achieved Goal 4 is well founded. The usage of many of the databases has declined and the MSL administration expressed their strong commitment to making sure that Maine residents receive the highest value possible from the information resources that are licensed. The title of the project undertaken isn't limited to "procurement." It also includes "evaluation and selection", it is in this area that MSL feels that it is still striving. MSL is working hard to achieve the right mix of content products to meet the needs of all residents whether they are elementary or high school students, college students, the business community, and everyday residents seeking productive employment and a fulfilling life. ACHIEVED Goal 4 ... however, we also wish to point out that they are on a trajectory that is very likely to make the impact of this Goal equal to or greater than the success experienced in Goals 1, 2, and 3."

Maine's four goals primarily address three of the six IMLS Focal Areas according to the evaluators, Information Access, Institutional Capacity to improve the library workforce, and Lifelong Learning. *"The rationale behind the attention given to the Information Access and Institutional Capacity focal areas becomes clear when the sizes of libraries and the rural, remote nature of the majority of communities in the state are considered."*<sup>3</sup>

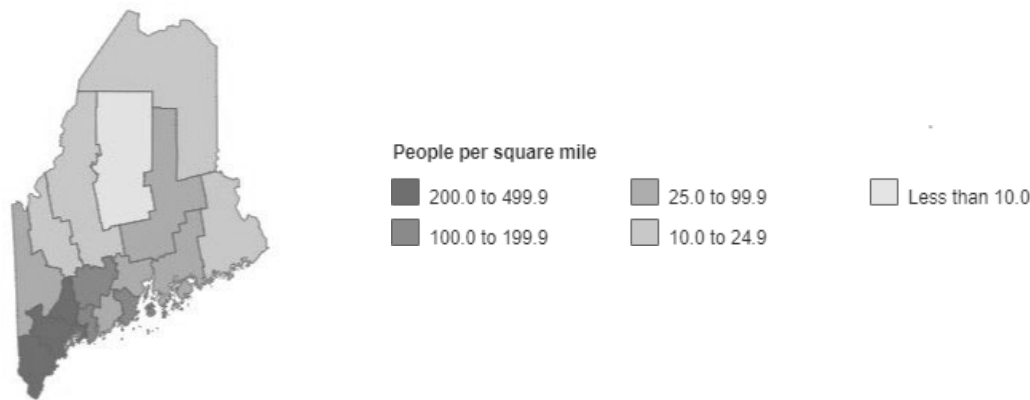
---

<sup>3</sup> Maine State Library: Library Services and Technology Act (LSTA) Grants to states Program Implementation Evaluation Federal Fiscal Year 2018 – Federal Fiscal year 2022. QualityMetrics, LLC., March 10, 2022. P.5.

## Maine State Library: Assessment of the Maine Library Landscape and Needs

According to the 2020 Census, Maine grew from 1,328,361 to 1,362,359 people in ten years, a difference of just under 34,000 habitants and an increase of about 6%. Maine's population grew by 2.6% between 2010-2020. The three most densely populated counties in the southern part of the state are Cumberland, York, and Androscoggin Counties. This population of 662,180 represents 49% of the total population. The remaining population is distributed among the other 13 counties.<sup>4</sup>

Population Density in Maine Counties: 2020



Over 21% of Maine's population is over 65 and the median age of 44.7 makes Maine the oldest population in the nation. Maine's population is majorly white (90.8%) with only Androscoggin, Cumberland, and Washington Counties with figures below that mark. There are 483 incorporated municipalities consisting of cities, towns, and plantations in Maine. Approximately 125,653 Maine residents live in the 170 towns or plantations with no local public library.

The Maine State Library utilizes federal funds to serve all library types in Maine, primarily through a variety of statewide services. All libraries are supported with continuing education and professional development opportunities through national webinars and other learning opportunities posted on MSL's Statewide CE calendar. See the directories of Maine libraries by type:

### Public Libraries

Of the 255 recognized public libraries in Maine, 99% are single outlet libraries with only three libraries that have branch locations. Most Maine public libraries are private/non-profit organizations (57%) with the remaining 43% designated as municipal departments. Maine has no county or regional systems as commonly found elsewhere in the United States. Almost three-quarters of Maine's public libraries are managed by directors who do not have master's degrees in library or information science. Over forty six percent (46.3 %) of Maine's public libraries serve populations of fewer than 2,500 people with 70% of the libraries serving populations below 5000. Maine's public libraries are predominantly rural.<sup>5</sup> Maine's largest libraries all serve populations below 70,000, Portland (65,645), Lewiston (36,501) and Bangor (31,753).

<sup>4</sup> U.S. Census Bureau (2020). Maine State Profile. Retrieved from <https://www.census.gov/library/stories/state-by-state/maine-population-change-between-census-decade.html>

<sup>5</sup> Maine State Library: Library Services and Technology Act (LSTA) Grants to states Program Implementation Evaluation Federal Fiscal Year 2018 – Federal Fiscal year 2022. QualityMetrics, LLC., March 10, 2022. P.1.

#### School Libraries

Maine's has 617 K-12 school in 174 districts. There are 150 certified School Media Specialists serving the state's 185,739 students. Most school libraries are managed by Ed Techs with the Library Media Specialist overseeing all libraries in the district. Schools are significant users of the Digital Maine Library's K-12 resources. School librarians also receive professional development through the [Maine Association of School Libraries](#) (MASL).

#### Academic Libraries

Maine has 33 Academic Libraries. The University of Maine System has 12 campuses with academic libraries. The Maine Community College System has seven (7) campuses. The remaining 15 academic libraries are in private, two or four-year institutions. Maine's academic libraries benefit from the federally supported state infrastructure through Maine InfoNet, digital/online resources, ILL, the Download Library and van delivery.

#### Special Libraries

Maine's special libraries consist of a variety of non-profit, for-profit, government, and correctional institutions that also include Health Science libraries. Of the 43 special libraries the level of support from MSL is directly related to their non-profit or for-profit status as well as the participation in interlibrary loan. The Health Science libraries utilize statewide interlibrary loan and van delivery services as does a few of the non-profit special libraries. All may use the statewide digital resources available.

#### Maine Library Survey Data

MSL collects data periodically through the duration of the five-year plan through survey instruments, meetings and local library input and suggestions from both the Maine Library Commission and the Maine Library Advisory Council.

The Maine State Library conducted a [Five Year Plan Assessment Survey](#) in April 2022, which was done in addition to the QualityMetrics evaluation survey. The survey asked Maine library staff to respond to questions about goals and programs. [Survey results](#) and [comments](#) are available at the MSL website.

There were 135 respondents, from all counties and all library types. Most of the responses were from public libraries. By and large, Maine library staff support and greatly appreciate current programs. Some offered suggestions for rewording/rephrasing of goal language and for minor modifications in some programs. All goals from the previous plan were considered important for the new five-year plan by 92-98% of the respondents.

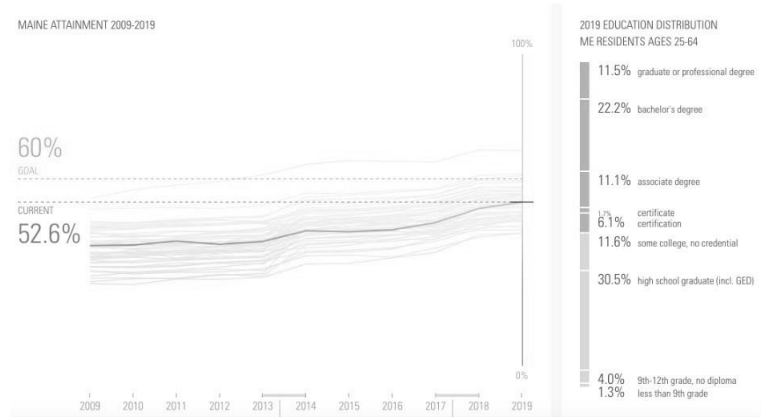


## Maine State Library Administrative Data and Advisory Input

### Lifelong Learning Needs in Maine

The Maine State Library (MSL) has had ongoing communication and discussions with libraries, other Maine state agencies (including the Department of Labor, Department of Economic and Community Development, Department of Education) as well as the University of Maine System, Maine Community College System, Educate Maine and Maine Sparks about the need for providing informal learning, opportunities for attaining micro-credentials to help Maine attain goals outlined in Maine's Economic Development Strategy 2020-2029 (DECD) <sup>6</sup>and Educational Indicators for Maine:2021 (Educate Maine). Maine has one of the highest high school graduations rates in the country but lags in the number of students who pursue a formal secondary degree. "Just 53% of Maine adults hold a degree or credential of value – a precursor to skilled employment with family-sustaining wages."<sup>7</sup>

53% percent of working-age Maine adults (25-64) have a postsecondary degree or credential



The Maine State Library's self-assessment and that of the evaluators of its online offerings concluded there was a critical need to reach beyond the provision of traditional databases and pivot to providing online learning opportunities for Maine residents through libraries. Lifelong learning, be it informal, informal with credentialing opportunities, or informal with pathways to formal credentialing and degrees, is essential to contribute to statewide efforts to promote Maine as a great place to live, work, and learn. "...the workforce of tomorrow will require continuous upgrading of knowledge, skills, and abilities to meet ever-changing market needs. And to support that culture of continuous learning, Maine will also need an education system that is accessible, affordable, and effective...By 2025, this report predicts that Maine's economy will need 60 to 65 percent of its workers to have credentials. So not only does Maine need more people in the workforce, but Maine needs more people with credentials." <sup>8</sup>

<sup>6</sup> Maine's Economic Development Strategy 2020-2029. Maine DECD. Retrieved from [https://www.maine.gov/decd/sites/maine.gov.decd/files/inline-files/DECD\\_120919\\_sm.pdf](https://www.maine.gov/decd/sites/maine.gov.decd/files/inline-files/DECD_120919_sm.pdf). P. 21.

<sup>7</sup> Education Indicators for Maine: 2021, Educate Maine. Retrieved from <https://educationindicators.me/#1635172591896-9bc70cc6-2ce4>

<sup>8</sup> Maine's Economic Development Strategy 2020-2029. DECD, November 15, 2019. Retrieved from [https://www.maine.gov/decd/sites/maine.gov.decd/files/inline-files/DECD\\_120919\\_sm.pdf](https://www.maine.gov/decd/sites/maine.gov.decd/files/inline-files/DECD_120919_sm.pdf)

Library services for underserved, under-represented, those with disabilities and those experiencing other challenges accessing library services.

The Maine State Library has long served Maine residents with the Talking Books Plus and Books by Mail programs but has spent considerable time studying, evaluating, and envisioning new approaches to these services.

The Talking Books Plus program made the transition to the National Library Service for the Blind and Print Disabled (NLS) Duplication on Demand system. This new system allows MSL Talking Books staff to create digital cartridges containing the files for talking books based on the requests of Maine patrons thus reducing wait times and improving access to patrons. This approach puts the entire NLS collection at the fingertips of all Maine Talking Books patrons without the need to stock prepared cartridges from NLS headquarters at the Library of Congress. For the Large Print Program, in-house changes for a new plan are intended to infuse newer Large Print (LP) into our regular catalog to provide access to both Talking Books patrons and statewide via Interlibrary Loan through the statewide catalog. Our Books by Mail staff and the evaluators at Quality Metrics also agreed that our Books by Mail program needed attention, funding, and reconsideration. The reimagined program to the MSL Outreach Library will help patrons living close to nearby library to afford a nonresident card if needed and focus on residents living in the truly underserved areas and rural areas “addressing the difficult challenge presented by Maine’s geography and population distribution.”<sup>9</sup>

## Identified Needs

- *Due to size, operating revenues, and geography there is continued need for LSTA to fund statewide infrastructure and support for all library types to provide quality access.*
- *There continues to be a high turnover in library directors, media specialists and frontline staff. A significant percentage of public library directors (72%) have no MLS degree and 32% of non-MLS librarians have no degree beyond a High School education. This drives the Maine State Library’s commitment to informal training in librarianship through continuing education offerings, professional development, and leadership training. It is MSL’s vital effort to maintain the high level of service expected by the people of Maine.*
- *Lifelong learning needs of Maine residents is a crucial component of high-quality library services.*
- *The library service needs of Maine’s disabled, underserved and remote, rural residents is ongoing.*

The Maine State Library works closely with all libraries and LSTA project managers to continuously evaluate needs as they evolve. Our monthly statewide “Continuing the Conversation” using our cloud-based licensed Zoom <sup>TM</sup> communications platform fosters this process.

---

<sup>9</sup> Maine State Library: Library Services and Technology Act (LSTA) Grants to states Program Implementation Evaluation Federal Fiscal Year 2018 – Federal Fiscal year 2022. QualityMetrics, LLC., March 10, 2022. P.6.

## Goals for Maine's Five-Year State Plan

Based upon the needs assessment the Maine State Library will retain four broad statewide goals and continue to direct LSTA funds to statewide programs and projects to provide the highest benefit to Maine residents through its libraries. The goals align with the IMLS's LSTA-specified Grants to States Priorities (20 U.S.C. § 9141).

Goal Priority	Goal
1	All Maine residents have access to high quality information resources through libraries, Maine State Library programs and statewide resources sharing.
2	Improve the Maine library workforce via continuing education, professional development, and leadership opportunities
3	Opportunities for Life-Long Learning for Maine residents is attainable and enhanced through Maine State Library online resources and local library programs and offerings, both in-person and virtual.
4	All Maine residents, including people who are underserved, those living in rural communities, the disabled or any resident who struggles with socioeconomic challenges, may improve their lives through library services.

The goal priority numbers are based upon identified needs for our core constituency, Maine's libraries, followed by the wider statewide needs of Maine residents served by libraries or with no library services. The Maine State Library endeavors to serve the largest number with high-quality library services. Our goals are in alignment with the [IMLS Grants to States Priorities](#).

The Maine State Library Five Year Plan for 2023-2027 has four goals that reflect library needs statewide. Our primary goal to expand library resource sharing and services for Maine residents is our first priority. These projects provide support for interlibrary loan, integrated library systems and a statewide catalog, e-books and audio books, broadband connections, and more.

Our second goal to improve the library workforce is supported by the projects that offer direct support to librarians in the state – continuing education and specialist and consulting services. Our intent is to improve statewide library services by improving the library workforce.

Our third goal is to expand and enhance life-long learning by purchasing, evaluating and selecting online content that benefits all Maine residents – in their libraries and at their homes – with resources that meet the needs of all ages and audiences.

Finally, our fourth goal targets Maine's disabled and under-served communities. These residents are spread over Maine's large geographic area, some with limited access to broadband to access online resources. The two projects that address this goal to improve services to Maine's disadvantaged populations provide access to books in a variety of formats delivered both online and via the mail.

Overall, the Maine State Library formally partners with over fifteen organizations and agencies via contracts and agreements and always works in partnership with all Maine libraries to fulfill our mission to help people, make Maine libraries stronger and transform information into knowledge. LSTA funds this comprehensive and collaborative approach utilizing partners to support infrastructure and people via statewide programs.

## Projects with Aligned Goals

Goal 1: Expand library resource sharing and services for all Maine residents

### Projects

1. Maine InfoNet: Partnership between the University of Maine and the Maine State Library
2. Area Reference and Resource Centers (ARRCs) for the Maine Regional Library System
3. Maine School and Library Network (MSLN): Partnership with Networkmaine, Maine Department of Education, Maine Public Utilities Commission, and the Maine State Government Office of Information Technology

Goal 2: Improve the Maine library workforce via continuing education, professional development, and leadership opportunities

### Projects

4. Continuing Education
5. Specialists and Consulting for the Maine Regional Library System

Goal 3: Opportunities for Life-Long Learning for Maine residents is attainable and enhanced through Maine State Library online resources and local library programs and offerings, both in-person and virtual.

### Projects

6. Digital Maine Library

Goal 4: All Maine residents, including people who are underserved, those living in rural communities, the disabled or any resident who struggles with socioeconomic challenges, may improve their lives through library services.

### Projects

7. MSL Outreach Library
8. Talking Books Plus

## Goal 1 Projects

### Project 1: Maine InfoNet: Partnership between the University of Maine and the Maine State Library

#### Description:

The Maine State Library and the University of Maine System/Fogler Library will continue to partner to support the goals of [Maine InfoNet](#). Maine InfoNet (MIN) provides leadership and management through a collaborative of public, academic, school, and special libraries for resource sharing, promotes cost effective solutions for quality library information services, and supports the cultural, educational, and economic development of Maine. Supported by the Maine State Library and the University of Maine System and Fogler Library, Maine InfoNet connects the people of Maine to information and ideas through library cooperation. A board of directors oversees the overall operation of Maine InfoNet and takes the lead in planning and establishment of policies.

#### What the project will do:

The Maine State library contracts with the University of Maine System and the University of Maine's Fogler Library for services, ILS management, salaries, support plus content administration.

MIN will provide Maine libraries leadership, management, and access to:

1. The [Digital Maine Library \(DML\)](#)-- The DML is comprised of 84 research indexes, databases, and other online content each with its own search interface. The DML provides every resident of Maine with access to a collection of full text articles and abstracts from magazines, newspapers, journals, and reference books that are credible, reputable resources. The DML also provides access to other online tools for learning and research.
2. The [MaineCat Statewide Catalog](#) combines and links more than 10 million items in nearly 100 library Collections. These include public, school, academic and special libraries. There are currently three consortia supported by MIN: URSUS, Minerva and MILS but during the next five-year plan there is expected to be changes in the structure and makeup of these consortia, including growth in the number of participating libraries. MIN will continue to play the lead role in the management of ILS services for Maine libraries.
3. The [Download Library](#) provides online access to e-books and downloadable audio books through CloudLibrary. Patrons from member libraries can checkout e- books and downloadable digital audiobooks for free, 24/7, from a shared collection. Over 243 libraries in Maine participate in the consortial statewide system. The growing collection currently includes over 15,000 downloadable audiobooks and e-books.

Who benefits from this project and what are the expected outcomes?

All Maine residents and all academic, public, school (K-12), and special libraries in good standing with Maine Library Commission rules are project beneficiaries.

#### *Expected outcomes:*

- Digital Maine Library (DML) - Maine residents have access to comprehensive online resources.
- MaineCat - Maine residents, library patrons and students have increased access to the collections of many Maine libraries
- Download Library -Maine residents and all libraries have expanded access to downloadable audio and e-books.

#### *Procedures:*

Maine InfoNet will continue the expansion, refinement, and evolution of all its services and resources for Maine libraries, library patrons and all Maine residents for supported programs below:

MaineCat: Maine InfoNet will expand the number of libraries that actively participate in MaineCat:

- In consultation with identified consortium governance, increase participation in Maine Cat resource sharing to over 100 libraries of all types during the 2023-2027 period of the five-year plan.
- Build on the use of API technologies for Koha, Evergreen, Polaris, and other ILS programs to enable more libraries to facilitate their own interlibrary loan requests
- Continue agreements with ILS consortia to sustain MaineCat or another unified catalog solution.
- Evaluate the current state ILS architecture and explore possible changes to the mix of ILS software and connections statewide to better serve the needs of libraries and their patrons. solutions.

Digital Maine Library:

- Work with contracted content providers to facilitate access statewide
- Support authentication from public, academic, and K-12 libraries buildings annually
- Monitor and evaluate effectiveness of the discovery system annually
- Utilize geo-authentication, geo-location, and/or other means to provide ease of access to Maine residents from home during the length of the plan

Download Library:

- Monitor use and quality of service from Bibliotheca's CloudLibrary and/or other solutions to e-book and audio book demand by Maine libraries and patrons (Annually)
- Provide yearly opportunities for new library participants

*The Maine InfoNet project will continue the Memorandum of Understanding between the University of Maine System/Fogler Library and MSL to employ an InfoNet Director and staff members.*

## Project 2: Area Reference and Resource Centers (ARRCs) for the Maine Regional Library System

Description:

The MRLS ARRC system was established by legislation in 1973 (MRSA Title 27, Chapter 4). Currently there are three ARRC libraries serving 16 counties divided into nine regions. The ARRC libraries were selected to improve library services to the residents of Maine. Portland Public Library (PPL) provides services in the southern counties (York and Cumberland - population 500,594). Bangor Public Library (BPL) provides services for the northern and eastern counties (Aroostook, Hancock, Knox, Penobscot, Piscataquis, Waldo, and Washington – population 401,773) and the Maine State Library (MSL) provides services for the central and western counties (Androscoggin, Franklin, Kennebec, Lincoln, Oxford, Sagadahoc, and Somerset population 438,498). Lewiston Public Library (LPL) supplements ILL services for fiction for the MSL's regions under a contract.

What the project will do:

The Maine State Library contracts with PPL, BPL, and LPL for ARRC services to expand library resource sharing and services for all Maine residents.

All three ARRCs will:

- Provide ILL services to libraries in their respective counties
- Provide free borrower's cards to Maine residents residing in their respective counties
- Provide reference and additional information services to libraries and patrons in those counties

In addition, MSL will:

- Manage van delivery program for libraries
- Support and manage statewide digitization efforts

Who benefits from this project and what are the expected outcomes?

All Maine residents and all academic, public, school (K-12), and special libraries in good standing in accordance with Maine Library Commission rules are project beneficiaries.

*Expected outcomes:*

Provide ILL services to libraries in their respective counties

- Libraries that are not members of a state ILS consortium can offer ILL services to their patrons.
- Library users in all areas of Maine have access to more materials.

Provide free borrowers cards to Maine residents residing their respective counties

- Maine residents have access to a wider array of services, programs, and materials than many small libraries can offer.

Provide reference and additional information services to libraries and patrons in those counties with no library.

- The information needs of all Maine residents in the areas served are met.

MSL will manage van delivery program for libraries statewide

- Libraries have increased access to in-state materials for their patrons.
- Patrons receive library materials quickly and cost effectively.

MSL will serve as the DPLA Service Hub for Maine

- Maine organizations meta data can be harvested and uploaded to DPLA
- MSL will facilitate use of the [Digital Maine Repository](#)

MSL will support the work of the [Maine Contemporary Archives](#) Collaborative

- Libraries and partners can collect, preserve, and provide access to materials related to Maine community members' experiences of current events.

*Procedures:*

Resource sharing and services will be provided through the MRLS ARRC libraries. Each ARRC library will:

- Provide instruction via website and other means to area libraries about ILL services and process and procedures to request items.
- Provide a free library borrower's card to Maine residents. Applicants may apply in person, online or through a library.
- Attend Maine Library Commission meetings
- Participate in other cooperative activities and services as member libraries may need or require (e.g. providing meeting spaces).
- Provide cardholder access to library databases to area libraries and residents
- Engage in marketing activities designed to promote ARRC services

MSL Delivery Services project activities will:

- Perform regular financial and service assessments to create the best value for all Maine residents. Maintain statewide contract for delivery services.
- Bill libraries yearly for van delivery service, facilitate inquiries from libraries regarding service issues and maintain regular communication with van delivery service provider for resolution



- Subsidize one day of delivery service for public libraries as budget allows
- Maintain van delivery labels with route #s for all participating libraries.
- MSL will route unfilled fiction requests to Lewiston Public Library (fiction ARRC)
- MSL will convene meetings to assess impact of statewide MaineCat initiative on ILL volume
- MSL will convene a Delivery Working Group to address rising costs

MSL Digitization activities will

- Work with Maine organizations and then DPLA to harvest metadata
- Promote, facilitate and train librarians on how to use the Digital Maine Repository
- Financially support the work of the Maine Contemporary Archives for their platform and stipends

### Project 3: Maine School and Library Network (MSLN) Partnership with Networkmaine, Maine Department of Education, Maine Public Utilities Commission, and the Maine State Government Office of Information Technology

Description:

The Maine State Library partners with Networkmaine, Maine Department of Education (MDOE), Maine Office of Information Technology (OIT) and the Maine Public Utilities Commission (MPUC) and other stakeholders to manage and administer the Maine School and Library Network (MSLN) which provides Child Internet Protection Act (CIPA) compliant Internet connectivity and technical support at no cost to Maine public libraries and K- 12 schools by utilizing the Maine Telecommunications Education Access Fund (MTEAF) and the federal Universal Service "E-rate" funds program.

What will the project do?

The Maine State Library (MSL) is a member of the Networkmaine Council that has oversight for planning and budgeting for the Networkmaine infrastructure, including management of the Maine School and Library Network, video conferencing and other technology infrastructure programs that are utilized by the Maine School and Library Network broadband connections.

The MSL and the Council work closely with the Maine PUC who administers the Maine Telecommunications Education Access Fund (MTEAF). The Council reviews and makes yearly recommendations on the annual budget request to the MPUC. Both the federal E-rate program and the state MTEAF fund the connections for the MSLN. The Maine State Library, as a member of the Networkmaine Advisory Council is responsible for representing the needs, missions, and views of MSLN public library consortia participants, appointing two library representatives to the council, and communicating the decisions and outcomes of the Council to MSLN libraries.

Networkmaine maintains a help desk, provides web hosting, and a domain name hosting service for MSLN public libraries. Currently 240 (94%) of Maine public libraries participate in the MSLN Consortium. Networkmaine manages the RFP, E-rate application process and vendor payments for the MSLN.

The Maine State Library staff supports Networkmaine Council and individual libraries in the e-rate application process. The current level of connectivity for Maine public libraries is a 1 gigabit or more fiber, except for a few remote locations or islands. The Federal E-rate program funds approximately 70% and the state MTEAF funds the remaining 30% for the Maine School and Library Network.

Who benefits from this project and what are the expected outcomes?

All LSTA/E-rate eligible public libraries are eligible to benefit from this project. At this time 94% of eligible Maine public libraries participate in the MSLN

The Maine Library Commission determines eligibility that meet standards and MSL staff data for LSTA certification.

<http://www.maine.gov/msl/about/commission/rule.htm>

*Expected outcomes:*

- Public libraries provide high speed broadband connections both wired and wirelessly to their communities
- Public libraries upgrade internal network infrastructure using local, state, and federal e- rate funds.
- Public libraries comply with federal E-rate rules
- Zoom Pro subscriptions enable libraries to provide virtual programming, meetings, and other library services.

*Procedures:*

- Networkmaine manages the yearly e-rate application, pays invoices and tracks vendor performance and reports to the Council.
- Networkmaine monitors usage to ensure adequate bandwidth is provided and adjusts applications in accordance with bandwidth needs.
- MSL staff contracts with Networkmaine for payment of yearly Zoom subscriptions and maintains the list of participating libraries
- MSL staff provides updated lists yearly and facilitates requests from public libraries.
- Networkmaine, along with council membership, engages in an e-rate compliant RFP process every 3-5 years.
- Networkmaine negotiates contracts with services providers for the MSLN.
- The Maine State Library attends all Networkmaine Council meetings and actively participates in the work of the council.
- The Networkmaine Council prepares an annual budget request and plan to submit to the Maine PUC.
- The MSL E-rate/Technology specialist attends workshops and participates in monthly phone calls to learn, stay up-to-date and then communicate knowledge to libraries about new federal and statewide E-rate and technology initiatives.
- The MSL E-rate/Technology specialist provides leadership to MSL digital literacy initiatives that utilize the MSLN.

*Use of Federal Funds for Goal 1:*

The Maine State Library will spend federal funds in support of Goal 1 for these projects on:

- Salaries/Wages/Benefits for MSL personnel for all three projects
- Consultant Fees on a project-by-project basis, determined by needs on a yearly basis
- Project related travel for MSL staff, both in-state and out-of-state;
- Supplies/Materials for work on all projects
- Equipment – none anticipated for any project at this time
- Services provided by outside contracts and from state government
- Other Operational Expenses – none anticipated for any project at this time

## Goal 2 Projects

### Project 4: Continuing Education

*Description*

The Continuing Education project provides library staff learning and leadership opportunities to strengthen library programs and services in Maine. Programs are delivered in person at statewide and regional meetings or virtually via live or archived presentations. Programs are designed to meet the evolving needs of library staff at all levels. The Voluntary Public Library Certification Program is targeted to Maine library staff without library degrees but also

offers the opportunity for degreed professionals to remain up to date with the latest in library trends and innovations.

What the project will do:

- Facilitate, plan, and deliver professional development opportunities to foster life-long learning among librarians in Maine. This includes work in the areas of 21st century and emergent skills, all literacies (early, digital, STEM, health, etc.), family engagement, workforce development, data-driven decision making and advocacy, and core competencies, aligned with professional best practice for library staff with and without professional degrees. Professional development opportunities also focus on emergent trends in library service such as environmental sustainability and climate change and services for entrepreneurs and small businesses
- Address the specific needs and general professional development of the library workforce through evaluating and further developing the Voluntary Public Library Certification program
- Facilitate library leadership programs and professional development opportunities to support beginning and mid-career library leaders. Planning will also focus on growing a pipeline of future leaders and succession planning
- Provide learning opportunities to assist libraries in building and/or strengthening community engagement and partnerships
- Continue as a WebJunction Community Partner to deliver online course opportunities
- Deliver continuing education programs and opportunities for library trustees and MSL will continue a contract with the Maine Association of Nonprofits partner to augment board development training
- Coordinate the evaluation of library CE programs, including the development of evaluative criteria and the implementation of evaluation programs
- Work with MSL staff to deliver the training and leadership needs of library staff

Who benefits from this project and what are the expected outcomes?

All Maine library staff will benefit from continuing education and leadership opportunities.

*Expected outcomes:*

- Maine library staff increase their knowledge of the library profession and library operations.
- Maine library staff increase their ability to strengthen library services that are responsive to community need and will contribute to resilience and vitality in the communities they serve

*Procedures:*

- MSL staff will develop a yearly CE schedule and plan for statewide meetings based on a survey of needs which library staff at all library types and at all staff levels (including governance) are encouraged to take. Other input includes observations through site visits, interviews, and feedback from the regions.
- MSL staff will plan two statewide meetings that include expert speakers that can address critical issues impacting library services and/or the communities they serve
- MSL staff will sponsor and work with the Reading Round Up committee and other state or regional conference committees for annual events
- Evaluate the Voluntary Public Library Certification program and curate the program content to include focused areas that support library staff at all levels and specialties with the objective of shifting toward a program that directly aligns with library roles and responsibilities and leads toward a credentialing model
- Schedule a New Public Library Director orientation as needed and provide continual support for new directors
- MSL staff will participate in their own professional development and determine priority areas each year in collaboration with the CE coordinator and/or Director of Library Development.

## Project 5 Specialists and Regional Consulting for the Maine Regional Library System

### Description:

The Maine State Library's Library Development Division currently operates a specialist and regional liaison model for delivery of services statewide to libraries. The primary focus for specialists has always been to provide and advice to library staff to improve library services for the residents of There are seven MSL staff that work directly with directors, library staff, but governing bodies (library boards and municipal officials). In their role as Library Development staff can concentrate on specific library services as well needs to meet community needs and priorities. Specialists cover a wide library related issues and programming. See a broader list of specialties at: <http://www.maine.gov/msl/libs/Specialties.shtml>



under both  
Maine  
guidance  
Maine.  
also with  
specialists,  
as evolving  
range of

The specialists work on a statewide basis providing resources, guidance, and other support in their areas of expertise. In addition to leveraging the specialists for statewide services, Maine is currently divided into nine library regions that each have an MSL staff liaison and a representative on the Maine Library Advisory Council (MLAC). MLAC also includes a representative from a school library, an academic library, and a liaison with the Maine Library Commission.

training,

### What will the project do?

The MSL Library Development specialists will support public, school, academic, and special libraries in all Maine counties. The nine-region model has been in place since 2016 and weathered the past two and one-half years of the COVID19 pandemic. As libraries and communities in Maine begin a post pandemic recovery, there are lessons learned from how libraries and MSL responded and pivoted during the pandemic that can be applied to the region model. Taking those lessons into account, the specialists will also work with MLAC to review the current structure to determine where changes and improvements might be made to better leverage the regional model in light of the large percentage of small and rural libraries, high turnover among library staff, and Maine's widespread geography. Through this two-part review, the specialists will identify statewide service goals that reflect regional priorities and needs.

### Who benefits from this project and what are the expected outcomes?

Libraries of all types benefit from this project as well as trustees and community partners

#### *Expected outcomes*

- Library staff informational needs are met
- Library staff work to address needs of all Maine residents and their communities. Libraries strengthen and develop new programs
- Libraries convene and collaborate regionally and statewide to improve library services
- Statewide goals are established, achieved, and reviewed regularly

#### Procedures- Specialists

- Coordinate regional and statewide activities in their specialties
- Serve on statewide, regional, and special interests committees
- Make presentations at statewide and regional trainings, and to other professional groups
- Serve as professional consultants to libraries in their specialties working with libraries in groups and/or one-to-one

- Model programming in their specialties where applicable
- Study the needs of the regions and statewide in their area(s) of specialties and make recommendations to MLAC
- Provide consulting services to library staff, trustees, and municipal officials
- Meet with partners and other organizations in the state in their area of specialty
- Work on statewide and national initiatives in their areas of specialties or as assigned

#### Procedures - Regional Liaisons

- Work with MLAC regional representatives to convene libraries in their regions, virtually and/or in-person as appropriate and in response regional priorities
- Work with MLAC on statewide and regional goals for library services
- Collaborate with regional representatives in their regular communications with regional libraries through virtual meetings, site visits, and/or through other communication channels
- Foster cooperation and networking among libraries and librarians to increase collaboration among libraries to better serve Maine residents

All MSL library development staff with these roles will meet as a team to share observations, plan new programs and determine areas of collaboration to best utilize resources.

All MSL library development staff will track library contacts for reporting: site visits, video calls, email, and phone.

#### Use of Federal Funds for Goal 2:

The Maine State Library will spend federal funds in support of Goal 2 for these projects on:

- Salaries/Wages/Benefits for MSL personnel for the 2 projects
- Consultant Fees determined by needs.
- Project related travel for MSL staff, in-state and out-of-state; travel reimbursement for library participants on a project-by-project basis – as needed
- Supplies/Materials for work on all projects
- Equipment – none anticipated for any project at this time
- Services provided by contract for organizations or trainers outside state government; some state government services related to phone and IT
- Other Operational Expenses – none anticipated for any project at this time

## Goal 3 Project

### Project 6: Digital Maine Library

#### Description:

The Maine State Library will use both state and federal funds to purchase and/or subscribe to online content to support the academic needs of K-12, academic and public library patrons. The Digital Maine Library includes databases and other research resources currently consisting of 84 online resources. These online resources provide all Maine residents with the ability to search a variety of resources at individually or collectively for information. Online content covers a choice of subjects in a variety of resource types targeted for different populations and audiences.

These resources include a collection of full text articles and abstracts from magazines, newspapers, academic journals, and reference books that are credible and reputable resources plus other online tools to support learning and public library patron needs. Access to all these resources is delivered through the [Digital Maine Library](#) portal.

What will the project do?

The project will select and procure online content in collaboration with the University of Maine Fogler Library, Maine InfoNet and other partner organizations using a combination of federal, state and Maine Telecommunication and Education Access Fund (MTEAF) money.

MSL staff and a small group of stakeholders will re-determine needs every three years, or when contracts lapse, based on usage, budget, and vendor pricing. MSL staff will keep the portal page up to date and Maine InfoNet will manage authentication as part of their project. See Project XX.

Who benefits from this project and what are the expected outcomes?

K-12 students, college students, public library patrons and any Maine residents with access to a computer, tablet, or smartphone will benefit from this project. This statewide project reduces costs at the local level by leveraging federal, state and MTEAF funds to provide statewide access.

*Expected outcomes:*

- Maine students of all ages, public library patrons and any Maine resident is provided access to a variety of information resources
- Reduced costs at the local school, college, nonprofit libraries, and communities for library services

*Procedures:*

- MSL staff, library stakeholders will review usage data and the analytics from current online content and make recommendations to the Director of Library Development and the State Librarian regarding subscription continuance.
- MSL staff will keep the portal page descriptions, images, and instructions up-to-date.
- MSL, Maine InfoNet and Fogler Library will collaborate to sustain a robust offering of databases with the goal of meeting the needs of K-12, academic and public libraries.
- MSL, Maine InfoNet and Fogler Library will determine the need to issue RFPs, make mid-course changes to contracts and/or subscriptions, or discontinue subscriptions of content.
- MSL will manage the contracts or subscriptions for the Digital Maine Library content via state procurement processes.
  - National catalog of course content with more than 15 national providers of online course content, career and academic test prep, and foreign language learning.
  - State catalog of course content with more than 20 statewide providers online learning content or place-based learning.
  - Community collections at least 30 playlists of learning resources (classes, TED Talks, podcasts, books, etc.) organized around a particular subject—and curated by local Maine residents. Maine residents can learn from their neighbors about a wide range of topics: learning to code, how to fix your bike and where to ride it, starting a small business and much more.
  - Career collections consisting of at least 10 sets of learning resources aimed at preparing Mainers for in-demand jobs in the state. Users may receive credit in the form of digital badges for the hard work put into completing courses. Each Career Collection is put together in partnership with a major local employer or industry group, giving those who've earned Career Collection badges an extra edge as they look to get hired or promoted.

Use of Federal Funds for Goal 3:

The Maine State Library will spend federal funds in support of Goal 3 for these projects on:

- Salaries/Wages/Benefits for MSL personnel.
- Consultant Fees only if determined by needs.
- Project related travel for MSL staff, in-state and out-of-state; travel reimbursement for library participants on a project-by-project basis – as needed
- Supplies/Materials for project work
- Equipment – none anticipated for any project at this time
- Services provided by vendors for online learning tools, content, and databases plus platform maintenance
- Project related travel for MSL staff or stakeholders when needed; state government services related to phone and IT
- Other Operational Expenses – none anticipated for any project at this time

## Goal 4 Projects

### Project 8: Maine State Library Outreach Library (Formerly Books by Mail)

#### Description:

The MSL Outreach Library (OL) project provides library materials via U.S. Postal Service to residents of Maine communities considered “library deserts,” where there is either no public library or no full-service public library, and to people who are homebound. There are approximately 198 towns or townships without public libraries and 22 towns with a library open 12 or fewer hours per week during all or part of the calendar year.

#### What will the project do?

The Outreach Library section of the Maine State Library serves as the lending library for Maine residents living in un-served or underserved areas or who are homebound by delivering library materials via U.S. Mail. Patrons can order materials through the online catalog, mail or via phone. This project provides Maine rural and homebound residents physical library materials, in addition to having access to audio and e-books via the Download Library, and other online resources and databases already accessible with an MSL library card. Every effort is made to connect patrons to local public libraries in neighboring communities when available, to keep the Outreach Library for the truly un-served and underserved.

#### Who benefits from this project and what are the expected outcomes?

Maine residents living in towns without a full-service library, or who face challenges that prevent or reduce their access to a library, will benefit from this project.

#### *Expected outcomes:*

- Rural, underserved, and homebound Maine residents are provided access to library materials in a variety of formats.
- Rural Maine residents with no library or with a library open less than 12 hours have greater access to library materials in a variety of formats.
- Homebound Maine residents have access to library materials in a variety of formats at no cost

#### Procedures:

- MSL will develop new eligibility criteria that is clear and consistent (year to year) and accurately captures our target population’s circumstances.
- MSL Outreach Library staff will identify current Outreach Library patrons that could be better served by local libraries in neighboring communities.
- MSL staff will process requests through the online catalog (fulfilling from the MSL collection or interlibrary loan)



and mail books with return labels and return postage to patrons.

- Outreach Library patrons will have access to the Maine InfoNet Download library, Digital Library resources and MSL Reference Services.
- Outreach Library patrons can use the online catalog if they have internet access. Patrons without internet may request library materials via mail or phone.
- Social media platforms (Instagram, Facebook) will be utilized to promote MSL-OL
- MSL will establish partnerships with towns that have no, or limited, library access to promote the Outreach Library's services.
- MSL staff will maintain usage statistics, patron satisfaction outcomes, and costs.
- MSL provides information in various parts of the state on the Outreach Library programs.
- MSL staff will maintain usage statistics, patron satisfaction and costs.
- Keep the former Books by Mail users informed about any changes in eligibility for the new program.

### Project 9: Talking Books PLUS:

Talking Books, BARD - Braille and Audio Reading Download (BARD), and Partner Library User Services (PLUS): NFB-Newsline, Perkins School for the Blind Services, and the MSL Books Recording Project.

#### Description of the Project

Talking Books PLUS consists of a variety of services for the visually impaired in Maine. The Maine State Library is part of the national network of cooperating libraries, administered by the National Library Service for the Blind and Print Disabled (NLS) and provides a free library program of braille and audio materials. The MSL Talking Books project distributes digital books and accessible format digital book players free to Maine residents who are blind, visually impaired, physically disabled (cannot hold a book) or have a reading disability. The MSL also circulates large print books to eligible borrowers in Maine by Free Matter mail or via interlibrary loan through local libraries. The MSL provides access and support for BARD Mobile, the free app that provides access to the National Library Service Collection (NLS) books on smartphones and tablets. MSL also maintains a local digital recording studio that produces quality recordings of Maine and local interest books for the National Talking Books program.

The project has three services:

#### Talking Books PLUS

##### 1. Online Talking Books Catalog and Delivery Services

The Online Talking Books catalog provides complete access to information about every book in the Talking Books collection. The Online Public Access Catalog (OPAC) displays the complete bibliographic record, so users can find out what books are available for download, a summary of what each book is about, who the author and narrators are, and how long the running time is for each book. MSL staff manage delivery of cartridges to patrons.

##### 2. BARD - Braille and Audio Reading Download: BARD stands for the NLS's Braille and Audio

Reading Download. By registering for BARD, patrons using a digital machine can download digital audio or electronic braille books from the Internet to their computer. Digital copies are always available. Patrons also have access and support for BARD Mobile.

##### 3. Partner Library User Services (PLUS): In addition to administering the NLS Talking Books program, the Maine State Library provides enhanced access to library materials through its Partner Library User Services:

- NFB-Newsline: The MSL has partnered with the National Federation for the Blind to provide access to NFB-Newsline which is a service that connects print disabled patrons to local and national newspapers, emergency weather alerts, and other material via phone or app. MSL's role is to provide registration and basic technical support.
- Perkins School for The Blind: MSL also contracts with the Perkins School for the Blind in Watertown, MA who provides eligible MSL Talking Books Plus patrons with print braille materials.

- MSL Book Recording Project: The Maine State Library (MSL) records Maine materials not recorded by the National Library Services for the Blind and Physically Handicapped (NLS). The MSL has an onsite recording studio and a part-time librarian who manages the projects and the volunteers.

What will the project do?

The project provides eligible Maine residents and organizations access to and delivery of digital audio, and electronic braille books, newspapers, print braille materials, and large print books from Maine State Library Talking Books PLUS Services via:

- Talking Books Plus online catalog
- BARD Download website
- NFB-Newsline (newspapers)
- Perkins School for The Blind (Print Braille Materials)
- MSL Book Recording project

The Maine State Library maintains the Talking Books catalog, provides support and access to BARD, maintains a large print collection, provides Reader's Advisory services, handles registrations, and provides basic technical support for NFB-Newsline and delivers Talking Books Plus patrons with print braille materials through the Perkins School for the Blind and records Maine materials not recorded by the National Library Services (NLS) through the MSL Book Recording Project.

Who benefits from this project and what are the expected outcomes?

Maine residents who are print disabled i.e., blind, visually impaired, physically impaired - cannot hold a book, or have a reading disability are eligible for the NLS programs. The NLS programs requires certification by a qualified professional. Organizations who service eligible Maine residents also participate.

*Expected outcomes:*

- All Maine residents who are eligible for these programs have access to a robust collection of library materials in accessible formats regardless of age, economic circumstances, or technical expertise
- Improved library and public awareness of MSL's Talking Books PLUS Program and our services for the blind, visually impaired, and physically disabled in Maine

Procedures:

Maine State Library Outreach Services Talking Books Plus staff will

- Manage the application process to register for the program
- Provide reader's advisory, support and service via phone and email to program participants.
- Provide Large Print Books via Free Matter postage to program participants.
- Provide aids for patrons to learn about and use current online features including a video on [how to use BARD](#).
- Provide an accessible web site for patrons who access these services.
- Schedule presentations in various parts of the state on Talking Books PLUS, BARD, NFB-Newsline, Perkins School for the Blind printed braille materials and the MSL Book Recording Project.
- Serve on advisory boards, including Division for the Blind and Visually Impaired (DBVI) and Maine AIM.
- Maintain a local Talking Books digital recording studio that will produce quality recordings of Maine and local interest books to make available through the national Talking Books program or regionally.
- Collect statistics and analyze usage and costs to evaluate value and use of services.
- Stay current on emerging technology and assistive devices used by libraries
- Comply with NLS reporting requirements
- Survey users at least once during the five-year plan

## Goals with Project Timelines

Goal	Project Name	Project Length	Expected Milestones
Goal 1: All Maine residents have access to high quality information resources through libraries, Maine State Library programs and statewide resources sharing.	Maine InfoNet Partnership	2023-2027	Progress report on MaineCat expansion in 2025
	Area Reference and Resource Centers (MRLS)	2023-2027	ARRC ILL Assessment in 2025
	Networkmaine Partnership for MSLN	2023-2027	Annual Report/Budget request to PUC. RFP in XXXX
Goal 2: Improve the Maine library workforce via continuing education, professional development, and leadership opportunities	Continuing Education	2023-2027	Spring and Fall council meetings yearly; other training as needed
	Specialists and Liaisons (MRLS)	2023-2027	Regional meetings at least yearly
Goal 3: Opportunities for Life-Long Learning for Maine residents is attainable and enhanced through Maine State Library online resources and local library programs and offerings, both in-person and virtual.	Digital Maine Library	2023-2027	Evaluate database usage prior to the end of each vendor's contract. Renegotiate terms based on usage and budget available. (Yearly)
Goal 4: All Maine residents, including people who are underserved, those living in rural communities, the disabled or any resident who struggles with socioeconomic challenges, may improve their lives through library services.	MSL Outreach Library	2023-2027	2023-2024 Transition patrons to a card at a nearby library. ` Survey program participants at least once during the plan but no later than 2025
	Talking Books PLUS	2023-2027	2023-24 Purchase new LP books; end public library program and transition to ILL Survey program participants at least once during the plan but no later than 2025

Coordination Efforts

Crosswalk: Goals, Projects, Focal Areas, Intents and IMLS Priorities

State Goal	Associated Project	IMLS Focal Area(s)	IMLS Intent	IMLS Priority
Goal 1: All Maine residents have access to high quality information resources through libraries, Maine State Library programs and statewide resources sharing.	Maine InfoNet Partnership	Information Access	Improve users' ability to obtain and/or use information resources	1, 2, 4, 5, 7, 8
	ARRC (MRLS)	Information Access	Improve users' ability to obtain and/or use information resources.	1, 2, 4, 5, 7, 8
	Networkmaine Partnership for MSLN	Information Access	Improve the library's physical and technological infrastructure	1, 2, 4, 5, 7, 8
Goal 2: Improve the Maine library workforce via continuing education, professional development, and leadership opportunities	Continuing Education	Institutional Capacity to improve the library workforce	Improve library operations	3, 5, 7, 8
	Specialists and Liaisons (MRLS)	Institutional Capacity to improve the library workforce	Improve library operations	3, 5, 7, 8
Goal 3: Opportunities for Life-Long Learning for Maine residents is attainable and enhanced through Maine State Library online resources and local library programs and offerings, both in-person and virtual.	Digital Maine Library	Lifelong Learning	Improve users' formal education	1, 2, 7, 8
Goal 4: All Maine residents, including people who are underserved, those living in rural communities, the disabled or any resident who struggles with socioeconomic challenges, may improve their lives through library services.	MSL Outreach Library	Information Access	Improve users' ability to obtain and/or use information resources	5, 6, 7, 8
	Talking Books Plus	Information Access	Improve users' ability to obtain and/or use information resources	6,7,8

## Evaluation Plan

The Maine State Library has developed outcomes, indicators, and methods for evaluating each program in this plan. We will use a combination of output measures and user surveys to gauge our progress toward the goals throughout this plan's life.

### Evaluation Matrix – Outcomes and Indicators

Goal 1:	Outcomes	Indicators	Indicators
Maine InfoNet Partnership			
Maine residents have easy access to a large number of comprehensive online resources either through their local library or at home. (Digital Maine Library)	# of database hits	Feedback/Help Form analysis and statistics	
Maine citizens, library patrons and students have increased access to the collections of many Maine libraries (MaineCat)	Circulation #s	% and/or number increase of Maine libraries in MaineCat #APIs deployed	
Maine citizens and all library types have expanded access to downloadable audio and e-books. (Download library)	Circulation #s	% increase in collection size	
MRLS: ARRC Project			
Libraries that are not members of a state ILS consortium can offer ILL services to their patrons.	ILL statistics		
Library users in all areas of Maine have access to more materials.	ILL statistics	List/map of user distribution	
Maine citizens have access to a wider array of services, programs, and materials than many small libraries can offer	ILL statistics		
The information needs of library patrons in areas served by small libraries staffed with paraprofessionals are met.	Library User Survey		
Libraries have increased access to in-state materials for their patrons via statewide delivery service	# items via delivery	# libraries participating in van delivery	
Libraries and other organizations have access to digitization and archiving services	# visits to MSL Digitization Lab	# items in Maine Cotemporary Archives	
Networkmaine Partnership for MSLN			
Public libraries provide high speed broadband connections both wired and wirelessly to their communities	# and % of MSLN libraries	connection speed reports	
Public libraries comply with federal E-rate rules	# and % of MSLN libraries compliant with CIPA		
Public libraries have access to videoconferencing cloud services	# libraries with Zoom subscriptions	# Zoom sessions per year	

Goal 2:	Outcomes	Indicator	Indicator
	<b>Continuing Education</b>		
	Maine library staff increase their knowledge of the library profession.	IMLS survey of workshop participants	
	Maine library staff increase their ability to strengthen library services in their communities	IMLS survey of workshop participants	
	<b>Specialists and Liaisons: MRLS</b>		
	Library staff informational needs are met	# of communications (email, phone, Zoom)	
	Libraries strengthen and develop new programs	PLS and MPLF statistics	
	Libraries convene and collaborate regionally and statewide to improve library services	# meetings	IMLS survey of meeting participants
	Statewide goals are established, achieved, and reviewed regularly	Section goals established and published	

Goal 3:	Outcomes	Indicator	Indicator
	<b>Digital Maine Library</b>		
	Maine students of all ages, public library patrons, and Maine resident have access to a variety of information resources	# of learning tools	# of information resources
	Local level costs are minimized for school, academic and public libraries for databases	Report from vendors	

Goal 4:	Outcomes	Indicator	Indicator	Indicator
	<b>MSL Outreach Library</b>			
	Rural Maine residents have access to library materials in a variety of formats	# and % increase of patron participation and geographic distribution	# circulations	# and % of positive responses on user satisfaction surveys
	Rural Maine residents with no library or with a library open less than 12 hours have greater access to library materials in a variety of formats.	# and % who participate	# circulations	# and % of positive responses on user satisfaction surveys
	Homebound Maine residents have access to library materials in a variety of formats at no cost	# and % who participate	# circulations	# and % of positive responses on user satisfaction surveys
	<b>Talking Books PLUS</b>			
	All eligible Maine citizens have access to NSL materials in accessible formats regardless of age, economic circumstances, or technical expertise	# of patrons served	# items circulated	# and % of positive responses on user satisfaction surveys
	Improved library and public awareness of MSL's Talking Books PLUS Program and our services for the blind, visually impaired, and physically disabled in Maine.	# presentations and meetings;		

## Stakeholder Involvement

The Maine State Library involves stakeholders statewide using a variety of methods and tools. Communication through listservs, regularly scheduled meetings, conferences, online meetings monthly, surveys and program

evaluations are on-going through each year of the plan. Information is then used to develop, implement, and evaluate the plan. The Maine Library Commission is a 17-member board appointed by the Governor, with a broad representation of the state's library community. The Commission establishes the policies and operations of the State Library, gives advice, and makes recommendations on the expenditure of state and federal funds, and establishes guidelines and policies for statewide library programs. The Maine Library Commission serves as the designated State Advisory Council on Libraries in statute (27 M.R.S. §112(4) (1989)) and is the approver of federal plans. The Commission approved this plan on June 27, 2022.

The 2023-2027 plan for Maine was developed with feedback from stakeholders gathered in the following ways:

#### **Maine State Library statewide surveys**

- MSL Continuing Education Survey for Public Libraries (November 2022)
- QualityMetrics, LLC LSTA Evaluation Survey (January 2022)
- MSL Five Year Plan Survey (April 2022)

#### **Evaluations from regional and statewide training events**

- Review of comments in evaluations during the last five-year plan (2018-2022)

#### **Statewide Zoom Meetings** (March 2020 to March 2022)

#### **Responses to drafts from the Maine State Library and LSTA project staff responsible for carrying out the plan.**

#### **Project early drafts reviewed by:**

- Outreach Library and Talking Books Plus (Chris Boynton, Alison Maxell)
- Continuing Education and Specialists and Liaisons: MRLS (Marijke Visser)
- Maine InfoNet Partnership (James Jackson Sanborn, Janet McKenney)
- Area Reference and Resource Centers: MRLS (James Ritter, Janet McKenney)
- Networkmaine Partnership for MSLN (Jared Leadbetter, Janet McKenney)

For implementation and evaluation feedback for this plan communication and feedback will be continuous during the 2023-2027 timeframe. The Maine State Library's Library Development Director and LSTA Coordinator will utilize the following tools and methods to evaluate and make mid-course corrections and adjustments as needed.

- Listserv discussions monitored: MELIBS-L, MEINFO-L, Minerva-L, Download Library -L, MELIB-TRUSTEE, Academic Librarians, E-rate-Maine, Public Lib Directors, MSLNTC-L
- Meeting presentations and discussions at state conferences (MLA and MASL)
- Participation in regular meetings of: Networkmaine Advisory Council, Maine InfoNet Board
- Reporting at Maine Library Commission and MLAC meetings Meetings in each of the 9 service regions (usage of IMLS Evaluation Form either via Survey Monkey or via paper at face-to-face events)
- Meetings with LSTA Project Directors and participants
- Usage of IMLS Evaluation Form for training programs

#### **Communications and Public Availability**

The Maine State Library posts approved LSTA Five Year Plans, State Program Reports and LSTA Five Year Plan Evaluations at the Maine State Library website at: <https://www1.maine.gov/msl/libs/lsta/index.shtml>

Plans, reports, and evaluations are also submitted to the Digital Maine archive: <http://digitalmaine.com/>

Notice of all LSTA reports are announced on the MELIBS and MEINFO listservs and are provided to the Maine Library Commission and the Maine Library Advisory Council (MLAC).

#### **Monitoring**

The Maine State Library uses federal funds for statewide services and contracts with organizations for services. MSL does not have a LSTA sub-grant program. Monitoring of contracted services is done through ongoing meetings and is interwoven in the MSL's ongoing work with all these organizations. Meetings include:

- Maine Library Commission



- Maine InfoNet Board Meetings
- Maine State Library Division Directors Monthly meetings
- Maine Library Advisory Council meetings
- Monthly Statewide Zoom meetings

## Assurances

The following are the required certifications and assurances been submitted separately.

1. Assurances of Non-Construction Programs
2. State Legal Officer's Certification of Authorized Certifying Official
3. Internet Safety Certification for Applicant Public Libraries, Public Elementary and Secondary School Libraries, and Consortia with Public and/or Public School Libraries

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*

**DECLARATION OF ELIZABETH “ELISSA” SANGALLI**

Pursuant to 28 U.S.C. § 1746, I, Elizabeth “Elissa” Sangalli, hereby declare as follows:

1. I am a resident of the State of Michigan. I am over the age of 18 and have personal knowledge of all the facts stated herein, except to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am currently employed by Northern Great Lakes Initiatives (d/b/a Northern Initiatives) as Chief Executive Officer.

3. Northern Great Lakes Initiatives is a Michigan not for profit corporation which, among other things, assists entrepreneurs and small businesses with access to capital and technical assistance.

4. In 2023, Northern Great Lakes Initiatives as the lead recipient was awarded a four- year cooperative agreement grant totaling \$3,000,000 (“MBDA Award”) under the U.S. Department of Commerce Minority Business Development Agency (“MBDA”) Capital Readiness Program, Fiscal Year 2023 Notice of Funding Opportunity Number MBDA-OBD-2023-200775 (“NOFO”) as authorized by Section 3009(e)(2) of the Small Business Jobs Act of 2010, as amended by the American Rescue Plan Act of 2021 (codified at 12 U.S.C. § 5708(e)(2)).

5. According to the NOFO, the MBDA Capital Readiness Program is designed to help close the entrepreneurship gap between socially and economically disadvantaged

individuals (SEDI) and non-SEDI by providing technical assistance for entrepreneurs starting or scaling their businesses who are seeking various forms of capital.

6. Also according to the NOFO, the MBDA specifically expects the MBDA Capital Readiness Program “to serve SEDI-owned businesses that are applying, have previously applied, or plan to apply to an State Small Business Capital Initiative (SSBCI) capital program or other government program that supports small businesses.”

7. Upon information and belief, for the MBDA Capital Readiness Program, a SEDI-owned business is:

a) a business that is owned and controlled by individuals or whose current majority founders are individuals who have had their access to credit on reasonable terms diminished compared to others in comparable economic circumstances, due to their:

- (1) membership in a group that has been subjected to racial or ethnic prejudice or cultural bias within American society;
- (2) gender;
- (3) veteran status;
- (4) limited English proficiency;
- (5) disability;
- (6) long-term residence in an environment isolated from the mainstream of American society;
- (7) membership in a federally or state-recognized Indian Tribe;
- (8) long-term residence in a rural community;
- (9) residence in a U.S. territory;

(10) residence in a community undergoing economic transitions (including communities impacted by the shift towards a net-zero economy or deindustrialization); or

(11) membership in an underserved community.

b) a business enterprise that certifies that it is owned and controlled by individuals whose residences are in Community Development Financial Institution (CDFI) Investment Areas, as defined in 12 C.F.R. § 1805.201(b)(3)(ii);

c) a business enterprise that certifies that it will build, open, or operate a location in a CDFI Investment Area, as defined in 12 C.F.R. § 1805.201(b)(3)(ii); or

d) a business enterprise that certifies that it is located in a CDFI Investment Area, as defined in 12 C.F.R. § 1805.201(b)(3)(ii).

8. According to the NOFO, the MBDA Capital Readiness Program, as is set forth in 12 U.S.C. § 5708(e)(2), is expected to serve SEDI-owned businesses that plan to apply, previously applied, or are applying to a State Small Business Credit Initiative or other government program that supports small businesses.

9. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the MBDA, to eliminate the non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of the statutory functions and associated personnel to the minimum presence and function required by law.

10. Upon information and belief, the MBDA is the primary federal agency tasked to assist minority-owned business enterprises (MBEs) in overcoming the history of social and economic disadvantage that has limited their participation in America's economy.



11. Pursuant to the MBDA Award, Northern Great Lakes Initiatives provides capital readiness programming to SEDI entrepreneurs and SEDI-owned businesses.

12. Pursuant to the MBDA Award and consistent with 12 U.S.C. § 5708(e)(2), Northern Great Lakes Initiatives capital readiness program services include technical assistance to SEDI entrepreneurs and SEDI-owned businesses, which helps them find and access sources of capital, understand business cash flow, develop business plans, and manage capital.

13. The technical assistance provided by Northern Great Lakes Initiatives under the MBDA Award helps prepare SEDI-owned businesses to access loans and other financial products.

14. In providing those services, Northern Great Lakes Initiatives is assisted by the MBDA's provision of funds under the MBDA Award.

15. In my opinion, the MBDA Award is critical for the development of SEDI-owned businesses in Michigan because the funding allows Northern Initiatives to provide technical assistance to SEDI entrepreneurs and SEDI-owned businesses it would not otherwise be able to serve, including to the more than 100 small businesses per year which receive services from Northern Initiatives supported by the MBDA Award.

16. Northern Great Lakes Initiatives' annual budget relies on the MBDA Award funding, as it allocated resources, developed programs, and hired staff based on the anticipated receipt of such funding.

17. Any pause or elimination of MBDA Award funding likely would cause Northern Great Lakes Initiatives to lay off staff who are providing services to SEDI entrepreneurs and SEDI-owned businesses.

18. Any pause or elimination of MBDA Award funding likely would cause Northern Initiatives to reduce its capital readiness programming, including the number of workshops and one-on-one technical assistance.

19. The MBDA Award is Northern Great Lakes Initiatives' first and only grant with the MBDA.

20. Upon information and belief, Northern Initiatives is in compliance with the MBDA Award and required reports for the first year of the MBDA Award were submitted on time by Northern Initiatives and accepted by the MBDA.

21. Over the next 29 months (MBDA Award to Northern Initiatives ends on August 31, 2027), Northern Initiatives as the lead recipient is scheduled to receive disbursements/reimbursements from MBDA under the MBDA Award in an amount totaling \$1,875,000.

22. If Northern Initiatives does not receive the remaining disbursements/reimbursements under the MBDA Award, Northern Initiatives' ability to serve SEDI entrepreneurs and SEDI-owned businesses will be restricted and Northern Initiatives will be forced to reduce its personnel.

23. Upon information and belief, on or about February 28, 2025, Northern Initiatives' MBDA program officer's contract was not renewed.

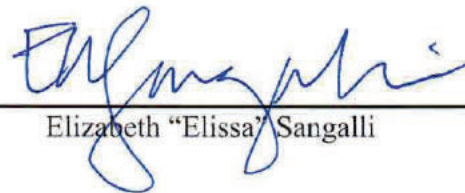
24. In early March 2025, Northern Initiatives was informed that the MBDA Capital Readiness Program Team was reduced to three people; and Northern Initiatives has received limited communications from MBDA since that time.

25. If the MBDA ceased to function in a meaningful way, in my opinion, hundreds of SEDI entrepreneurs and SEDI-owned small businesses would not receive access to the technical



assistance and financial tools that could help them access capital and succeed. I expect this would negatively impact the State of Michigan's economic development efforts.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Grand Rapids, Michigan.



---

Elizabeth "Elissa" Sangalli

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

C.A. No.:

**DECLARATION OF RANDY RILEY**

Pursuant to 28 U.S.C. § 1746, I, Randy Riley, hereby declare that the following is true and correct:

1. I am the State Librarian for the Library of Michigan, a position I have held since 2014. As the State Librarian, I have personal knowledge of the matters set forth below or have knowledge of the matters based on my review of information and records gathered by my staff.

2. The Michigan Legislature created the Library of Michigan to guarantee that the people of Michigan, as well as its government, would have one perpetual institution to collect and preserve Michigan publications, conduct reference and research, and support libraries statewide. As such, the Library of Michigan is responsible for, among other things, providing local libraries with administrative, statistical, and continuing education tools for staff development and management. The Library of Michigan also provides access to subscription resources, books, and articles to Michigan residents both online and in-person.

3. As the State Librarian, I am responsible for the annual funding allotted to the Library of Michigan through the Institution of Museum and Library Services (IMLS) Grants to States Program. This funding is utilized to provide services to libraries statewide that meet the priorities and purposes of the Museum and Library Services Act of 2018, 20 U.S.C. § 9101 *et seq.*

4. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including IMLS, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law. Consistent with this Executive Order, on March 31, 2025, it was announced that all IMLS staff will be placed on administrative leave.

5. Given my experience, I believe that Executive Order 14,238 and the consequent reduction in IMLS’s staff will result in IMLS’s inability to administer financial awards and/or programs on which the Library of Michigan relies and on which it expects to rely in the future, causing considerable harm to Michigan and the Library of Michigan. This will also significantly harm tribal libraries, academic libraries, public libraries, and non-profits serving libraries throughout Michigan that receive support and competitive grants through IMLS.

#### The Museum Library Services Act

6. In 1996, Congress established the IMLS by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act (LSTA), which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding to help support libraries across the United

States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

7. IMLS, which administers the LSTA, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State with the extension and development of public library services throughout the State.” *Id.* § 9122(4). The Library of Michigan is a State library administrative agency.

8. In order to receive funds under the LSTA, each State library administrative agency must submit to IMLS its five-year state plan, which describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of the Library of Michigan Five-Year Plan is attached as Exhibit 1, and available online [here](#).

9. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). The Library of Michigan’s Five-Year Plan was approved on September 14, 2022. (See Exhibit 2 – 9/14/22 Ltr From IMLS.)

10. After the plan has been approved (letter attached), IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b) and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

11. Section 9141 provides that:

Of the funds provided to a State library administrative agency under [20 U.S.C. § 9123] section such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all

ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3)

(A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

The Institute of Museum and Library Services' Impact in Michigan

12. The Library of Michigan has received funding from IMLS since its inception and has successfully used the annual funds without compliance or performance issues. IMLS rules require a detailed annual financial and narrative report for all funded projects, a site visit every four to five years, and a formal evaluation of the LSTA program in Michigan every five years. The Library of Michigan has successfully completed all requirements.

13. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. Michigan received \$4,788,124 through this program for fiscal year 2024.<sup>1</sup> These funds represent the Federal share of dollars, or 66% of the total dollars, to support the activities in Michigan's approved plan, with Michigan contributing \$2,466,609.33 (34%) in state matching funds. As the Grants to States grant allocations are based on populations, the Library of Michigan estimated a similar budget to 2024 for IMLS funding for fiscal year 2025, estimating approximately \$4,775,000.

14. The Library of Michigan's budget for this year relies heavily on the \$4,788,124 in promised federal funding. In fact, this IMLS funding provides 75% of the funding for all statewide services, resources, and support to Michigan libraries and their users.

15. The Library of Michigan uses these federal funds primarily for statewide resources and programs that benefit school, public, and academic libraries; library users; and Michigan residents directly. The Library of Michigan programs that the federal funds support include:

- **Michigan eLibrary (MeL) Databases:** MeL databases contain hundreds of thousands of subscription magazine and newspaper articles, reference book articles, art images, eBooks, historical documents and images, and other full-text materials.

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here:  
<https://www.imls.gov/sites/default/files/2024-04/imslstastateallotmenttablefy2024.pdf>.

Content ranges from PreK-12 to professional and research levels in science, medicine, technology, humanities, arts, social sciences, law, and genealogy. Spanish language materials are available for PreK-12 students and translation is available in magazine and newspaper databases to support learners who are learning or speak other languages. State funds also support early literacy resources.

- **The statewide MeL resource sharing catalogue (MeLCat):** Michigan residents are using MeLCat to easily identify and request convenient, quick, and free delivery of materials from other participating Michigan libraries to their own library for pick up. The program currently loans well over a million items a year.
- **eBooks:** The Library of Michigan supports a collection of thousands of non-fiction and reference electronic books for K-12 students and teachers, college-level academics, and professionals. Topics include science, computers, business, education, and humanities, among others.
- **Tests, Tutorials, and Workforce Development:** The Library of Michigan offers a comprehensive, interactive site with occupational, licensing, and academic practice tests and tutorials for K-16 and job seekers, from the GED to the GRE.
- **Continuing Education for Librarians and Trustees:** The Library of Michigan supports training for staff and partner organizations, such as conferences, workshops, topical learning cohorts, and webinars. The Library of Michigan provides a range of online continuing education resources for librarians and trustees, as well as continuing education stipends, giving library staff the opportunity to learn new techniques and methods to reach underserved residents. The Library of Michigan maintains a Library Science collection for use by the Michigan library community and provides law, trustee, and financial manuals for library staff.
- **Early Literacy Support:** The Library of Michigan provides high-quality, resource-filled summer reading manuals from the Collaborative Summer Library Program to public libraries, saving the libraries staff time and money. It also offers an online reading support platform. Support for the Ready to Read early literacy program also helped provide quality early literacy programming and training to children's librarians as they work with families in their communities.
- **Digitization Support:** The Library of Michigan participates in statewide digitization efforts such as the Michigan Digital Preservation Network, Michigan newspaper digitization work at Central Michigan University's Clarke Historical Library, support for Making of Modern Michigan and Michigan Memories projects, and grants funding local history and special collections work.
- **Grants:** The federal funds support various grants through the Library of Michigan. For example, Public Library Services grants are small summer programming grants for public libraries in the areas of technology, children &



teen programs, and literacy. Improving Access to Information grants are one-year grants for public and academic libraries to increase capacity to provide access to library collections and information. For federal fiscal year 2023, the Improving Access to Information grant was offered, and 18 academic and public libraries received approximately \$346,00 for various projects. This year's budget also includes the award of \$234,265 in grants to 12 academic and public libraries, of which \$152,892 remains outstanding.

- **Technology Support:** Michigan participates in Ploud, a nation-wide collaborative to provide high quality, easy to use web sites for public libraries, giving their communities online access to statewide resources. The Library of Michigan also provides consulting support for public libraries to participate in the federal E-Rate program.

16. In addition to these programs, the Library of Michigan uses federal funds to pay the salaries of 1.2 full-time employees.

17. To obtain the promised federal funding, the Michigan Department of Education (MDE)—the state agency that operates the Library of Michigan—requests drawdowns on our current Federal awards at irregular intervals. The Library of Michigan has \$648,938 remaining for fiscal year 2025 to expend and be reimbursed. Of that, \$552,802 has been committed for expenditures such as grants to libraries, staff salaries, etc.

18. MDE requested its most recent disbursement on March 26, 2025. However, as of April 1, 2025, the disbursement had not been received. If the Library of Michigan does not receive this disbursement, every facet of its operations will be impaired, including: public and academic libraries' active grants; access to ongoing programs, including those required for certification and eligibility to receive state aid; and staff salaries.

19. IMLS has informed the Library of Michigan that the implementation of current Executive Orders, including Executive Order 14,238, may delay reimbursements.

20. In fact, on March 31, 2025, I received the below email from IMLS advising that the entirety of its staff was being placed on administrative leave, effective immediately:

**From:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Sent:** Monday, March 31, 2025 2:38 PM  
**To:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Cc:** Dennis Nangle <[DNangle@imls.gov](mailto:DNangle@imls.gov)>; Madison Bolls <[MBolls@imls.gov](mailto:MBolls@imls.gov)>; Cindy Boyden <[CBoyden@IMLS.gov](mailto:CBoyden@IMLS.gov)>; Laura McKenzie <[LMcKenzie@imls.gov](mailto:LMcKenzie@imls.gov)>  
**Subject:** all IMLS staff going on administrative leave today

**CAUTION: This is an External email. Please send suspicious emails to [abuse@michigan.gov](mailto:abuse@michigan.gov)**

**TO: Chief Officers and LSTA Coordinators**

Within the last hour IMLS received word that all staff are going to be placed on administrative leave, effective today. We will not be able to work or respond to your emails, and we don't have any information about future timelines related to this action.

Please share with other staff as appropriate, and please know how much we appreciate you and your work.

**Teri DeVoe**

Associate Deputy Director, Grants to States  
Institute of Museum and Library Services  
955 L'Enfant Plaza North, SW, Suite 4000  
Washington, D.C. 20024  
P: 202-653-4778  
[Website](#) | [LinkedIn](#) | [Facebook](#)

21. That same day, I also received the below statement from AFGE Local 3403 on the status of IMLS, advising that “[t]he status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated”:

---

**From:** Emily Curry <[ERCurry@cooleypublicstrategies.com](mailto:ERCurry@cooleypublicstrategies.com)>  
**Sent:** Monday, March 31, 2025 3:32:51 PM  
**Subject:** FOR IMMEDIATE RELEASE: Official Statement from AFGE Local 3403 on the Status of Museum and Library Services

Please see statement below from the American Federation of Government Employees Local 3403. For questions, please email [ercurry@cooleypublicstrategies.com](mailto:ercurry@cooleypublicstrategies.com)



**A Statement from AFGE Local 3403 on the Status of the Institute of Museum and Library Services**

Earlier today, the Institute of Museum and Library Services notified the entire staff that they are being placed on administrative leave immediately. The notification followed a brief meeting between DOGE staff and IMLS leadership. Employees were required to turn in all government property prior to exiting the building, and email accounts are being disabled today. Museums and libraries will no longer be able to contact IMLS staff for updates about the funding they rely upon.

In the absence of staff, all work processing 2025 applications has ended. The status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.

###

**Emily Curry**

COOLEY PUBLIC STRATEGIES  
o. 615.742.8112 | m. 937.825.2835 | [ecurry@cooleyps.com](mailto:ecurry@cooleyps.com)  
213 Overlook Drive | Suite A-1 | Brentwood, TN 37027

22. Because there is no staff to administer the IMLS Grants to States program, it is unlikely that the Library of Michigan will receive the remainder of its 2025 Grants to States Award by October 31, 2025, as expected, which will cause immediate and irreparable harm to Michigan.

23. Any pause in our federal funding would severely impact the Library of Michigan's operations. For example, the MeLCat service would be immediately impaired. In Michigan, 368

out of 397 public libraries, and 52 out of 79 academic libraries, use MeLCat as an integral part of their daily circulation of library materials. In 2024, libraries shared 1,061,217 items, an average of 2,907 books a day. That same year, Michigan residents accessed 19,236,855 articles and journals. This service is of vital importance to residents—in particular, K-12 students, and higher education students—and is used in every county of the state. Residents and schools would be unable to individually purchase the vast number of resources available through MeL and MeLCat.

24. A pause in federal funding would also greatly reduce training resources and online and in-person training activities for libraries—including access to training that is required in Michigan for certification and eligibility to receive state aid.

25. As a result of Executive Order 14,238, the Library of Michigan has canceled a summer grant program for summer 2025, which is primarily used to support small and rural libraries, out of concern that the Library of Michigan would be unable to reimburse their costs after awarding grants. This summer grant program provides approximately 130 to 150 grants of up to \$2,000 each for summer programming.

26. The Library of Michigan has also delayed all grant program applications for 2026 due to the lack of an approved budget for that period. These applications otherwise would be submitted now. And even if grant funding is approved, at this point, the funded programs could only operate for six to nine months, as opposed to a full year.

27. Additionally, with the loss of LSTA funding from IMLS, the Library of Michigan will not be able to honor contracts connected to MeL or MeLCat. As a result, the Library of Michigan will need to cancel MeL-related business, resulting in a loss of jobs.

28. The Library of Michigan, supported by LSTA funds through IMLS, provides significant training and support for academic, public, and school libraries in, among other things:

(1) using MeL eContent for residents and students; (2) using MeLCat to provide physical content to residents and students; (3) library administration; (4) grants management; (5) financial management; (6) digitization and preservation of historic materials; (7) early literacy and children's programming support; and (8) legal issues relating to libraries and information access.

29. IMLS further provides the following surveys and data sets:

- The Public Library Survey (PLS), which examines library services to the public across the county and allows policymakers and library stakeholders to make informed decisions about the management and support for libraries. The PLS also provides a source of vetted data for researchers and the public.
- The State Library Administrative Agency (SLAA) Survey, which is a biennial survey collected from state libraries to allow state library agencies to compare with peers. The SLAA Survey also helps stakeholders and policymakers make informed decisions regarding library services at the state level.
- A search and compare tool that allows anyone to compare public libraries across the United States.
- A data tool that allows users to compare all State Library Agencies.
- A Data Catalog with over 30 years of PLS data sets.
- Publications discussing the state of libraries in the United States.
- Compilations of IMLS funding reports for all states and the District of Columbia.

30. All of these services will be impacted by the implementation of Executive Order 14,238, including the placement of IMLS staff on administrative leave, which will have repercussions on the Library of Michigan's operations.

31. For instance, the Library of Michigan uses the SLAA Survey and the PLS to make comparisons among Michigan public libraries and with other states in order to identify usage trends and financial needs, and to show evidence-based examples of how libraries are effectively used in communities.

32. The PLS and SLAA Survey provide necessary data to allow users to understand how libraries are being funded and used across the nation. PLS houses a large amount of longitudinal data, including financial, service, and use trends across the country over the last 30 or more years. Losing access to this information, and no longer collecting new data, will have a detrimental effect on library services in the United States. Libraries will have more difficulty in making sound financial decisions regarding use of public funds without this data and other evidence showing how the public is using libraries across the state and nation.

33. In addition, the Library of Michigan routinely seeks advice on funding compliance issues from IMLS program staff to ensure the legal and fiscally responsible use of LSTA funds and are unable to seek compliance direction when all IMLS staff are on administrative leave.

34. Ultimately, a termination or delay in IMLS financial awards and programs—on which the Library of Michigan relies and expects to rely on in the future—will effectively eliminate access to a vast number of informational resources for the residents of Michigan. This will have particular impact on those who live in small or rural areas of our state and those who are unable to afford to purchase these resources.

35. Additionally, termination or delay may interrupt certification processes for librarians, impacting libraries' ability to receive state aid funds. Librarians also will be left without data or evidence to make informed financial and service decisions.

36. Finally, termination or delay will deprive Michigan children of summer reading enrichment and limit the ability of libraries to improve access to information, including access to local historical documents and even to their basic website presence.

37. In short, IMLS funds and programs have a profound impact on improving outcomes in Michigan for students, professionals, and lifelong learners. Their loss will be felt across the state.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 2, 2025, at Lansing, Michigan.

A handwritten signature in cursive script, reading "Randy Riley".

---

RANDY RILEY

# Exhibit 1





# LIBRARY SERVICES & TECHNOLOGY ACT FIVE-YEAR PLAN FOR MICHIGAN OCTOBER 2022 - SEPTEMBER 2027

*Randy Riley, State Librarian & Karren Reish, LSTA Coordinator*





# TABLE OF CONTENTS

Mission Statement	3
Needs Assessment	4
Goals	5
Projects	6
Timeline	8
Coordination Efforts	8
Focal Area Crosswalk	9
Evaluation Plan	10
Stakeholder Involvement	10
Communication and Public Availability	11
Monitoring	11

# MISSION STATEMENT

“The Michigan Legislature created the Library of Michigan to guarantee the people of this State and their government one perpetual institution to collect, preserve and provide access to the story of the State, and to support libraries in their role as essential community anchors.”

An agency of the Michigan Department of Education (MDE), the Library of Michigan (LM) is comprised of two main divisions: Library Development, and the LM research library, comprised of Special Collections and Technical and Access Services. Library Development provides consulting services; subgrants; public library staff certification; state aid to public libraries; professional development programs, content, resources, and training; and the Michigan eLibrary (MeL), the virtual library with resources for all Michigan libraries and residents. Special Collections provides research support and programming around its Michigan related collections for the general public, researchers, and state government employees. Technical and Access Services maintains the LM collections, including the Law Library, the Michigan Collection, the Rare Book Room, government documents, and genealogy materials related to the state of Michigan.

Through a variety of programs, partnerships and initiatives, LM seeks to best serve the information needs and interests of the patrons, legislature, state government, Michigan libraries and the Michigan residents who rely on their libraries.

## NEEDS ASSESSMENT

LM continuously collects both usage and evaluation data about Library Development services and resources. In preparation for the new Five-Year Plan, the Library also reached out to public, academic and school library staff and specific stakeholder groups such as the LM LSTA Advisory Council and state library associations. Library Development staff is engaged in the Michigan library community and remains alert to issues in libraries through active participation in state and national library organizations and regular visits to individual libraries. Finally, in response to pandemic closures, Library Development staff began weekly, now monthly, virtual meetings for library staff and directors on safety and legal issues, programming and services in the new environment, and the challenges of working with community members in times of uncertainty.

Assessment activities for this Five-Year Plan included:

- LSTA Advisory Council meetings.
- Biannual statewide programs are distributed to the Michigan library community with the goal of analyzing the usage and impact of MeL and other statewide programs.
- Solicitation of feedback in evaluations from library staff participating in specific programs, such as Summer Reading, Ploud, etc.
- The Five-Year Plan for 2017-2022 Evaluation, completed in 2022 by Growth Management Consultants, which included:
  - A statewide survey of library staff from all library types and areas of the state.
  - Six virtual focus group discussions with managerial library staff from all library types and areas of the state.
  - A virtual focus group discussion with LSTA Advisory Council members.
  - Discussions with Library Development staff.
  - A review of evaluation, usage, and survey data of LSTA funded projects.
  - A review of State Program Report data from FFY 2015 to 2019 provided by IMLS.

This assessment informed the following needs of Michigan libraries and their communities:

- Libraries continue to need collection resources in a variety of formats for their communities' information needs. The pandemic has increased that need with additional demand for digital formats.
- Libraries continue to need staff training on a wide range of professional and social issues to provide for their communities' information needs. The pandemic has increased that need with additional community expectations of libraries for social support and remote/at home programming.
- Libraries continue to need staff training on the bedrock of library services to the community, being the range of literacies needed in their communities. Digital, financial, cultural literacies are at the root of many community issues as well as the need for early literacy, adult literacy, and ESL support.
- Libraries continue to need support to increase community digital access. The pandemic has made it clear how uneven digital access is across and within communities, reducing community access to resources.
- Libraries continue to need support and guidance on the best practices to provide access to special collections and local history to their communities. Communities expect digital access to local materials, which libraries must create and manage the digital versions locally.

LM will monitor the Needs Assessment by continuing to work with the LSTA Advisory Council, survey the library community through program and event evaluations, biannual surveys of statewide programs and resources, regular and on-going meetings with library staff, and the Five-Year Plan evaluation that will occur for the 2022-2027 plan. Library Development staff also visit libraries to discuss local conditions and issues with staff and trustees.

## GOALS

To meet the identified needs of Michigan's residents, LM has established the following goals for the next five years. In collaboration with libraries of all types, state agencies, and other statewide and community groups, the Library intends to improve statewide services to achieve these goals. Goals are in order of priority. Priority was established by the number of libraries and Michigan residents impacted by the programs associated with the goals. The Library will use IMLS funds in conjunction with state and local funds to support activities that are statewide projects and competitive subgrants.

### **Goal 1: Michigan libraries will have access to collection resources in support of their community's information needs.**

Need: Libraries continue to need collection resources in a variety of formats for their communities' information needs. The pandemic has increased that need with additional demand for digital formats.

LSTA Purposes: 20 U.S.C. § 9141 (1), (2), (4), and (7).

### **Goal 2: Michigan libraries will have access to staff training and resources on library programming and services in support of their community's lifelong learning needs.**

Need: Libraries continue to need staff training on a wide range of professional and social issues to provide for their communities' information needs. The pandemic has increased that need with additional community expectations of libraries for social support and remote/at home programming.

LSTA Purposes: 20 U.S.C. § 9141 (3), (5) and (6).

### **Goal 3: Michigan libraries will have access to staff training and resources on various literacies in support of their community's range of literacy needs.**

Need: Libraries continue to need staff training on the bedrock of library services to the community, being the range of literacies needed in their communities. Digital, financial, and cultural literacies are at the root of many community issues, as well as the need for early literacy, adult literacy, and ESL support.

LSTA Purpose: 20 U.S.C. § 9141 (3), (5) and (6).

### **Goal 4: Michigan libraries will have opportunities to increase access to online services and resources in support of their community's need for digital access.**

Need: Libraries continue to need support to increase community digital access. The pandemic has made it clear how uneven digital access is across and within communities, reducing community access to resources.

LSTA Purpose: 20 U.S.C. § 9141 (3), (4), (5), (6) and (7).

### **Goal 5: Michigan libraries will have opportunities to improve their local history and special collections in support of their community's history.**

Need: Libraries continue to need direction and guidance on the best practices to provide access to special collections and local history to their communities. Communities expect digital access to local materials, which libraries must create and manage the digital versions locally.

LSTA Purpose: 20 U.S.C. § 9141 (1), (3), (4) and (7).

## PROJECTS

To meet these goals, LM will work toward the following objectives through coordinated activities with the statewide library community. IMLS funding will provide the base level of support, in addition to Library Development staff and state funds and local library staff and local funds. LM will continue to research and develop new activities that fit these goals and objectives to meet the needs of Michigan libraries and communities over the period of the Five-Year Plan.

### **Goal 1: Michigan libraries will have access to collection resources in support of their community's information needs.**

#### **Objective 1: Libraries will have access to materials from the collections within the statewide resource sharing system.**

Activity 1: MeLCat, the statewide resource sharing system, will be maintained to provide consistent access to library collections. Outcome: Libraries will have access to needed materials at the time of the community need.

Activity 2: Library staff will be trained in the use of MeLCat, the statewide resource sharing system, to ensure community access is equitable and timely. Outcome: Libraries will be able to participate successfully in the resources sharing system.

#### **Objective 2: Libraries will have access to content databases appropriate for a range of community information needs.**

Activity 1: MeL, the statewide digital library, will be maintained to provide consistent, stable access to digital content. Outcome: Libraries will be able to provide onsite and remote access to digital content at the time of the community need.

Activity 2: Library staff will be trained in the use of the MeL content and resources to provide information and support to users. Outcome: Libraries will be able to support community use of MeL digital content.

### **Goal 2: Michigan libraries will have access to staff training and resources on library programming and services in support of their community's lifelong learning needs.**

#### **Objective 1: Libraries will have resources to learn current trends and best practices to improve library services and programs for their communities.**

Activity 1: Library staff will have access to professional development resources at their time of need to learn library skills and best practices for programs and services. Outcome: Libraries will be able to provide appropriate programs and services to meet their community's lifelong learning needs.

Activity 2: Library staff will have access to professional development training at their time of need to learn library skills and best practices for programs and services. Outcome: Libraries will be able to provide appropriate programs and services to meet their community's lifelong learning needs.

#### **Objective 2: Libraries will have training opportunities to learn current trends and best practices to improve library services and programs for their communities.**

Activity 1: Libraries will have access to synchronous virtual and in-person statewide and national professional development opportunities on a range of library programming and management topics and for a range of demographic groups. Outcome: Libraries will be able to improve staff knowledge and library services to their community.

#### **Objective 3: Libraries will have resources and training opportunities to assist library trustees in learning about library governance and best practices to improve library services and programs for their communities.**

Activity 1: Public library trustees and board members have access to training on library governance and administration. Outcome: Trustees and board members will be prepared to govern and administer their community's public library.

### **Goal 3: Michigan libraries will have access to staff training and resources on various literacies in support of their community's range of literacy needs.**

**Objective 1: Libraries will have resources and training to promote emergent and family literacy skills in their communities.**

Activity 1: Public libraries will have access to Summer Reading support and training to maintain and improve both in-person and virtual programs. Outcome: Libraries will be prepared to provide literacy support to children and teens through Summer Reading programs.

Activity 2: Public libraries will have access to training and materials to promote the development of family and early literacy skills, especially in underserved populations. Outcome: Library staff will be prepared to assist parents, caregivers, and children with appropriate early literacy skill development.

**Objective 2: Libraries will have access to resources and training to promote vocational, workforce development and educational testing skills.**

Activity 1: Libraries will have access to vocational training, digital literacy training and educational and vocational tests for job seekers and students. Outcome: Library staff will be able to assist community job seekers and students find training and content to improve their skills.

**Objective 3: Libraries will have support to develop and maintain programs for multiple literacies (early literacy, ESL, financial, etc.), or specific demographic groups (elderly, children or teens, immigrants, disabled, etc.).**

Activity 1: Public libraries will be able to develop and maintain library programs through grants for materials and supplies in the areas of literacy or children and teen services. Outcome: Participating libraries will be able to provide robust programming to support literacies development and/or children and teen services in their communities.

Activity 2: Public and academic libraries will be able to develop and maintain library programs through grants to improve their community's access to information in the area of literacies. Outcome: Participating libraries will be able to provide more and better access to information through programs for literacy development.

### **Goal 4: Michigan libraries will have opportunities to increase access to online services and resources in support of their community's need for digital access.**

**Objective 1: Libraries, especially those in underserved rural and urban communities, will have support and training to improve community digital access.**

Activity 1: Libraries from small communities will receive support and training enabling them to have a library website with a community calendar. Outcome: Participating libraries will be able to provide information to their communities about their services, as well as MeL resources, community information and government services as needed.

Activity 2: Libraries will have support and training on how to participate in the E-rate program and other Broadband initiatives. Outcome: Participating libraries will understand their options to provide Internet access and technology infrastructure in their communities.

Activity 3: Public libraries will be able to develop and maintain library programs through grants for materials and supplies in the areas of technology. Outcome: Participating libraries will be able to provide robust programming to support community access to technology.

Activity 4: Public and academic libraries will be able to develop and maintain library programs through grants to improve their community's access to online information and services. Outcome: Participating libraries will be able to provide more and better access to information through programs to increase community digital access.



## Goal 5: Michigan libraries will have opportunities to improve their local history and special collections in support of their community's history.

**Objective 1: Libraries will have support for their digital collections through the development and maintenance of statewide digital collections capacity.**

Activity 1: Libraries will be able to participate in and use the services of the Michigan Digital Preservation Network and the Michigan Service Hub (DPLA). Outcome: Participating libraries will better understand the statewide digitization supports and how to host their digital collections in a sustainable manner for their communities.

**Objective 2: Libraries will have training and support for curating, digitizing, and managing their local history and special collections.**

Activity 1: Libraries will have access to expertise and training in managing their local history and special collections. Outcome: Participating libraries will understand standards and methods for the curation and digitization of their local history and special collections.

Activity 2: Public and academic libraries will be able to provide increased access to their collections through grants to improve their community's access to information in the area of local history and special collections. Outcome: Participating libraries will be able to provide more and better access to local history and special collections through preservation and digitization projects.

## TIMELINE

LM will do the activities of the Five-Year plan goals and objectives throughout the 2022 - 2027 time period. Each goal and objective have regular, annual activities associated with them.

## COORDINATION EFFORTS

LM coordinates with the broad library community in Michigan and state and local agencies to promote and provide services, such as a partnership with the Secretary of State to provide promotion of the MeL resources in their branch offices. Other partnerships include:

- Early literacy: We work with the MDE Office of Great Start and local Great Start coalitions, as well as the public library led Talk: Text and Learn initiative to provide information on early literacy and to develop local partnerships between the early childhood education community and public libraries.
- Elementary and Secondary education: We actively promote K-12 appropriate MeL materials to other offices in the Department of Education, K-12 related professional associations, and local school districts, including direct training in schools.
- Digital access and broadband: We work with the MDE Universal Service Fund Office and Michigan High-Speed Internet Office to ensure that public libraries have access to the information necessary to provide appropriate digital access in their communities.
- Local history and special collections: We work with the Michigan Digital Preservation Network and the Michigan Service Hub (DPLA), as well as state universities in the development of a statewide network to support local digitization and digital preservation efforts.

These efforts are not an inclusive list of LM's outreach and partnerships.

## FOCAL AREA CROSSWALK

**Goal 1: Michigan libraries will have access to collection resources in support of their community's information needs.**

Objective	Focal Area	Intent
1: Libraries will have access to materials from the collections within the statewide resource sharing system.	Information Access	Improve users' ability to discover information resources.
2: Libraries will have access to content databases appropriate for a range of community information needs.	Information Access	Improve users' ability to discover information resources.

**Goal 2: Michigan libraries will have access to staff training and resources on library programming and services in support of their community's lifelong learning needs.**

Objective	Focal Area	Intent
1: Libraries will have resources to learn current trends and best practices to improve library services and programs for their communities.	Institutional Capacity	Improve the library workforce.
2: Libraries will have training opportunities to learn current trends and best practices to improve library services and programs for their communities.	Institutional Capacity	Improve the library workforce.
3: Libraries will have resources and training opportunities to assist library trustees in learning about library governance and best practices to improve library services and programs for their communities.	Institutional Capacity	Improve the library operations.

**Goal 3: Michigan libraries will have access to staff training and resources on various literacies in support of their community's range of literacy needs.**

Objective	Focal Area	Intent
1: Libraries will have resources and training to promote emergent and family literacy skills in their communities.	Lifelong Learning	Improve users' general knowledge and skills.
2: Libraries will have access to resources and training to promote vocational, workforce development and educational testing skills.	Economic & Employment Development	Improve users' ability to use resources and apply information for employment support
3: Libraries will have support to develop and maintain programs for multiple literacies (early literacy, ESL, financial, etc.), or specific demographic groups (elderly, children or teens, immigrants, disabled, etc.).	Lifelong Learning	Improve users' general knowledge and skills.

**Goal 4: Michigan libraries will have opportunities to increase access to online services and resources in support of their community's need for digital access.**

Objective	Focal Area	Intent
1: Libraries, especially those in underserved rural and urban communities, will have support and training to improve community digital access.	Information Access	Improve users' ability to discover information resources.

**Goal 5: Michigan libraries will have opportunities to improve their local history and special collections in support of their community's history.**

Objective	Focal Area	Intent
1: Libraries will have support for their digital collections through the development and maintenance of statewide digital collections capacity.	Information Access	Improve users' ability to discover information resources.
2: Libraries will have training and support for curating, digitizing, and managing their local history and special collections.	Institutional Capacity	Improve the library workforce.

## EVALUATION PLAN

Evaluation of the LSTA program will include the ongoing analysis of the program activities and resource usage by Library Development staff. Staff will review participation, usage, and outcomes to ensure the activities are effective and meeting plan goals. The biannual statewide surveys of Michigan library staff, event, and program evaluations by participants will allow comparisons for ongoing programs over time and provide additional insight into program outcomes. LM will maintain regular outreach with stakeholder groups to ensure that changing needs are being discovered and met appropriately. LM will complete an independent, formal evaluation in 2027 in accordance with IMLS requirements.

## STAKEHOLDER INVOLVEMENT

LM involves the statewide library community in Library Development services and programs, including LSTA funded program development and assessment through a variety of means. Specific methods include discussion and solicitation of feedback and professional participation in the following venues:

- LM LSTA Advisory Council meetings – The LSTA Advisory Council includes public, academic, K-12, and special library representatives, as well as representation from library cooperatives, library users, disabled users, and users from disadvantaged communities.
- LM School Library Workgroup meetings – The Workgroup includes school librarians, Michigan Association of Media in Education members, and information science professors.
- LM Board of Trustees meetings.
- Library Development staff participation in:
  - Michigan Academic Library Association (MiALA).
  - Michigan Library Association (MLA).
  - Michigan Association for Media in Education (MAME), the statewide school library association.
  - Friends of Michigan Libraries (FOML), the statewide public library friends' group.
  - Michigan Digital Preservation Network (MDPN).
  - Michigan OER Network, the statewide academic open educational resources group.
- Library community participation in program-related focus groups and committees – such as the youth services advisory group, peer reviewers for the grant programs, and management of statewide programs, such as MeLCat user committees.
- Ongoing meetings with staff at individual libraries by Library Development staff.
- Ongoing statewide library staff virtual meetings by Library Development staff.

## COMMUNICATION AND PUBLIC AVAILABILITY

Library Development staff communicates on LSTA funded activities through a variety of means. The results and benefits of the following communication activities are many. For the library community, the communications provide increased awareness of the programs and resources and an increased understanding of how to participate in or use them. For LM, the communications provide the opportunity to receive comments and feedback on Library Development programs and resources and the state of the Michigan library community.

### Information provided includes:

- The Five-Year Plan.
- Annual reports.
- Highlights from evaluations and surveys.
- Press releases.
- Training materials and manuals.
- Brochures and information sheets.
- Presentations and webinars.

### Stakeholder groups included are:

- LSTA Advisory Council.
- Public, academic, K-12, and special libraries.
- Public library cooperatives.
- State library associations.
- Library related non-profit organizations.
- State and local officials.
- Michigan residents.

### Information channels include:

- PDFs of printed materials on the LM website.
- Printed materials available at conferences, trainings, and on request.
- Messaging on various state and association listservs, web sites, and social media.
- Virtual and in-person trainings.
- Recordings of virtual trainings on the LM web site.
- Conferences, both through presentations and the LM booth.
- Monthly virtual meetings for library staff and directors.
- Virtual and in-person presentations and meetings at individual libraries.

## MONITORING

LM continually monitors LSTA funded projects through various methods. Library Development staff review this data and feedback regularly. Monitoring methods include:

- Biannual statewide surveys of library staff and stakeholders.
- Provision of annual reports and fact sheets to the public and the library community.
- Review of individual programs through the collection of annual usage and outcome data for the IMLS State Programs report.
- Evaluations of workshops and conferences provided through LSTA programs.
- Evaluations of materials provided through LSTA programs.
- Annual review of the Five-Year plan goals and progress on activities by Library Development staff and the LM LSTA Advisory Council.
- Submission of the Five-Year plan evaluation to IMLS.
- Financial audits as required by the State of Michigan Auditor General's office.

Library Development staff use the collected data to determine if the activities are meeting the stated goals and if the program activities are conforming to the Five-Year plan and the LSTA purposes. Library Development staff use feedback and comments from the field to determine if the stated goals and program activities are meeting the current library community needs.



# Exhibit 2

*Connecting People to Information and Ideas*

September 14, 2022

Mr. Randy Riley  
State Librarian  
Library of Michigan  
702 West Kalamazoo Street  
P.O. Box 30007  
Lansing, MI 48909-7507

Dear Mr. Riley:

I'd like to take this opportunity to congratulate you on the submission of your Five-Year Plan (FY 2023-FY 2027). State Library Administrative Agencies benefit from having a bird's eye perspective on libraries, communities, and partners, and your Plan demonstrates a strong commitment to these groups. You have documented the need for LSTA funds in the communities you serve, and your Plan offers an intentional approach to reaching and impacting them through library services. It is an excellent framework for the future, and it is approved for the full five-year period.

Thank you for working with IMLS throughout this process, and we hope that your Plan will lead to an excellent evaluation five years from now. We look forward to tracking your progress and to our continued work together.

Sincerely,

Crosby Kemper  
Director  
Institute of Museum and Library Services



**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

---

STATE OF RHODE ISLAND, et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

Case No.:

**DECLARATION OF BOBBIE  
BURNHAM**

---

**DECLARATION OF BOBBIE BURNHAM**

Pursuant to 28 U.S.C. § 1746, I, Bobbie Burnham, hereby declare as follows:

1. I am a resident of Minnesota. I am over the age of 18 and have personal knowledge of all the facts stated herein. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am Assistant Commissioner for Office of Teaching and Learning in the Minnesota Department of Education. I am responsible for overseeing the Minnesota State Library Services, which is Minnesota's "state library administrative agency" for purposes of 20 U.S.C. § 9122(4).

3. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Institute of Museum and Library Services, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

4. Based on my role and experience, I believe that Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs on which the Minnesota State Library Services ("MN SLS") relies and on which it expects to rely in the future, causing significant harm to Minnesota and MN SLS.

5. IMLS provides federal funding under the Library Services and Technology Act ("LSTA") to the Minnesota Department of Education. MN SLS is the division within the Minnesota Department of Education charged with administering and overseeing LSTA funds. MN SLS is the State of Minnesota's "State library administrative agency" as defined by 20 U.S.C. § 9122(4).

6. To receive federal LSTA funds, the Minnesota Department of Education submits a five-year state plan that describes the MN SLS's needs, goals and the ways in which the Minnesota intends to use the federal LSTA funds meet those needs. *Id.* § 9134. Minnesota Department of Education submitted its operative five-year plan on June 30, 2022, covering the period 2023 to 2027. A copy of this plan is attached.

7. Minnesota's five-year state plan was approved by the Director of IMLS pursuant to 20 U.S.C. § 9134(e). As a result, Minnesota was allocated the Federal share of the activities in the plan, which is 66 percent according to the population-based formula set forth in the statute. *See id.*, §§ 9131(b), 9133(b).

IMLS Funds in Minnesota

8. In 2024, Minnesota received \$3,165,524.00 which represents the 66 percent Federal share of the activities in Minnesota's IMLS-approved state plan. A copy of the IMLS Official Award Notification for 2024 is attached. The IMLS Official Award states that the award "reflect[s] the purposes and priorities of the Library Services and Technology Act" and states further:

In Minnesota, specific goals address: 1) Building coalitions to increase collective impact – creating networks across the state to forward the work of libraries and librarians in meeting community needs; 2) Partnering for reimagined access – engaging in community and government partnerships to reduce or eliminate barriers to information access for all Minnesotans; and 3) Refining narratives to showcase LSTA-funded library contributions to thriving communities – supporting libraries in communicating effectively with decision makers about the full scope of the library's contributions.

*See* Official Award Notification for Grants and Cooperative Agreements, dated April 18, 2024 (attached).

9. MN SLS uses these federal funds to support many of its programs, including:

a. administration and oversight of LSTA-funded activities;

- b. competitive subgrants to libraries of all types;
- c. program outreach;
- d. the Minnesota Braille and Talking Book Library (“MBTBL”), which serves Minnesotans with impaired eyesight and hearing; and
- e. Minitex, an information and resource-sharing platform that is utilized by every public library and most school libraries in Minnesota.

10. For fiscal year 2024, approximately \$820,000 in federal LSTA funding was budgeted to operate MBTBL. MBTBL is a unit of MN SLS and carries out the Minnesota Department of Education’s statutory obligation to “provide specialized services to people with visual and physical disabilities . . . under a cooperative plan with the National Library Services for the Blind and Print Disabled.” Minn. Stat. § 134.31, subd. 4a. These funds are used by MBTBL, for example, to purchase large print and print-alternative books, purchase large-print and braille materials mailed to patrons, provide outreach and educational activities, maintain MBTBL’s automation server that is shared with State Services for the Blind, and the salaries of seven MBTBL staff members. During the 2022 to 2023 reporting period, for example, MBTBL circulated 318,655 items among its users.

11. For fiscal year 2024, approximately \$1,150,000 in federal LSTA funding was budgeted to support Minitex. The Minitex platform helps local libraries save money by providing a platform for inter-library loans, “elibrary Minnesota” (a standard collection of information databases available to all public libraries), cooperative purchasing for library products, supports digital/digitizing historical collections, librarian training and education, and 24/7 online support for library patrons.

12. The federal LSTA funding ultimately funds the salaries 9 full-time employees at MN SLS and MBTBL.

13. Based on guidance received from IMLS to date, MN SLS is planning on receiving a similar, if not identical, award level for fiscal year 2025 and is budgeted for its fiscal year obligations in 2025 accordingly.

14. As of the date of this declaration, not all fiscal year 2024 LSTA funds had been withdrawn by MN SLS. MN SLS currently has outstanding obligations for competitive grant awards, MBTBL, and Minitex.

15. On March 31, 2025, MN SLS received the below email from IMLS advising that all of its staff members were going to be placed on administrative leave effective immediately.

**From:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Sent:** Monday, March 31, 2025 2:39 PM  
**To:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Cc:** Dennis Nangle <[DNangle@imls.gov](mailto:DNangle@imls.gov)>; Madison Bolls <[MBolls@imls.gov](mailto:MBolls@imls.gov)>; Cindy Boyden <[CBoyden@IMLS.gov](mailto:CBoyden@IMLS.gov)>; Laura McKenzie <[LMcKenzie@imls.gov](mailto:LMcKenzie@imls.gov)>  
**Subject:** all IMLS staff going on administrative leave today

**EXTERNAL SENDER: Do not open attachments or click on links unless you recognize and trust the sender.**

**TO: Chief Officers and LSTA Coordinators**

Within the last hour IMLS received word that all staff are going to be placed on administrative leave, effective today. We will not be able to work or respond to your emails, and we don't have any information about future timelines related to this action.

Please share with other staff as appropriate, and please know how much we appreciate you and your work.

**Teri DeVoe**

Associate Deputy Director, Grants to States  
Institute of Museum and Library Services  
955 L'Enfant Plaza North, SW, Suite 4000  
Washington, D.C. 20024  
P: 202-653-4778  
[Website](#) | [LinkedIn](#) | [Facebook](#)

16. On March 31, 2025, MN SLS also received the below statement from AFGE Local 3403 on the status of IMLS, advising that “[t]he status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.”



**A Statement from AFGE Local 3403 on the Status of the Institute of Museum and Library Services**

Earlier today, the Institute of Museum and Library Services notified the entire staff that they are being placed on administrative leave immediately. The notification followed a brief meeting between DOGE staff and IMLS leadership. Employees were required to turn in all government property prior to exiting the building, and email accounts are being disabled today. Museums and libraries will no longer be able to contact IMLS staff for updates about the funding they rely upon.

In the absence of staff, all work processing 2025 applications has ended. The status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.

17. Because there are no staff to administer the Grants to States program, it is unlikely that Minnesota will receive its forthcoming grant awards as planned, if at all, which will cause immediate and irreparable harm to MN SLS.

18. MN SLS is a small, but highly impactful agency division. It is the second smallest state library administrative team in the nation. It has four full-time employees. Yet, it administers

and oversees over \$50 million that flows annually to nearly every community in Minnesota. The MBTBL, for example, provides critical library services to people with disabilities and there is no comparable alternative resource. Over 7,700 individuals and 800 institutions are registered to use MBTBL's services, and 1,179 new patron applications were processed during the 2022 to 2023 reporting period. An online survey of 565 MBTBL patrons conducted during that reporting period showed that 99% rated their experience as positive.

19. IMLS reviews state library administrative agencies every year in its annual state program report. Despite its small number of staff, MN SLS has received at least one "exceptional" project rating in the annual state program report for each of the last three years. MN SLS' five-year plan was approved by IMLS without incident, and IMLS has never notified MN SLS of any compliance concerns relating to its LSTA-funded programs.

20. A loss of the LSTA funding outlined above would cause a serious negative impact on communities across Minnesota. Without this funding, MN SLS would lose staff needed to oversee and administer its grant programs, eliminate subgranting funds for competitive grants, eliminate outreach and program, and eliminate professional education and development for staff and Minnesota libraries. Without these funds, for example, there would be no dollars for in-person oversight or problem resolution of library construction grants, arts and cultural heritage funding, Regional Library Basic System Support, Regional Library Telecomm Aid. There would be no dollars to collect library related data in Minnesota.

21. As noted above, LSTA funds provide needed resources used by Minnesota's disabled population through MBTBL. Demand for these services is increasing, and we expected this trend to continue. MBTBL services people of all ages, but 74% of its patrons are older than 65, and 93% are legally blind or visually impaired. MBTBL is the only library in the state that



provides specialized library services to this population. Loss of this funding would likely have the following impacts: loss of support staff; reduced telephone services hours and increased use of voicemail and more complaints about service delivery; longer wait times to process new applications, voicemail, and emails; reduced personalized service to new and long-time library patrons; reduction in the number of materials sent out per day; reduction in new large print materials available; suspension of in-house recordings of Minnesota-related materials; little to no outreach to eligible new patrons.

22. LSTA funds also support electronic platforms and shared resources used by every public library in Minnesota, and most school libraries. Loss of this funding will cause a reduction in our ability to service inter-library loans, support e-Library Minnesota, and data collection used by libraries in the community. In the 2022-2023 reporting period, for example, Minnesota's statewide interlibrary loan platform circulated over 340,000 items. MN SLS used LSTA funds to update old and aging equipment necessary run the interlibrary loan program. MN SLS also created 12 emergency supply caches throughout the state for local libraries and museums to access during disaster response efforts. Historical materials in Roseau, Glenwood, and Bemidji were digitized and transcribed. LSTA funds make significant contributions to all of these projects.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on April 1, 2025

Saint Paul, Minnesota

---

BOBBIE BURNHAM  
Assistant Commissioner  
Minnesota Department of Education





## **Minnesota LSTA Five-Year Plan**

**2023-2027**

State Library Services

Submitted June 30, 2022

## Contents

Contents .....	2
Mission Statement.....	4
Needs Assessment Overview .....	4
Existing Stakeholder Needs .....	4
Need 1: Clarification of State Library Services’ scope of work.....	4
Need 2: Additional collaboration or partnership .....	4
Need 3: Statewide programming support.....	5
Need 4: Prioritization of digital equity, broadband access, and literacy efforts.....	5
Need 5: Professional development opportunities for library staff .....	5
Need 6: Increased SLS communications, outreach and coordination.....	6
Need 7: Improved grant making process .....	6
Need 8: Advocacy .....	6
Need 9: Statewide collection development .....	7
Need 10: Elimination of existing barriers to access .....	7
Strategic Plan Methodology and Documentation .....	8
Strategic planning participants.....	8
Strategic planning workshop: envisioning the future .....	8
Strategic planning workshop: identifying roadblocks .....	9
Goals .....	9
Prioritizing Goals.....	10
Goal A: Building coalitions to increase collective impact.....	10
A.1: Defining our scope .....	10
A.2: Developing staff through connection .....	11
A.3: Organizational positioning .....	12

Goal B: Partnering for reimagined access .....	13
B.1: Community and government partnerships .....	13
B.2: Reducing barriers to library access .....	13
Goal C: Changing the narrative to showcase libraries' contributions to thriving communities.....	14
C.1: Communication and Messaging .....	14
C.2: Investing in the future of the library workforce.....	15
Summary Project Timeline .....	16
Coordination Efforts .....	17
Crosswalk of Goals to Measuring Success Focal Areas .....	17
Crosswalk of Projects to Measuring Success Intents .....	18
Coordination with other state agencies and offices .....	18
Evaluation Plan .....	19
Evaluation Methodology .....	19
Outcomes and Indicators .....	19
Evaluating Goal A: Building coalitions to increase collective impact .....	20
Evaluating Goal B: Partnering for reimagined access.....	23
Evaluating Goal C: Changing the narrative to showcase libraries' contributions to thriving communities....	24
Stakeholder Involvement .....	24
Communication and Public Availability .....	25
Monitoring.....	25

## Mission Statement

State Library Services partners with libraries to achieve equity and excellence in our collective work for all Minnesotans.

## Needs Assessment Overview

This needs assessment includes information from the Library Services and Technology Act 2018-22 Five-Year Evaluation Report completed in March 2022 for Minnesota State Library Services (SLS). It also draws from ten interviews completed with key stakeholders as part of State Library Services' five-year strategic plan. Interview participants worked in a variety of roles, with different communities, and in different geographic areas of the state. The purpose of the interviews was to gain a better understanding from SLS partners of the successes and areas for improvement in their work with SLS, and to identify areas where State Library Services can expand support for its partners in the 2023-2027 strategic plan. We also draw on data from an environmental scanning workshop completed in April 2022 with participants of the strategic planning workshop.

## Existing Stakeholder Needs

At various points in the evaluation process, respondents were asked what additional support they would like to have from State Library Services in the future, or how they thought Library Service and Technology Act (LSTA) funds could be effectively used in the future. Their responses can be grouped into the following themes:

### Need 1: Clarification of State Library Services' scope of work

- Participants reported that while communication practices at SLS have improved in recent years, there is still confusion around both SLS' scope and mission. Some said there is also confusion around the organizational boundaries between SLS, regional libraries, and partner organizations, like Minitex.
- Additionally, some participants responded that they do not always know who to reach out to when they have a question for SLS. Some suggested being more intentional about consolidating information about SLS to a centralized place that not only details relevant information about SLS' work, but also clearly delineates the different job responsibilities of SLS staff.

**Data sources that identified need:** Stakeholder interviews, environmental scanning workshop

**Aligned with LSTA Purposes and Priorities:** 2, 7, 8

### Need 2: Additional collaboration or partnership

- Respondents shared that there is a need to strengthen partnerships with rural, regional, and local libraries to broaden resources available to these libraries, to better meet the needs of these libraries (e.g., professional development, programming and services, communication), and to identify where these libraries fit into LSTA goals.
- Better connections are needed between school and public libraries; library educators statewide; legacy programs at libraries and schools; and SLS and school library media specialists to identify support and communication needs.

- There is a need to expand opportunities for library workers and grantees to connect with one another more often, including opportunities for mutual learning and knowledge sharing.

**Data sources that identified need:** Evaluation report, environmental scanning workshop, stakeholder interviews

**Aligned with LSTA Purposes and Priorities:** 4, 5, 6

### **Need 3: Statewide programming support**

- Interview participants felt that metropolitan areas are over-represented within strategic planning, funding, and general support. Interview participants highlighted that rural communities have unique needs and do not always feel represented within SLS and other library efforts. Participants specifically highlighted the challenges that rural libraries have in terms of access with communities having to travel large distances to go to a library.
- Respondents expressed a need for more coordinated statewide programming across libraries in Minnesota including programming to support all ages and cultures, programming for English language learners, and programming to address media literacy and technology.
- Respondents would like to see SLS develop programming that can be delivered at the local level, such as additional traveling exhibits or mobile programming.

**Data sources that identified need:** Evaluation report, environmental scanning workshop, stakeholder interviews

**Aligned with LSTA Purposes and Priorities:** 4, 5, 6

### **Need 4: Prioritization of digital equity, broadband access, and literacy efforts**

- The COVID-19 pandemic has exacerbated the need to address issues of digital equity and literacy statewide. This includes a need for infrastructure, access to technology, building library's digital collection, and digital literacy training. And increasing access all Minnesotans, including low-income, non-English speaking populations, and aging adults in rural communities.
- Interview participants highlighted the increasing importance of virtual programming and digital information in coming years.
- Interview participants stressed the need for libraries to stay competitive in an increasingly virtual world. Coming out of the pandemic, there is more competition for information.

**Data sources that identified need:** Evaluation report, environmental scanning workshop, stakeholder interviews

**Aligned with LSTA Purposes and Priorities:** 1, 4, 5, 6, 7

### **Need 5: Professional development opportunities for library staff**

- Participants expressed the desire for continued learning and training opportunities from State Library Services. Specific requested training topics included diversity, equity, and inclusion,
- There is a need for racial equity training, training on implementation of equity initiatives, working with immigrant populations and patrons who don't speak English as their first language, digital equity and inclusion, soft skills and interpersonal skills, how to use data in their work, and continued learning to stay up to date on best practices in libraries
- Respondents would like to see SLS offer online library meetups and virtual, asynchronous professional development opportunities, including to revive the "Library Skills 101" trainings/new staff training.



- Library staff at all educational levels need training and support including better training for library staff to deliver programming.
- Stakeholders and staff also need to connections to external training and professional development opportunities.

**Data sources that identified need:** Evaluation report, environmental scanning workshop, stakeholder interviews

**Aligned with LSTA Purposes and Priorities:** 3

#### **Need 6: Increased SLS communications, outreach and coordination**

- There is a need for improved communication about available programming and resources, grants, equity, and professional development opportunities.
- Respondents would like to see SLS communicate directly with all library staff, as communications from SLS are not always adequately shared below library leadership.
- There is a need to improve the perception and understanding of library services across the state through creating a statewide marketing campaign about public libraries.
- State Library Services needs to continue to build on improvements in its communication and outreach efforts. Specific ideas included systematizing outreach activities, so they are not dependent upon individual relationships; exploring creative mechanisms to engage in outreach, like a podcast that discusses SLS' work; and continuing to build online programming.

**Data sources that identified need:** Evaluation report, environmental scanning workshop, stakeholder interviews

**Aligned with LSTA Purposes and Priorities:** 2, 7

#### **Need 7: Improved grant making process**

- The grant making process needs to be simplified; including grant applications and assistance with grant writing.
- There is a need for one-on-one meetings for those interested in applying for LSTA grants.
- Stakeholders would like to see SLS disseminate information on the LSTA-funded programs and practices libraries across the state are implementing. There was a suggestion to use a format similar to the 90-Second Newbery Film Festival to communicate what was done, what worked, lessons learned, and how to scale efforts.

**Data sources that identified need:** Evaluation report, environmental scanning workshop, stakeholder interviews

**Aligned with LSTA Purposes and Priorities:** 1, 2, 4, 7,

#### **Need 8: Advocacy**

- SLS needs to continue to improve its efforts related to promoting the successes of the state's libraries and advocating for libraries at the Capitol.
- Stakeholders want to see SLS speak up for adequate staffing levels, particularly in schools. Advocacy is needed at the state level and with library leadership. SLS needs to more intentionally communicate about the challenges facing libraries around staffing and funding to decision makers at the state level.

- Administrators, school boards, staff at the Minnesota Department of Education (MDE), and other stakeholders need to build a greater awareness of the importance of libraries, what libraries are capable of, how to implement initiatives in libraries, and the impact libraries can have.
- Respondents wanted SLS to not only play a bigger role in advocacy, but to engage in more general promotion of the successes of libraries across the state. Specific areas of desired advocacy included broadband access, digital equity and inclusion, addressing censorship efforts, and providing general support to libraries in seeking funding. More data support from State Library Services, specifically around using the existing data to create compelling narratives about the importance of public libraries.

**Data sources that identified need:** Evaluation report, environmental scanning workshop, stakeholder interviews

**Aligned with LSTA Purposes and Priorities:** 2, 4, 7

### **Need 9: Statewide collection development**

- Respondents want SLS to continue support for and to expand e-book collections (or other online collections) to share content more widely, including content located on other platforms (e.g., Overdrive). Respondents described these collections as invaluable, particularly for schools.
- There are concerns over the growing efforts around censorship and challenges to intellectual freedom, with a rise in campaigns at local libraries to ban specific books. Respondents requested specific materials and a need for support from State Library Services to respond to such efforts.
- Stakeholders suggested legislation to regulate the prices of e-books because libraries struggle to obtain reasonable pricing from publishers.
- Additional support is needed for developing and sorting collections for different audiences, rather than relying on numerous databases with different materials.
- Respondents would like more collections about different cultures so that patrons have increased opportunities to connect with other cultures.

**Data sources that identified need:** Evaluation report, environmental scanning workshop, stakeholder interviews

**Aligned with LSTA Purposes and Priorities:** 1, 2, 5, 6

### **Need 10: Elimination of existing barriers to access**

- Interview participants raised a number of concerns related to the physical accessibility of libraries, including older architecture creating barriers for disabled people to access buildings, the physical accessibility of library space (i.e. some circulation desks being at “standing height”), and transit-access to libraries, especially in rural communities.
- There remain substantial challenges around digital equity and literacy, especially for aging adults.
- Some stakeholders highlighted concerns for aging populations, describing pervasive agism across the library system where older people’s needs are not centered or taken seriously.
- Immigrant populations do not always have a whole understanding of the resources libraries offer, primarily their existence as a resource that exists for free. These issues are compounded by language barriers between patrons and staff.
- There are currently few inclusivity mechanisms for connections with tribal libraries.
- Libraries are not diverse and overwhelmingly staffed by white females. At times, librarians from these backgrounds are at times not welcoming, or do not create a welcoming environment for marginalized communities.

- Generally, not all people understand the full scope of what libraries can provide. Some respondents highlighted a perception that libraries are meant for middle-class white communities.
- Late fees and fines are deterrents for low-income people to taking full advantage of libraries.

**Data sources that identified need:** Evaluation report, environmental scanning workshop, stakeholder interviews

**Aligned with LSTA Purposes and Priorities:** 1, 5, 6, 7

## Strategic Plan Methodology and Documentation

State Library Services partnered with an external consultant, The Improve Group, to conduct an innovative and collaborative strategic planning process through the Technology of Participation (ToP) approach called Participatory Strategic Planning (PSP). PSP uses effective group facilitation to help diverse groups establish a common vision, uncover barriers, define effective strategies, and outline concrete steps to achieve organizational goals. By using PSP, SLS was able to:

- Recognize and honor the contributions of various stakeholders;
- Discuss and evaluate more information, ideas, and data in less time;
- Pool individual contributions into larger, more informative patterns; and
- Celebrate diversity while minimizing polarization and conflict.

By using the PSP approach, The Improve Group helped SLS create a comprehensive and “participant-owned” strategic plan that all team members are committed to realizing. The strategic plan outlines SLS’s environmental scan, practical vision, underlying contradictions, as well as new strategic directions and future actions to achieve the plan.

### Strategic planning participants

Participants included a variety of stakeholders including SLS staff and team members who collaboratively designed the strategic planning approach and continuously moved the work forward. Various staff from libraries around the state of Minnesota – including often under-represented voices of rural and BIPOC librarians, members of local Friends of Libraries groups, library science educators, and other Minnesota Department of Education staff who represent a wide range of expertise and experience. In this way the planning process itself also served as a needs assessment from those who understand the work best and work at each level of the profession and institutions that benefit from the work of State Library Services.

### Strategic planning workshop: envisioning the future

Workshop participants brainstormed hopes and aspirations for what will be in place in five years because of SLS’s actions. Individual ideas were generated, themed, and then collaboratively named through consensus building facilitation to illustrate what the vision is for SLS in the next five years.

In the next five years, SLS’s work will be to support:

- Building a shared foundation
- Libraries to actively shape their narrative

- Increased investment in libraries
- Liberatory library services for all Minnesotans
- Expanding the scope and accessibility of library staff training
- Developing an ecosystem of sustainable and mutually beneficial partnerships
- Expanded capacity and deeper engagement
- Unequivocal and unapologetic support for all communities

## Strategic planning workshop: identifying roadblocks

The strategic planning workgroup then identified underlying contradictions or roadblocks to success. Unlike straightforward problems that can be solved, contradictions often relate to patterns in departmental history, culture, practice, or to the environment or circumstances in which the team works. Individual ideas were brainstormed and discussed to reveal underlying contradictions and challenges that could prevent SLS from realizing its vision. These included:

- Prioritization of short-term goals over long-term sustainability
- Toxic neutrality prioritized over advocating for libraries
- Untested assumptions by libraries and about libraries
- Structural barriers to self-determination
- System failures that impede innovation, disempower staff, and perpetuate hierarchy
- Lack of conviction can prevent librarians and libraries from performing to their full potential
- Divisive distractions

## Goals

State Library Services' 2023-27 LSTA Five-Year Plan establishes overarching goals that address Minnesota's needs. As described below, each goal has associated projects that will shape SLS use of LSTA funds during the next plan period. Each project uses Institute of Museum and Library Services (IMLS) funds in one or more ways to help achieve the goals:

- **State Library Services initiatives:** A portion of the allotment supports State Library Services staff salaries as well as contracts that fund programs, training, and professional development for library staff statewide. State Library Services staff carry out projects that build statewide capacity for library services to youth; performance measures and outcomes; racial equity in library services; staffing and operations; and improvements in library services that rely on broadband. Initiatives support high-value activities that can strengthen all of Minnesota's libraries.
- **Statewide initiatives:** LSTA funds (for example, grants and contracts) are used to support projects that provide direct library services that can benefit people in all areas of the state. This includes the Minnesota Braille and Talking Book Library, a program of the National Library Service for the Blind and Print Disabled (NLS). The library provides direct service to eligible Minnesotans who cannot read standard print material due to a visual, physical, or reading disability. Statewide resource sharing through the MNLINK and E-books Minnesota are both provided by Minitex at the University of Minnesota. Interlibrary Loan allows patrons of participating Minnesota libraries to access a wide array of information resources in a range of formats whenever and wherever the information is needed.

- **Sub-grant opportunities:** State Library Services distributes LSTA funds through competitive, targeted, and single source grants to public, academic, school, or special libraries or library consortia. Annual competitive grant rounds give libraries and schools a chance to pilot projects that creatively address diverse community needs and fulfill the goals of the five-year plan. LSTA mini-grants allow libraries to initiate smaller projects that satisfy five-year plan goals and projects that support innovative learning and library services.
- **Administrative costs:** Minnesota's administrative funds pay a portion of the LSTA coordinator's salary as well as agency costs associated with administering the LSTA program and sub-grants.

## Prioritizing Goals

Minnesota's priorities honor that through increasing collective impact, defining the scope of SLS in a new age of community needs, librarians' evolving work, and increasing political leverage, the impact of SLS's work will increase. Increased leverage and influence can then serve as a bridge to the second goal of partnering for reimagined access, to ensure that marginalized communities, including BIPOC, LGBTQIA, and rural communities that may be struggling to keep their libraries open and communities engaged, can fully access libraries. The third goal also serve as a bridge to better reach and inform communities of the value of libraries, keeping libraries central to the communities they serve in ways that increase the acknowledge importance and therefore making it more politically challenging for local governments to reduce resource flow to libraries around the state. Each of these goals serves as a pathway to the next, and thus are prioritized as such.

### Goal A: Building coalitions to increase collective impact

State Library Services will lead the way for libraries to come together to strategically create networks across the state to forward the work of libraries and librarians in meeting community needs. Currently, many stakeholders are unclear about the work, scope, and contributions of SLS, this includes its positioning within the Minnesota Department of Education. Through reviewing the scope and work of the department through a strategic lens, SLS and MDE will work together to build a higher level of coherence that will strengthen SLS efforts and political positioning in order to have the greatest impact towards meeting the needs of their stakeholders.

**Aligned with LSTA Purposes and Priorities:** 1, 2, 3, 4, 7, 8

**Aligned with Minnesota Need(s):** State Library Services' scope of work and the job responsibilities of staff are unclear to our stakeholders; Additional collaboration or partnership; Statewide programming support; Professional development opportunities for staff; Increased SLS communications, outreach and coordination; Improved grant making process; Advocacy; Statewide collection development.

#### A.1: Defining our scope

SLS collaborates with a wide variety of stakeholders from federal, state, local, and tribal governments; across library types; and within a spectrum of communities. Refining this broad approach will bring clarity to stakeholders regarding SLS's priorities, capabilities, processes, and procedures. This work begins internally with development of SLS staff responsibilities, then extends outward into the agency and greater library community.

## Activities

In service to reviewing its scope, work, positioning, and structure, SLS will engage in activities inclusive of, but not limited to:

- Restructure and expand SLS staffing to target support of school and tribal libraries
- Develop and implement a communication plan to ensure wider awareness of SLS services through various channels, including the newsletter, website, and regular meetings
- Strengthen coordination among state and regional library and multicounty multitype systems to better align initiatives to the capabilities of each entity
- Establish processes and protocols for SLS staff to be tied to the role and not particular individuals to ease turnover and standardization of work

**Timeline:** Over the first year, SLS will review and (re)define the scope of its work. Over the remaining four years they will continue to refine and make updates as needed. Over the full five years SLS will work on strengthening coordination and implementing the communications plan.

## Benefits and Outcomes

Through implementing these initiatives, the ecosystem of libraries will benefit across the state of Minnesota in various ways. Cohesion and clarity across and within various agencies will lead to more effective work and better service for Minnesota's stakeholders at all levels. The system will be better able to withstand political transitions and shifts in priorities and agendas.

SLS will be better positioned to formalize the prioritization of challenges and opportunities. Plans, processes, and materials will be in place to assist the agency in preparing for and dealing with staff transitions. The effectiveness of staff will increase through having clearly defined, documented roles oriented to specific elements of the work.

Through widening engagement, SLS reaches new stakeholders and promotes equity for diverse populations across the state. This includes strengthening support for tribal library programs.

### A.2: Developing staff through connection

Through creatively developing strategic connections across the library workforce in Minnesota, SLS will redistribute opportunities to accelerate progress towards library goals and equitable access. This approach will be multi-layered, allowing each type of stakeholder to have opportunities to connect.

## Activities

As a key partner in developing and creating connection opportunities, State Library Services will engage in strategic activities that include but are not limited to:

- Create more leadership training and mentoring opportunities for all librarians, library staff, and library boards.
- Support the efforts of library workers to educate and inform stakeholders about issues that affect libraries, librarians, and library users.

- Provide opportunities for workers across libraries to connect and share ideas
- Provide a space to have difficult conversations about our untested assumptions about each other as librarians and library systems
- Build upon the 2022 inaugural MN BIPOC Library Workers Summit

**Timeline:** Annual and ongoing. Over the next five years, SLS will review possibilities that exist to bring stakeholders together to amplify development opportunities through connection.

### **Benefits and Outcomes**

The implementation of these activities will lead to stronger library services due to a more informed and equipped workforce. All levels of library workers will have a voice that is heard and used to inform decisions and program implementation. There will be an increased level of confidence in library staff and organizations. Library users will be better served by a happier, healthier workforce, which includes improved retention for BIPOC library workers to enhance the sense of belonging, safety, and support.

### **A.3: Organizational positioning**

SLS is unique within the Minnesota Department of Education in reaching people of all ages, from birth to infinity, in a diverse array of communities. Raising the visibility of SLS within MDE and the enterprise will bring greater support to learning that happens throughout the lifetime.

### **Activities**

- Provide data and information to internal leadership about current issues affecting libraries
- Provide data and consultation to library workers who are navigating challenging circumstances or seeking out new opportunities
- Establish baseline and ongoing data collection related to school library services and staffing. Research position and structure of SLAAs located in peer states to identify new strategies for interagency collaboration

**Timeline:** Annual and ongoing. Over the next five years, SLS will explore the possibilities for raising the visibility and interagency collaborations for SLS to better serve its stakeholders.

### **Benefits and Outcomes**

Implementing these activities will increase awareness of the issues impacting libraries while creating a mechanism for resolution. Library workers and libraries will be more empowered to address difficulties arising within their own organizations.

SLS will have the resources to impact the work of libraries and librarians across the state. This will maximize SLS's ability to work on behalf of libraries to benefit the communities they serve. School library data is shared and discussed with library stakeholders.



## **Goal B: Partnering for reimagined access**

State Library Services will strategically engage in community and government partnerships to reduce or eliminate barriers to information access for all Minnesotans.

**Aligned with LSTA Purposes and Priorities:** 1, 2, 4, 8

**Aligned with Minnesota Need(s):** Additional collaboration or partnership; Statewide programming support; Prioritize digital equity, broadband access, and literacy efforts; Professional development opportunities for staff; Improved grant making process; Statewide collection development; Eliminate existing barriers to access

### **B.1: Community and government partnerships**

Pursuing community and government partnerships intentionally is a means through which libraries can better serve more Minnesotans. Methods of evaluation and assessment will help SLS determine which partnerships are mutually beneficial and which are not.

#### **Activities**

- Audit LSTA application and reporting procedures
- Review and revise all documentation, including webinar slides
- Ask applicants to address how each project originated within the community
- Include targeted outreach to school and rural libraries during the application process
- Collect and share examples of model partnerships
- Participate in the statewide Digital Equity Plan under the leadership of the Office of Broadband Development
- Liaise between libraries and the Office of the Secretary of State to increase public access to election information
- Systematize statewide public library collaboration with Minnesota Workforce initiatives (CareerForce)

**Timeline:** Annual and ongoing. Auditing the LSTA application and reporting procedures will happen within the first year. Model partnerships will take place over years 3 and 4.

#### **Benefits and Outcomes**

These activities will lead to more equitable grant making with a process that is clear, accessible, and approachable for applicants. A larger number and wider pool of school and rural libraries will apply for and receive grants. Libraries will work within and promote their precise role as community anchors. Minnesota libraries will be positioned as leaders in digital inclusion and equity, civic engagement, and career development, bringing new resources to these areas.

### **B.2: Reducing barriers to library access**

State Library Services will help libraries plan, develop, and implement innovative library services and technologies to reduce barriers to access for all Minnesotans. Libraries will continue to be community anchors

that support a higher quality of life for all Minnesotans. The strategic partnerships developed through project B.1 will create innovative access channels and assist communities in using library resources.

### **Activities**

- Identify and prioritize patron groups and communities historically underserved by libraries
- Invest in tribal library development
- Strategize initiatives that support Minnesota's growing population of older adults
- Engage with libraries to encourage racial equity work
- Enable statewide resource sharing through interlibrary loan and digital collections
- Raise awareness of Minnesota Braille and Talking Book Library (MBTBL) service so more eligible Minnesotans participate in the program
- Promote multi-lingual library services, including support for digital literacy and technology access
- Encouraging relationship-building and programming between school and public librarians

**Timeline:** Annual and ongoing. Over the next five years, SLS will continue to reduce barriers to access for all Minnesotans.

### **Benefits and Outcomes**

The activities enacted will allow more people, including marginalized and underserved populations, to use library services. Interlibrary loan services increase the availability of materials and reduce local collection development costs. Community members will have access to materials and services in formats and languages that best meet their needs. Libraries will better support community members of all ages to achieve life goals and stay connected to their family members and the wider community.

## **Goal C: Refining Narratives to showcase LSTA-Funded Library Contributions to Thriving Communities**

This goal is designed to build off the success of the first two goals. As our communities evolve to become more diverse, more stratified, and more digitized, the work of librarians becomes more complex. State Library Services can support libraries in communicating effectively with decision makers about the full scope of the library's contributions.

**Aligned with LSTA Purposes and Priorities:** 1, 2, 3, 4, 7, 8

**Aligned with Minnesota Need(s):** Professional development opportunities for staff; Increased SLS communications, outreach, and coordination; Advocacy; Eliminate existing barriers to access

### **C.1: Communication and Messaging**

Library services are in a constant state of evolution and have new opportunities to share these developments widely and clearly. SLS will refine and target messaging around libraries to build cohesion, create shared goals, and communicate libraries' value.

## **Activities**

- Conduct stakeholder mapping to target messaging about libraries
- Develop issue-related education toolkit for stakeholders and partners
- Encourage clear, customizable shared goals to demonstrate qualitative impact
- Provide issue-specific education and data for legislative proposals that support the maintenance/expansion of library services in Minnesota.

**Timeline:** Annual and ongoing. Over the next five years, SLS will improve communication and messaging for libraries and librarians in Minnesota.

## **Benefits and Outcomes**

Through these activities, external leaders and legislators will have a deeper understanding of the value of libraries within their communities. Libraries will use data to determine the scope and vision of their work, and make data driven decisions to best serve their communities.

Library workers and libraries will articulate the essential value and contributions they offer. Libraries will be leaders in community decision-making processes. Communities will understand how library presence and services benefit all.

## **C.2: Investing in the future of the library workforce**

SLS will partner with educational institutions and career development organizations to promote librarianship as a desirable career pathway. This work will ensure that library staff represent the diverse populations they serve.

## **Activities**

- Partner with state workforce initiatives to highlight library career possibilities and library resources
- Support the development of a conduit for recruiting and retaining library workers
- Partner with high schools, colleges and library schools for library career showcases around state
- Invest in professional education programming and support for existing and prospective library staff
- Explore internships and scholarships for individuals considering careers in library work
- Support development of formalized training about libraries and library structures in Minnesota

**Timeline:** Annual and ongoing. Over the next five years, SLS will deepen its connections with library educators and career development organizations to ensure a healthy future workforce.

## **Benefits and Outcomes**

SLS will support library workforce development to ensure a qualified, prepared, and plentiful pool of library workers. The library workforce will diversify and attract new staff to best serve communities. SLS will strengthen the professional values of librarianship across Minnesota.

## Summary Project Timeline

State Library Services anticipates that all projects will take place throughout 2023-27. Within each year, as described above, project activities are sequenced and may have a differing emphasis. The intent in having each project take place during a five-year time frame is to provide continuity to the library community.

**Table 1: Timeline for Projects over Five Years of Plan**

Project	Year 1	Year 2	Year 3	Year 4	Year 5
A.1: Defining our scope	X	X	X	0	0
A.2: Developing staff through connection	X	X	X	X	X
A.3: Organizational positioning	X	X	X	X	X
B.1: Community and government partnerships	X	X	X	X	X
B.2: Reducing barriers to library access	X	X	X	X	X
C.1: Communication and messaging	0	X	X	X	X
C.2: Investing in the future of the library workforce	0	X	X	X	X

## Coordination Efforts

### Crosswalk of Goals to Measuring Success Focal Areas

Table 2: Goals Aligned with Measuring Success Focal Areas

Goal	Lifelong Learning	Information Access	Institutional Capacity	Economic & Employment Development	Human Services	Civic Engagement
Goal A: Building coalitions to increase collective impact	X	X	X			X
Goal B: Partnering for reimagined access	X	X	X	X	X	X
Goal C: Changing the narrative to showcase libraries' contributions to thriving communities	X	X	X	X	X	X

## Crosswalk of Projects to Measuring Success Intents

**Table 3: Goals Aligned with IMLS Measuring Success Intents**

IMLS Measuring Success Intents	Matching Program Goals
Improve users' formal education	A2, C2
Improve users' general knowledge and skills	A2, B2, C2
Improve users' ability to discover information resources	B2, C2
Improve users' ability to obtain and/or use information resources	B1, B2, C2
Improve the library workforce	A2, C2
Improve library's physical and technology infrastructure	B1, B2, C1, C2
Improve library operations	A1, A2, B1, B2, C1, C2
Improve users' ability to use resources and apply information for employment support	B1, B2
Improve users' ability to use and apply business resources	B1, B2
Improve users' ability to apply information that furthers their personal, family, or household finances	B1, B2
Improve users' ability to apply information that furthers their personal or family health & wellness	B1, B2
Improve users' ability to apply information that furthers their parenting and family skills	B1, B2
Improve users' ability to participate in their community	B1, B2, C1
Improve users' ability to participate in community conversations around topics of concern	B1, C1

## Coordination with other state agencies and offices

State Library Services is a division of the Office of Teaching and Learning within the Minnesota Department of Education. Staff work collegially and formally with other MDE divisions such as Academic Standards, Instruction, and Assessment; Adult Basic Education; Expanded Learning; Nutrition Services; Charters; Early Learning Services; School Support, Equity and Opportunity and the Office of Indian Education and the Office of Diversity, Equity and Inclusion. State Library Services also works with other state agencies including the Department of Employment and Economic Development (workforce programs and digital inclusion), the Pollution Control Agency (environment sustainability programs), the State Demographic Center (census outreach), and the Office of the Secretary of State (voter engagement). Minitex, a library collaborative located at the University of Minnesota, is a significant partner in providing resource sharing and electronic content platforms. Staffing, program, and distribution costs may be shared among agencies.

## **Evaluation Plan**

### **Evaluation Methodology**

State Library Services will complete State Program Report (SPR) output and outcome evaluation reports annually. The LSTA Coordinator will provide instruction and guidance for SPR reporting criteria to State Library Services staff as well as sub-grantees. Outcome evaluation guidelines aligned with the IMLS Measuring Success initiative will be distributed to grant recipients. Guidelines will include how to choose outcomes, select indicators, collect data, analyze results, and report results. Recommended evaluation tools will include surveys, pre and post-tests, interviews, and observation of program participants.

State Library Services will submit a five-year evaluation to IMLS. Feedback will be requested from grant recipients, applicants who did not receive grants, and stakeholders who did not apply for grants. Evaluation tools will include a survey, interviews, and focus groups or World-Café discussion sessions held at locations throughout the state. Participants will include stakeholders from all types of libraries, including both urban and rural locations for geographic balance, administrative and front-line staff, and library users. Results will be collected, analyzed, and reported by a third party.

### **Outcomes and Indicators**

The following section outlines the expected outcomes of projects under each goal and provides a list of indicators to measure SLS' progress towards meeting those goals and outcomes. The list of indicators is not necessarily exhaustive of potential ways to measure progress, but rather lists potential data points and milestones that will indicate progress towards meeting goals and outcomes.



**Table 4: Crosswalk of Indicators to Projects and Outcomes**

**Evaluating Goal A: Building coalitions to increase collective impact**

**Project A.1: Defining our scope**

Outcomes	Indicators
<ol style="list-style-type: none"> <li>1. Cohesion and clarity across the various agencies will lead to more effective work and better service for Minnesota's stakeholders at all levels.</li> <li>2. System will be better able to withstand various political transitions and shifts in priorities and agendas.</li> <li>3. Better lens through which to formalize the prioritization of challenges and opportunities.</li> <li>4. There will also be plans, processes, and materials in place to assist the agency in preparing for and dealing with turnover.</li> <li>5. Clearly defined roles and being more formally informed and oriented to the various elements of the work.</li> <li>6. Widening engagement and increasing participation so that SLS reaches new stakeholders and promotes equity for all populations across the state.</li> <li>7. Increase in and strengthening of school and tribal libraries programs and support through greater targeted SLS staff availability.</li> </ol>	<ul style="list-style-type: none"> <li>• SLS staff has hosted a session to help stakeholders understand SLS' scope of work. (Crosswalk: Outcomes 1, 2)</li> <li>• SLS has hosted an internal SLS Academy. (Crosswalk: Outcomes 1, 2)</li> <li>• Through staff meeting notes, decisions are documented based on priorities outlined in the strategic plan. (Crosswalk: Outcomes 3, 4)</li> <li>• SLS has received an increase in relevant requests for services internally and externally. Specifically: <ul style="list-style-type: none"> <li>○ Requests are centrally tracked,</li> <li>○ There is a process for addressing out-of-scope requests (template responses to FAQ),</li> <li>○ Requestors are satisfied with SLS responses (Crosswalk: Outcomes 2, 3, 5, 6)</li> </ul> </li> <li>• SLS proactively engaged with new stakeholders during the five-year strategic plan. (Crosswalk: Outcomes 6, 7)</li> <li>• SLS hosts a session to help stakeholders understand SLS' scope of work. (Crosswalk: Outcomes 1, 2, 5, 6, 7)</li> <li>• Evaluation survey includes questions about previous engagement with SLS. (Crosswalk: Outcomes 6, 7)</li> <li>• Through the LSTA grantees final report, grantees report that the process was easy and accessible and provide actionable ways to improve the grant process. (Crosswalk: Outcomes 6, 7)</li> <li>• SLS staff's roles are clearly listed on the SLS website. (Crosswalk: Outcomes 1, 5, 6, 7)</li> <li>• SLS staff regularly reviews team workload and capacity. (Crosswalk: Outcomes 1, 3)</li> </ul>

**Project A.2: Developing staff through connection**

Outcomes	Indicators
<ol style="list-style-type: none"> <li>1. Stronger library services due to a more informed and equipped workforce</li> <li>2. All levels of library workers will have a voice that is heard and used to inform decisions and program implementation.</li> <li>3. Stakeholders will have an increased level of confidence in library staff and organizations.</li> <li>4. Library workers will have a happier, healthier workplace, including improved retention for BIPOC library workers to enhance the sense of belonging, safety, and support.</li> </ol>	<ul style="list-style-type: none"> <li>• SLS tracks staffing levels across the state, staff retention, and levels. (Crosswalk: Outcomes 1, 4)</li> <li>• SLS works with an external partner to develop a Statewide Library Worker Survey. (Crosswalk: Outcomes 1, 2, 3, 4)</li> <li>• SLS has helped to facilitate connections between library workers across the state and collects data regarding impact. (Crosswalk: Outcomes 2, 3, 4,)</li> <li>• There has been increased attendance at workshops/conferences/other connection opportunities. (Crosswalk: Outcomes 1, 2, 3, 4)</li> <li>• SLS has collected responses to the Public Library Staff &amp; Diversity Survey every three years (Crosswalk: Outcome 4)</li> <li>• SLS has partnered with the BIPOC advisory group to track BIPOC library worker staffing levels and formally track availability and impact of training and professional development opportunities. (Crosswalk: Outcome 4)</li> </ul>

**Project A.3: Organizational positioning**

Outcomes	Indicators
<ol style="list-style-type: none"> <li>1. there is increased awareness of the issues impacting libraries while creating a mechanism for resolution.</li> <li>2. Library workers and libraries will be more empowered to address difficulties arising within their own organizations.</li> <li>3. SLS will have the resources and authority to support the work of libraries and librarians across the state.</li> <li>4. School library data is shared and discussed with library stakeholders.</li> </ol>	<ul style="list-style-type: none"> <li>• SLS has been consulted and actively involved in shaping MDE legislative agenda. (Crosswalk: Outcomes 1, 2, 3)</li> <li>• SLS has provided guidance to libraries to address emergent issues common to public, school, and tribal libraries. (Crosswalk: Outcomes 1, 2, 4)</li> <li>• SLS has been explicitly included in the MDE strategic plan. (Crosswalk: Outcomes 1, 3)</li> <li>• State agencies have implemented a standardized classification of library workers in a way that reflects library workers' skills and their essential status to their communities. (Crosswalk: Outcomes 2, 3)</li> <li>• SLS has commissioned a study examining the placement of a state library services agency within state government. (Crosswalk: Outcome 3)</li> <li>• SLS has annually administered a school library survey to school libraries across the state. (Crosswalk: Outcome 4)</li> </ul>

## Evaluating Goal B: Partnering for reimagined access

### Project B.1: Community and government partnerships

Outcomes	Indicators
<ol style="list-style-type: none"> <li>1. SLS implements a more equitable grant making with a process that is clear, accessible, and approachable for applicants.</li> <li>2. There is a larger number and wider pool of school and rural libraries will apply for and receive grants.</li> <li>3. Libraries will work within and promote their precise role as community anchors.</li> <li>4. Minnesota libraries will be positioned as leaders in digital inclusion and equity, civic engagement, and career development, bringing new resources to these areas.</li> </ol>	<ul style="list-style-type: none"> <li>• SLS has produced new templates for grant applications, reports, and budgeting. (Crosswalk: Outcome 1)</li> <li>• SLS has conducted an audit of the full LSTA grant making process and revises the process based on findings. (Crosswalk: Outcome 1)</li> <li>• SLS has received more grant applications from rural and school libraries, and these applications have a high rate of acceptance. (Crosswalk: Outcomes 2, 3)</li> <li>• SLS has provided voter engagement training prior to the 2024 general election. (Crosswalk: Outcomes 3, 4)</li> <li>• Increased number of libraries partnering with workforce development organizations. (Crosswalk: Outcomes 3, 4)</li> <li>• Increased number of libraries partnering with senior citizen organizations. (Crosswalk: Outcomes 3, 4)</li> </ul>

### Project B.2: Reducing barriers to access

Outcomes	Indicators
<ol style="list-style-type: none"> <li>1. There are more people, especially marginalized and underserved populations, who use library services.</li> <li>2. Interlibrary loan services increase the availability of materials and reduce local collection development costs.</li> <li>3. Community members will have access to materials and services in formats and languages that best meet their needs.</li> <li>4. Libraries will better support community members of all ages to achieve life goals and stay connected to their family members and the wider community.</li> </ol>	<ul style="list-style-type: none"> <li>• Minitex ILL data: <ul style="list-style-type: none"> <li>○ Rates of borrowing and lending across state (between all libraries)</li> <li>○ Fill rates – how many requests are filled. (Crosswalk: Outcomes 1, 2, 3, 4)</li> </ul> </li> <li>• eBooks MN circulation data. (Crosswalk: Outcomes 2, 3)</li> <li>• SLS provides targeted grants to at least 4 tribal college and/or tribal community libraries. (Crosswalk: Outcomes 1, 2, 3, 4)</li> <li>• Increased # of people with public library cards. (Crosswalk: Outcomes 1, 2, 3, 4)</li> <li>• SLS solicits data from libraries regarding multilingual collections. (Crosswalk: Outcomes 1, 2, 3, 4)</li> <li>• Increase number of eligible users of MN Braille and Talking Book Library. (Crosswalk: Outcomes 1, 2, 3, 4)</li> </ul>

## Evaluating Goal C: Changing the narrative to showcase libraries' contributions to thriving communities

### Project C.1: Advocacy and messaging

Outcomes	Indicators
<ol style="list-style-type: none"> <li>1. Conduct stakeholder mapping to target messaging about libraries</li> <li>2. Develop an advocacy toolkit for stakeholders and partners</li> <li>3. Encourage clear, customizable shared goals to demonstrate qualitative impact</li> </ol>	<ul style="list-style-type: none"> <li>• SLS publishes an advocacy toolkit. (Crosswalk: Outcome 2)</li> <li>• SLS solicits feedback on the usefulness of the advocacy toolkit from library workers. (Crosswalk: Outcomes 1, 2, 3)</li> <li>• MDE's strategic plan, the Governor's Broadband Task Force report, and the state digital equity plan include libraries. (Crosswalk: Outcomes 1, 2, 3)</li> <li>• SLS staff have shared "elevator pitch" about what libraries do and why libraries matter. (Crosswalk: Outcomes 1, 3)</li> </ul>

### Project C.2: Investing in the future of the library workforce

Outcomes	Indicators
<ol style="list-style-type: none"> <li>1. Qualified, prepared, and plentiful pool of library workers.</li> <li>2. The library workforce will diversify and attract new staff to best serve communities.</li> <li>3. SLS will strengthen the professional values of librarianship across Minnesota.</li> </ol>	<ul style="list-style-type: none"> <li>• Increase in the number of applicants to both MLIS and bachelor's programs, particularly from diverse communities. (Crosswalk: Outcomes 1, 2, 3)</li> <li>• Increase in the number of library internship and practicum opportunities across the state. (Crosswalk: Outcomes 1, 2, 3)</li> <li>• Increased number of MLIS holders employed in public libraries, particularly in rural libraries. (Crosswalk: Outcomes 1, 2, 3)</li> <li>• MLIS graduate job placement data from St. Catherine University. (Crosswalk: Outcomes 1, 2, 3)</li> </ul>

## Stakeholder Involvement

State Library Services updated the 2018-22 LSTA Five-Year Plan community needs assessment it conducted for the 2023-27 plan. In the previous assessment, 428 library staff members and administrators responded to an online survey in fall 2016 and 36 participated in one of three listening sessions held in both metropolitan and Greater Minnesota locations in March and April 2017. Ten State Library Services partners who are not library stakeholders were interviewed by phone about community needs related to library services in March and April 2017.

In April 2022, State Library Services conducted ten interviews with stakeholders who work both directly and indirectly with State Library Services. Interview participants worked in a variety of roles, with different communities, and in different geographic areas of the state. The purpose of the interviews was to gain a better understanding from SLS partners of the successes and areas for improvement in their work with SLS, and to identify areas where State Library Services can expand support for its partners in the 2023-2027 strategic plan.

## **Communication and Public Availability**

State Library Services will publish and widely distribute its approved 2023-27 LSTA Five-Year Plan. The published plan will be emailed to library directors and other stakeholders and posted on the Minnesota Department of Education State Library Services' Library Services and Technology Act (LSTA) web page. The plan will be announced to the library community in the State Library Services newsletter that includes a link to the website. Staff will present webinars and/or sessions at the annual library association conferences to review the plan with members of the library community. Staff will also review the plan and progress toward achieving its goals with the library community at conferences and meetings at least annually. Anyone requesting information about the state's five-year plan will be encouraged to contact State Library Services to discuss the plan with the Director or LSTA Coordinator.

## **Monitoring**

State Library Services is committed to monitoring its use of LSTA funds in several ways. By completing the annual State Program Report and Financial Status Report, SLS provides detailed information on the use of funds that supports IMLS' Measuring Success initiative and federal regulations. Sub-grants and contracts are developed in line with federal and state grant/contracting requirements and include assurances for sub-grantees and vendors to ensure compliance with state and federal policies, practices, and statutes.

State Library Services follows federal CFR 200 and state of Minnesota policies and procedures for awarding and monitoring LSTA sub-grants. Pre-award risk assessments are conducted on grants over \$25,000. The results are incorporated into grant requirements. The department issues an Official Grant Award Notification and monitors program progress and compliance by requiring recipients to submit interim and final financial and narrative reports on their respective projects and activities. Federal FFATA reporting is completed within 90 days of grant (or contract) execution. Staff members are available to answer questions and concerns for the duration of the grant.

A Grant Services Specialist housed in Agency Finance works with the LSTA Coordinator to manage sub-grants, ensuring that grant documents are aligned with state and federal policies and procedures, and that pre-award risk assessments and fiscal monitoring for grants over \$50,000 are conducted. This helps ensure accountability for the use of funds and that local policies and procedures support federal and state guidelines. State Library Services follows federal records retention requirements for LSTA materials.

SLS has adopted a continuous improvement approach to our work, reviewing processes and procedures on a regular basis to ensure that they are helping us meet our goals in program administration. State Library Services assesses our progress in meeting five-year plan goals annually as part of our budgeting process. Summative evaluation of the five-year plan will tell the story of the impact of federal funds on the lives of Minnesotans.

# Official Award Notification for Grants and Cooperative Agreements Institute of Museum and Library Services

Action Taken: Award

Date of Action: 4/18/2024

Award Date: 4/18/2024

## FEDERAL AWARD INFORMATION

Federal Award ID Number (FAIN)	LS-256825-OLS-24
Award Recipient	Education, Minnesota Department of
Award Recipient Unique Entity Identifier	JLMFSATW7L49 TIN: 416007162
Award Period	10/1/2023 - 9/30/2025
Budget Period	10/1/2023 - 9/30/2025
Assistance Listing Number/Title	45.310 State Library Program
Does the award support research and development?	No
Project Title	LSTA State Grants
Project Description	The Minnesota Department of Education- State Library Services will use funds to support the goals of their Five-Year Plan for FY 2023-2027, which reflect the purposes and priorities of the Library Services and Technology Act (LSTA). In Minnesota, specific goals address: 1) Building coalitions to increase collective impact - creating networks across the state to forward the work of libraries and librarians in meeting community needs; 2) Partnering for reimagined access - engaging in community and government partnerships to reduce or eliminate barriers to information access for all Minnesotans; and 3) Refining narratives to showcase LSTA-funded library contributions to thriving communities - supporting libraries in communicating effectively with decision makers about the full scope of the library's contributions.
Grant Program and Office	LSTA State Grants, Office of Library Services
Agency Level Goals and Objectives	0 Multiple Goals
Performance Measures	

## AWARD AMOUNTS

Funds Obligated by this Action	\$3,165,524.00
Total Outright Award Amount	\$3,165,524.00
Total Cost Share	\$1,630,724.48
Total Project Costs	\$4,796,248.48
Indirect Cost Rate	

## RECIPIENT CONTACTS

Role	Name	Affiliation
Authorizing Official	Ms. Tamara Lee(TamaraLee) tamara.lee@state.mn.us	Director, State Libraries and Expanded Learning Education, Minnesota Department of
Grant Administrator	Madeline Rudawski(MRudawski) maddie.rudawski@state.mn.us	LSTA Grant Coordinator Education, Minnesota Department of
Project Director	Ms. Tamara Lee(TamaraLee) tamara.lee@state.mn.us	Director, State Libraries and Expanded Learning Education, Minnesota Department of

## REMARKS

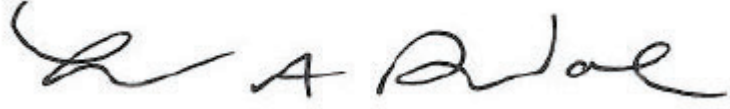
1. The Institute of Museum and Library Services (IMLS) provides this grant support pursuant to 20 U.S.C. § 9101 et seq. and as identified in the grantee's Five-Year State Plan for FY 2023-2027 and any forthcoming amendments approved by IMLS.
2. The grantee must request and receive IMLS's prior approval for amendments, including new or substantial changes to the goals as documented in the State's Five-Year Plan.
3. The administration of this grant and the expenditure of grant funds are subject to applicable law, the guidance provided at the time of award, and the guidance provided in the Grants to States Program Manual. The latter document incorporates by reference the uniform administrative requirements, cost principles, and audit requirements for Federal awards promulgated by the Office of Management and Budget.



**Official Award Notification for Grants and Cooperative Agreements**  
**Institute of Museum and Library Services**

---

**AWARDING OFFICIAL**

A handwritten signature in black ink, appearing to read "T. A. DeVoe", is positioned above the printed name and title.

Teresa A. DeVoe  
Associate Deputy Director, Grants to States

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF JENNIFER R. NELSON**

Pursuant to 28 U.S.C. § 1746, I, Jennifer R. Nelson, hereby declare as follows:

1. I am a resident of New Jersey. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. In February 2021, I was appointed as the State Librarian for the New Jersey State Library, an affiliate of Thomas Edison State University. Prior to holding this position, I served as director of Minnesota State Library Services, a division of the Minnesota Department of Education that administers state and federal programs for libraries and the Minnesota Braille and Talking Book Library. In addition to state-level work, I also have more than 25 years of experience at large urban and county libraries.

3. The New Jersey State Library (NJSL) is responsible for maintaining library resources and information services over a broad range of subjects and for providing special library services for the legislative, executive and judicial branches of state Government, supplemental library service for New Jersey libraries and direct library services for persons with disabilities. NJSL is also charged with coordinating a statewide system of libraries in New Jersey and administering State and federal programs for the development of libraries, library facilities, library resources and library services in New Jersey. NJSL requires reports that are necessary for the proper administration of its duties. This includes gathering and publishing annual and occasional statistics on libraries in the State.

4. As State Librarian, I am responsible for directing and administering the work of the New Jersey State Library and administering all laws which are included under the jurisdiction of

the library, including the fiscal oversight and management of federal and State grant and aid programs. Further, I am certified by New Jersey's Legal Officer to assure and certify that the New Jersey State Library is a State Library Administrative Agency with the fiscal and legal authority and capability to administer all aspects of the Library Services and Technology subchapter 20 U.S.C. Chapter 72. Under my direction, NJSL establishes the State's policies, priorities, criteria, and procedures necessary to the implementation of all programs under this subchapter.

5. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Institute of Museum and Library Services (IMLS), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. Given my 15 years of experience working directly with IMLS in several different capacities, I believe that Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs (specifically the Grants to States program) on which the New Jersey State Library relies and on which it expects to rely in the future, causing significant harm to New Jersey residents, including those with disabilities, K-12 and higher education students, and the New Jersey State Library.

#### The Museum Library Services Act

7. In 1996, Congress established the Institute of Museum and Library Services (IMLS) by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act, which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding

to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

8. IMLS, which administers the Library Services and Technology Act, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State with the extension and development of public library services throughout the State.” *Id.* § 9122(4). The New Jersey State Library is New Jersey’s designated State library administrative agency.

9. In order to receive funds under the Library Services and Technology Act, each State library administrative agency must submit to IMLS its five-year state plan, which describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of New Jersey’s 2023 - 2027 LSTA Five Year Plan is attached.

10. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b) and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

11. Section 9141 provides that:

Of the funds provided to a State library administrative agency under [20 U.S.C. § 9123] section such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals’ needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital

literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3)

(A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

12. IMLS, which administers the Museum and Library Services Act, is authorized to provide federal funding to museums in the form of grants, cooperative agreements, and other forms of assistance. 20 U.S.C. § 9173(a). IMLS is also authorized to provide federal funding to state governments to administer to museums. *Id.*

13. A “museum” is a public, tribal, or private nonprofit agency or institution organized on a permanent basis for essentially educational, cultural heritage, or aesthetic purposes, that utilizes a professional staff, own or utilizes tangible objects, cares for tangible objects, and exhibits the tangible objects to the public on a regular basis.” 20 U.S.C. § 9172(1).

14. Section 9173(a) provides that IMLS may enter into agreements to pay the federal share of the cost of:

- (1) supporting museums in providing learning and access to collections, information, and educational resources in a variety of formats (including exhibitions, programs, publications, and websites) for individuals of all ages;
- (2) supporting museums in providing learning partnerships with the Nation’s schools, including tribal schools, and developing museum resources, capabilities, and programs in support of State and local efforts to offer a well-rounded educational experience to all students; and
- (3) supporting the conservation and preservation of museum collections, including efforts to: provide optimal conditions for storage, exhibition, and use; prepare for and respond to disasters and emergency situations; establish endowments for conservation; curate, stabilize, and organize object-related information; and train museum staff in collections care.

The Institute of Museum and Library Services’ Impact in New Jersey



15. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. New Jersey received \$4.5 million, which represents the Federal share of the activities in the approved plan, totaling 66 percent.<sup>1</sup>

16. The New Jersey State Library uses these federal funds to support many of its programs. In the Federal Fiscal Year 2024 Budget, New Jersey State Library is using these federal funds to support the following programs:

- a. \$1,743,500 to the Talking Book & Braille Center.
- b. \$1,715,240 for Statewide – Databases
- c. \$26,000 for Subscriptions.
- d. \$40,000 to Digital Literacy.
- e. \$801,423 to State Library Technology Services, including \$569,090 to JerseyConnect and \$232,334 to Library Support Services.

17. The New Jersey IMLS Grants to State Programs amounts to \$4,326,163 in Total Direct Costs and \$180,257 in Indirect Costs, totaling \$4,506,420 for the Total FFY 2024 Budget.

18. Loss of these funds would severely impact NJSL's ability to provide direct services to almost 13,000 Blind and print-disabled library patrons through the NJSL Talking Book and Braille Center (TBBC), technology services to 350+ NJ public libraries through JerseyConnect, and curtail access to a suite of 24 online databases for research, education, and business development available to all residents. NJSL would also lose the software needed to collect and analyze statistical data and the software that facilitates interlibrary loan between libraries in the state.

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here:  
<https://www.imls.gov/sites/default/files/2024-04/imslstastateallotmenttablefy2024.pdf>.

19. In addition, the loss of funds would impact 17.5 FTE (20 people) at NJSL in jobs that accomplish these projects and other smaller scale initiatives.

20. TBBC, formerly known as the Library for the Blind and Physically Handicapped, is the only NJ library geared exclusively to serving the state's Blind and print-disabled population. Services are provided directly to TBBC patrons and to other eligible residents through the state's public libraries. TBBC is fully funded with Federal Grants to States funds.

21. JerseyConnect provides a range of backbone technology services to 350+ libraries in the state such as internet and managed WiFi services, email hosting, network access and cloud services at no cost to the libraries. JerseyConnect serves libraries in all 21 counties and covers 80% of the state's population. While the technology used by JerseyConnect itself is funded with state Library Network funds, Grants to States funds 3 highly skilled technical FTE who run the program.

22. The online databases purchased with Grants to States funds are used in public, academic, and K-12 libraries throughout the state and in some cases are the only online research tools available to NJ's smaller, needier libraries. The resources are also available to any New Jersey resident through geolocation. In calendar year 2024, these resources were searched 42,069,786 times.

23. The \$4.5 million annual allotment from IMLS represents approximately 30% of NJSL's operating funds, which include our Direct State Service and Library Network appropriations.

24. In addition to the Grants to States program, libraries and museums in New Jersey may apply to IMLS for discretionary grants or special initiatives. These are competitive awards and the amounts vary annually. These are typically project-based. While the amount may represent a large percentage of a small museum's annual budget, funds are intended to be for short-term use

and not for operational expenditures. The following is a list of NJ recipients of IMLS discretionary grants or special initiatives from 2022-2024:

<b>Fiscal Year</b>	<b>Institution</b>	<b>Program</b>	<b>Federal Funds</b>
2024	Rutgers University School of Communication, Dept of Library and Information Science	National Leadership Grants-Libraries	\$150,000
2024	Rowan University	Inspire! Grants for Small Museums	\$23,488
2024	Lawnside Historical Society	Museum Grants for African American History and Culture	\$34,180
2024	Montclair History Center	Inspire! Grants for Small Museums	\$24,635
2023	Long Branch Free Public Library	National Medals for Library Services	\$10,000
2023	Grounds for Sculpture	Museums for America	\$250,000
2023	New Jersey State Library	National Leadership Grants-Libraries	\$748,588
2022	Newark Museum of Art	Museums of America	\$91,000
2022	Visual Arts Center of New Jersey	Museums of America	\$50,760
2022	Atlantic City Free Public Library	American Rescue Plan for Museums and Libraries	\$50,000
2022	The College of New Jersey	Save America's Treasures	\$311,594
2022	Visual Arts Center of New Jersey	American Rescue Plan for Museums and Libraries	\$21,359
		Total	\$1,765,604

25. In 2023, a \$748,588 National Leadership Grant was awarded to NJSL to work with the NJ Department of Education and other partners to develop professional development, an

instructional framework, and learning activities to support NJ's upcoming implementation of its Information Literacy Standards. Losing this grant would have implications for the capacity of the state's teachers and librarians to address information literacy in the classroom and result in the cancellation of three consultant contracts and a subgrant worth approximately \$622,000 total. The project is poised to have a national impact as NJ is the first state in the US to require that K-12 information literacy learning standards be addressed in classrooms.

26. In addition to administering federal funding to States, IMLS also provides the following programs and services: the annual Public Library Survey, the bi-annual State Library Administrative Agency Survey, as well as statistical analyses of these data collection efforts; technical assistance in the management of federal data and federal programs; and convenings that increase knowledge and capacity of librarians to address community needs. The Library Statistics Working Group, of which I am a member, is a federal-state cooperative on library data, establishes the criteria and processes for the Public Library and State Library Administrative Agency surveys with IMLS, ensuring that data collected is accurate, relevant and accessible.

27. The New Jersey State Library's budget for this year has relied on receiving \$4.5 million from IMLS, and we made plans and allocated funding for staffing, services, software, data collection, and online resources based on the anticipated receipt of Federal funding promised. In addition to annual outlays from the Grants to States program, the National Leadership Grant on information literacy has engaged consultants to create instructional activities, establish professional development and conduct program evaluation. The project is scheduled to roll out training and instructional activities in the next six to eight weeks, while preparing educators for Fall 2025 implementation of the project. These funds were allocated in 2023.

28. The New Jersey State Library relies on its partnership with IMLS through the Grants to States program to complete its mission. The annual allocation supplements its state budget and offers services that reduce or eliminate costs for local libraries and library users. With an approved Five-Year Plan in place, we anticipate IMLS funding of the full range of services already described through at least federal fiscal year 2027.

29. Any pause in our federal funding would reduce the staff complement of the entire NJSL. 350+ public libraries would lose access to an integrated technology infrastructure that supports internet access. In addition to the service disruption caused, this would put an undue burden on local library budgets to fund costs in a mid-budget year revision. New Jerseyans would lose access to library services for at least a short period of time, and access to online databases for at least the next three years. NJSL provides internet services to its affiliate, Thomas Edison State University, and a pause on funding would be detrimental to this online university's ability to carry out its educational activities.

30. As reimbursement-based programs, Grants to States and National Leadership grants depend on the availability of knowledgeable IMLS staff to efficiently review and make payments. This is critical in a reimbursement-based program in which grantees, including NJSL, incur costs up front and any delays in payments impact NJSL's overall budget.

31. A reduction in IMLS staff would pose a significant challenge for NJSL's ability to manage the Grants to States Program grant, as IMLS staff regularly provide critical on-demand technical assistance in interpreting federal requirements and processing reimbursement requests.

32. Other IMLS programming plays a critical role in enabling NJSL to fulfill its mission. An annual Grants to States Conference provides an opportunity for NJSL program staff to receive updates on federal programmatic changes as well as to learn best practices from other

states. IMLS likely could not continue to hold this two-and-a-half day conference if its staff complement were reduced. Similarly, IMLS staff play a central role in the annual public library survey data collection process. A loss of staff to this program would remove unique statistical and methodological expertise that NJSL relies on when interpreting data and understanding how to apply definitions of terms to the collection of data. An annual State Data Coordinators Conference brings together IMLS staff and consultants to review and make decisions on the universe of data collection through the Library Statistics Working Group. The loss of this conference would result in NJSL staff having fewer resources available for completing this complex task.

31. NJSL staff and the larger library community have been impacted by the uncertainty of reimbursements and concerns related to our ability to pay current contracts and obligations. At this point in time, we are unable to provide certainty that any of our Grants to States funded services will continue for the remainder of this year and future years. We are unable to carry out activities that require service contracts or consultants using federal funds, which would cause delays in project implementation. As the recipient of a National Leadership Grant, the uncertainty around the status of this grant has caused our consultants, partners and contractors to express concerns about the viability of the project, and questions related to their ability to move forward on contract objectives.

32. NJSL has a history of timely submissions of all performance and financial reports related to Federal IMLS funding, as well as meeting all matching and Maintenance of Effort (MOE) requirements. Meeting annual MOE requirements has allowed for full funding of NJ's annual Grants to States allotment each year with no reduction due to missed targets. NJSL regularly receives high marks on annual submissions and Federal site visits, the most recent one of which was conducted in 2023.

33. In the next six months, we are scheduled to receive disbursements/reimbursements of \$3,215,561 under our current Federal awards, including \$2,476,657 in Grants to States funds and \$738,904 in National Leadership Grant funds. These funds have been obligated by IMLS.

34. If we do not receive such disbursements/reimbursements, NJSL will need to shut down all of the programs discussed and lay off up to 20 staff, as we do not have funds to cover the shortfall.

35. NJSL relies on the Public Library Survey conducted by IMLS to better understand the status and condition of the State's public libraries. We provide technical support and guidance to libraries with this data, assessing if libraries are meeting state standards. We use the State and local data to benchmark changes in libraries over the years, and the data are used to inform legislators and other stakeholders about the impact of library services.

36. The elimination or delay in the survey collection and analysis would disrupt NJSL operations related to the distribution of State aid, our ability to provide guidance to library trustees and directors related to service levels, and to plan new buildings or adapt services to community changes, for example.

37. Should the termination of the Grants to States program occur, more than 13,000 people who are blind or print-disabled would suffer from the lack of access to library materials; the users of more than 350 libraries in all 21 counties would lose access to core library services which rely on the internet; and all residents of the state would be harmed by the loss of access to online databases that support student success, employment and business development. A termination or delay in the National Leadership Grant will risk causing the state's K-12 educators to be unprepared for the implementation of K-12 student academic information literacy standards.



38. On March 31, 2025, I received the below email from the IMLS advising that all of its staff members were going to be placed on administrative leave effective immediately.

**From:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Sent:** Monday, March 31, 2025 2:39 PM  
**To:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Cc:** Dennis Nangle <[DNangle@imls.gov](mailto:DNangle@imls.gov)>; Madison Bolls <[MBolls@imls.gov](mailto:MBolls@imls.gov)>; Cindy Boyden <[CBoyden@IMLS.gov](mailto:CBoyden@IMLS.gov)>; Laura McKenzie <[LMcKenzie@imls.gov](mailto:LMcKenzie@imls.gov)>  
**Subject:** all IMLS staff going on administrative leave today

**EXTERNAL SENDER: Do not open attachments or click on links unless you recognize and trust the sender.**

**TO: Chief Officers and LSTA Coordinators**

Within the last hour IMLS received word that all staff are going to be placed on administrative leave, effective today. We will not be able to work or respond to your emails, and we don't have any information about future timelines related to this action.

Please share with other staff as appropriate, and please know how much we appreciate you and your work.

**Teri DeVoe**

Associate Deputy Director, Grants to States  
Institute of Museum and Library Services  
955 L'Enfant Plaza North, SW, Suite 4000  
Washington, D.C. 20024  
P: 202-653-4778  
[Website](#) | [LinkedIn](#) | [Facebook](#)

39. On March 31, 2025, I also received the below statement from AFGE Local 3403 on the status of the Institute of Museum and Library Services, advising that “[t]he status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.”



**A Statement from AFGE Local 3403 on the Status of the Institute of Museum and Library Services**

Earlier today, the Institute of Museum and Library Services notified the entire staff that they are being placed on administrative leave immediately. The notification followed a brief meeting between DOGE staff and IMLS leadership. Employees were required to turn in all government property prior to exiting the building, and email accounts are being disabled today. Museums and libraries will no longer be able to contact IMLS staff for updates about the funding they rely upon.

In the absence of staff, all work processing 2025 applications has ended. The status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.

40. Because there is no staff to administer the Grants to States program, it is unlikely that New Jersey will receive the remainder of its 2024 Grants to States award of \$2,476,657 as expenditures are incurred, which will cause immediate and irreparable harm to New Jersey. It is further unlikely that New Jersey will receive its estimated 2025 Grants to States Award of

approximately \$4.5 million by April 22, 2025 as expected, which will cause immediate and irreparable harm to New Jersey. New Jersey will also suffer immediate and irreparable harm from the loss of its National Leadership Grant remaining dollar amount of \$738,904.

41. Without IMLS staff availability, NJSL will be unable to complete its 2024 Public Library Survey data collection effort. This data collection effort is used to calculate State aid, and the inability to complete it is an additional harm that affects more than 275 public libraries in the state. NJSL would also be unable to receive reimbursement for funds spent through March 31, 2025 from the Grants to States program (\$441,577) and National Leadership Grant (\$15,230), or to fulfill its statutory obligations under both programs.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Trenton, New Jersey.

  
JENNIFER R. NELSON

## **EXHIBIT A**



# New Jersey State Library Library Services and Technology Act 2023-2027 Strategic Plan





# New Jersey State Library Library Services and Technology Act 2023-2027 Strategic Plan

Commissioned by New Jersey State Library  
Jennifer Nelson, State Librarian

June 30, 2022

Consultation services provided by:  
Kim Zablud, Advancing with Purpose

**ADVANCING**  
*with* **PURPOSE**  
Plans for Mission-Driven Organizations

[Cover photograph: Spring Exterior at New Jersey State Library]

---

*Connecting people with information through libraries*



# Table of Contents

<b>Introduction</b>	<b>4</b>
<b>Mission and Vision Statement</b>	<b>4</b>
<b>Needs Assessment</b>	<b>4</b>
<i>A Picture of New Jersey Residents</i>	5
Geography & Demographics	5
Income, Education & Employment	6
Technology	7
<i>The Library Ecosystem in New Jersey</i>	7
<i>How LSTA Dollars Support New Jersey Libraries and Residents Today</i>	8
<i>What We Heard</i>	10
Survey Respondents	11
LSTA Program Familiarity & Favorability	11
LSTA Program Importance & Performance	12
Summary of Key Themes	13
<i>How LSTA Dollars Might Best Support New Jersey Libraries in the Future</i>	14
<b>Goals &amp; Projects</b>	<b>15</b>
<i>Goal #1 - Facilitate great end-to-end experiences with LSTA programs</i>	15
<i>Goal #2 - Provide key value-add resources and process support</i>	17
<i>Goal #3 - Create opportunities to customize &amp; innovate at the local level</i>	18
<i>Timeline</i>	20
<b>Coordination Efforts</b>	<b>21</b>
<b>Evaluation Plan</b>	<b>22</b>
<b>Stakeholder Involvement</b>	<b>22</b>
<b>Communication and Public Availability</b>	<b>22</b>
<b>Monitoring</b>	<b>22</b>
<b>Assurances</b>	<b>23</b>



# Index of Graphics

<b>New Jersey State Planning Commission 2021 Policy Map</b>	<b>5</b>
<b>New Jersey Department of Education</b>	<b>6</b>
<b>2020 Students with Disabilities Enrollment</b>	<b>6</b>
<b>CDC 2020 Disability Impacts Report Chart</b>	<b>6</b>
<b>NJSL 2020 LSTA Project Funds Allocation</b>	<b>8</b>
<b>2022 Needs Assessment Participant Distribution Map</b>	<b>10</b>
<b>2022 Survey Respondents Distribution Map</b>	<b>11</b>
<b>2022 Survey Respondent LSTA Project Familiarity, Usage, &amp; Favorability Ratings Chart</b>	<b>11</b>
<b>2022 Survey Respondent LSTA Project Familiarity &amp; Favorability by Role Ratings Chart</b>	<b>12</b>
<b>The qualitative and quantitative research from the needs assessment resulted in five key themes</b>	<b>14</b>
<b>New Jersey State Library LSTA Crosswalk</b>	<b>21</b>

# Introduction

The New Jersey State Library (NJSL) serves the needs of a complex and diverse state, and - by extension - a complex ecosystem of libraries. Public libraries are organized and operated quite differently throughout the state, evidencing a blend of municipalities, county structures, regional collaboration, city and suburban environments, and rural and shore communities.

For many years, the state library has prioritized three main programs in their LSTA goals, equally available to all types of libraries. While these three programs carry forward, the 2023-2027 five-year plan is designed to support customization and innovation at the local level. The activities within the various projects will provide resources, tools, and opportunities that libraries can adopt differently based on their needs. Additionally, the activities aim to foster high-quality journeys and experiences that translate across multiple environments.

In developing the five-year plan, NJSL took a holistic view of its strategic objectives and services, which include but are not limited to the Grants-to-States program. The agency is investing in ways to work collaboratively across silos, with an emphasis on marketing and communications, equity, diversity and inclusion, and creating a unified learning organization. The LSTA projects and activities outlined herein will benefit from and mutually reinforce the state's larger portfolio of initiatives.

Thank you to the many individuals who contributed input and creativity to the process. Early on, library directors and library leaders openly acknowledged that different libraries would want very different things when it comes to seeing their LSTA dollars at work. The design team grappled with these tensions and trade-offs, building in feedback loops so New Jersey's libraries can continue to learn about what works best - together - over the next five years.

# Mission and Vision Statement

The State Library of New Jersey exists to serve as the principal library of state government. In addition, it builds the capacity of all libraries in the state, and operates the New Jersey Talking Book & Braille Center. The State Library of New Jersey envisions a future in which all New Jerseyans have access to exceptional library services and the information resources they need to achieve their personal, educational, and professional goals.

# Needs Assessment

New Jersey population and demographic data included herein was resourced from the 2020 United States Census, the 2010 United States Census (in limited cases where information was not available for 2020), the Municipal Revitalization Index, Migration Policy Institute, FCC Fixed Broadband Deployment 2020 Data Map, New Jersey Department of Labor, Centers for Disease Control and Prevention (CDC) 2020 Disability Impacts Report, New Jersey Department of Education, Cornell University's Disability Statistics database, World Population Review, New Jersey Division of Elections, New Jersey Department of Corrections, and National Institute of Corrections. Sources of library operations and systems data used to assess needs and goals includes the NJSL 2020 Public Library Report, NJSL LSTA 2018-2022 Five Year Evaluation, focus groups with county public library directors, key informant interviews, and a staff survey distributed to all New Jersey libraries.

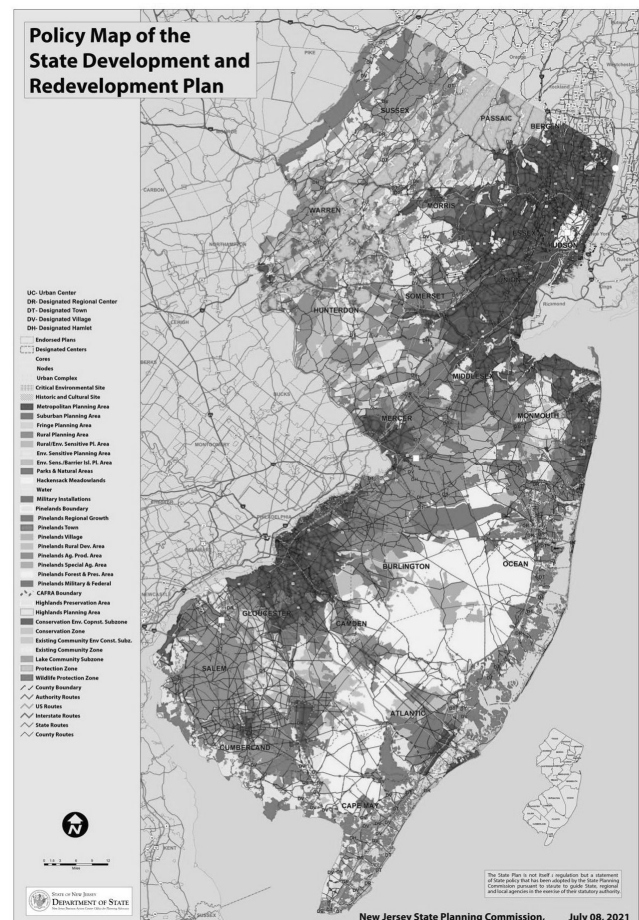
## A PICTURE OF NEW JERSEY RESIDENTS

### Geography & Demographics

**Geographic diversity** - The “Garden State” of New Jersey is home to 9,288,994 residents of 21 counties and 565 municipalities with approximately 94% of the population living in urban areas (2010 Decennial U.S. Census - most recent). Over the last ten years, New Jersey’s population has increased by 5.7% with the highest percentage of population growth occurring in Hudson, Ocean, and Essex counties. Between 2020 and 2021, south New Jersey’s rural populations have increased in Cape May (.6% to 1.5%), Salem and Burlington (.1% to .5%). The New Jersey State Planning Commission Policy Map to the right depicts development and redevelopment planning with metropolitan and suburban planning areas most densely mapped in counties adjacent to New York City and Philadelphia. Increases in both urban and rural counties will result in a need for increased library services and resource coordination, especially in rural counties with limited library funding.

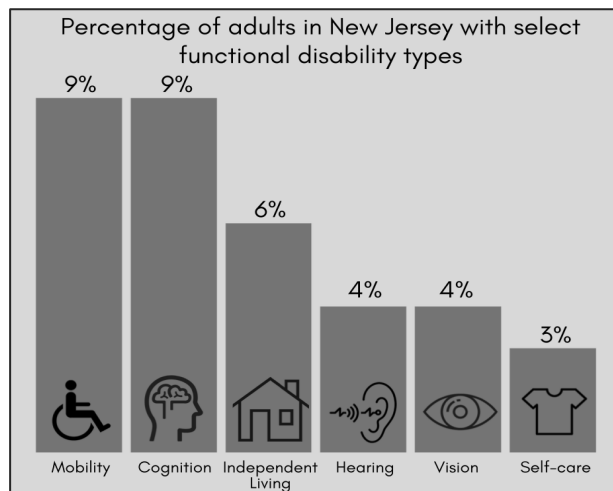
**Racial, ethnic, and linguistic diversity** - New Jersey remains the nation’s most densely populated state and is racially diverse where 55% of the population are solely white, 21% are solely Hispanic or Latinx, 15% are solely Black or African American, 10% are solely Asian. 6% are solely American Indian or Alaska Native, .1% are solely Native Hawaiian or other Pacific Islander, and 2.3% of the population is two or more races. Almost a quarter of New Jersey’s population is foreign born (22.7%). In 2019, 43% of foreign-born New Jersey residents spoke English less than “very well” with 32% of the total household population ( $N=8,370,265$ ) speaking a language other than English at home. Of other languages spoken at home with English spoken less than “very well”, Korean was spoken the most (55%) followed by Portuguese (46%) and Spanish (43%) (2019 Migration Policy Institute).

**Age distribution and diverse abilities** - The median age of New Jersey residents is 40 years old. New Jersey’s over 65-year-old population is in line with the national trend of 16%, and 22% of New Jersey’s residents are under 18 years old which is the same as the national percentage. According to the Centers for Disease Control and Prevention (CDC) 2020 Disability Impacts report for New Jersey, 1 in 5 adults (1,415,625 total adults) in New Jersey have a disability with mobility (9%) and cognitive disabilities (9%) affecting the largest number of disabled New Jersey adults. The New Jersey Department of Education reports that as of October 2020, 18% of youth 3-21 years-old who are enrolled in public and private schools have a disability. The highest percentages of student disabilities are classified as having a specific learning disability (5.3%), speech or language impairment (3.76%), other health impairment (3.74%), and autism (1.78%).



New Jersey State Planning Commission 2021  
Policy Map

- Metropolitan Planning Area
- Suburban Planning Area
- Env. Sensitive Planning Area
- Rural Planning Area



CDC 2020 Disability Impacts Report Chart

Public and Non-Public		
Disability Category	Classified	Percent
Autism	23949	1.78
Deaf-Blindness	21	0.00
Preschool Disabled	13655	1.02
Emotional Disturbance	6760	0.50
Hearing Impairment	1395	0.10
Intellectual Disability	5423	0.40
Multiple Disabilities	13148	0.98
Other Health Impairment	50264	3.74
Orthopedic Impairment	301	0.02
Specific Learning Disability	71172	5.30
Speech or Language Impairment	50489	3.76
Traumatic Brain Injury	402	0.03
Visual Impairment	365	0.03
Total	237344	17.68

New Jersey Department of Education  
2020 Students with Disabilities Enrollment

## Income, Education & Employment

**Income diversity** - New Jersey median household income has risen from \$72,093 to \$85,245 since 2015 and remains approximately \$20,000 higher than the U.S. median household income of \$64,994. The industries earning the highest annual wage are management enterprises (\$174,842), finance (\$133,931), utilities (\$122,184), and information (\$117,433). Industries with the lowest annual wage are food service (\$23,839), retail (\$36,379), arts and entertainment (\$37,988). Counties earning the highest annual wage are Somerset (\$91,866), Morris (\$88,117), Hudson (\$79,639), and Mercer (\$75,664) with Cape May (\$35,378), Ocean (\$42,548), Cumberland (\$43,714), and Atlantic (\$43,772) earning the lowest annual wage (New Jersey Department of Labor 2013-2019 Average Annual Wage Report). New Jersey's poverty rate of 9.7% is lower than the national average of 12.8%. Childhood poverty affects 13.3% of New Jersey youth aged 18 years and under, 14.4% of children under five years old live in poverty and 13% of children aged five to 17 years old live in poverty. Counties with the highest rates of childhood poverty are Salem (24%), Passaic (23%), Cumberland (22%), Essex (21%), and Hudson (20%).

**Educational attainment** - New Jersey residents by and large have higher educational attainment than the national average with 40.7% of New Jersey residents holding a bachelor's degree or higher versus the national average where 32.9% of national residents have a bachelor's degree or higher; 26.7% of residents have a high school diploma or equivalent. New Jersey has an adult literacy rate of 83% with 17% of the adult population lacking basic prose literacy (2022 World Population Review). New Jersey's percentage of children enrolled in K-12 schooling is slightly lower than the national average with 65.7% of New Jersey children enrolled in school versus 66.3% of children enrolled nationally.

**The employment landscape** - New Jersey has an employment rate of 61.8%, which is slightly higher than the 59.6% national average. Most employed residents work for private companies (70.6%), 13.7% of residents are local, state, and federal employees, 7.1% of residents work for non-profits, and 8.7% of residents are self-employed. Approximately 7% of residents work from home and 11% use public transportation to get to work.

**Voter registration** - The New Jersey Division of Elections reports 6,432,702 registered voters as of May 2022 with the highest number of registered voters living in Bergen (667,035), Essex (564,380) and Middlesex County (561,863).



**Incarceration and re-entry** - New Jersey has 19 jails and nine state prisons. New Jersey has 12,492 people in the corrections system with 10,260 people incarcerated in the prison complex, 1,139 in the youth complex, and 1,093 in satellite units (halfway houses, county jails, or central medical unit). Ten New Jersey counties (Atlantic, Bergen, Camden, Essex, Hudson, Mercer, Middlesex, Monmouth, Passaic and Union) account for 76% of incarcerated people. Essex County is the highest rate of incarceration (14%) (New Jersey Department of Corrections 2022 Offender Characteristics Report). As of 2019, 15,194 persons are on parole and 127,804 people are on probation (National Institute of Corrections).

## Technology

New Jersey has more households with internet subscriptions than the national average (88% compared to 85.5% nationally). Most New Jersey residents have access to technology with 93% of households owning a computer and 88% of households connected to broadband internet. In urban areas, 99% of New Jersey locations have three or more broadband providers, whereas 96% of rural locations have three or more broadband providers (2020 FCC Fixed Broadband Deployment Map). Though the majority of New Jersey has broadband providers available, there is a gap with 12% of households not purchasing or not able to purchase broadband internet, which means these households are unable to access digital library resources and information. Libraries in southern New Jersey, many of which do not have broadband access or strong connectivity, are unable to benefit widely from key LSTA funded digital services.

## THE LIBRARY ECOSYSTEM IN NEW JERSEY

**Government landscape** - The governmental landscape, and therefore New Jersey's library services landscape, is extremely complex. There are more than 550 municipalities in the state including boroughs, cities, towns, townships and villages. There are even more public-school districts operating and more than 80 institutions of higher learning ranging from major public research universities to small Talmudic institutions and theological seminaries.

**Libraries by the numbers** - The Garden State is home to nearly 300 separate public library entities (294) that operate more than 400 (438) public library facilities. The public library system is made up of 233 municipal libraries, 42 association libraries that operate in a non-profit status, 14 county libraries, and five joint libraries. Approximately 2,000 school library/media centers serve the students in the state's 600+ public school districts. Private school, academic and special libraries add several hundred more to the mix.

**Financial support and disparities** - Collectively, local support for public library services in New Jersey is traditionally strong. National statistics from the IMLS Public Libraries Survey (PLS) for 2019 show that the state's libraries enjoyed local per capita support of \$55.66 (operating revenue), high enough to qualify for the 9th position among the states (exclusive of the District of Columbia). That said, the disparities across systems and regions are stark. The Ocean County Library is the highest funded library in New Jersey with an annual budget of roughly \$39 million, presumably due to a high tax base from seasonal shore communities. Somerset County, the second highest, is funded at less than half the level of Ocean (\$18 million). Expenditures of public libraries at the bottom ten positions in terms of local support range from \$9 up to \$33 per capita (with one outlier at the very bottom at less than \$2). Note that federal support per capita is \$0.11. This underscores the point that federal funding is intended to work at scale but does not dramatically impact the per capita funding of any given library.

**The third of a mill equation** - Public library funding in New Jersey is driven by the real property tax base of a given county, municipality, or locale. Per state library legislation, a municipal or joint municipal library is entitled to receive a third of a mill from their town every year, which is calculated by multiplying .0003333333 by the equalized valuation of all the real property in a town. For county libraries, a fifteenth of a mill is the legislated minimum; however, all counties

exceed this rate. (Monmouth County is the lowest, assessing at approximately a fifth of a mill.) In practical terms, the third of a mill requirement creates ripple effects and consequences across the library ecosystem. If a municipality opts to operate standalone library service, rather than participate in a county system, they take their tax base with them. As a result, municipal libraries within a county often pool resources and wealth, reducing the tax base to fund the county system as a whole.

**Consortiums** - Consortiums are a significant contributor to service delivery in New Jersey. Currently, six consortiums operate throughout the state. In the most robust example, the consortium provides a suite of services to member libraries that includes an inter-consortium delivery system, continuing education, professional development, advocacy, eResources, and a shared catalog. In the newest consortium, the only shared service is a catalog. Roughly half of the public libraries in New Jersey are supported or served by a consortium, with varying levels of support.

**Partners** - There is a strong triangle of partnership between NJSL, the New Jersey Library Association, and LibraryLinkNJ, a non-profit organization that receives funding from the state library to facilitate interlibrary loan and delivery across the state. NJSL's government partners include the Governor's Office, the New Jersey Office of Innovation, the Department of Human Services, the Department of Labor and Workforce Development, and the Commission for the Blind and Visually Impaired. Thomas Edison State University is the umbrella that houses the state library, with additional opportunities for partnership. NJSL also works with a number of vendors and programmatic partners for the delivery of LSTA programs and has a working list of potential partners ripe for future collaboration(s). Specific to LSTA, NJSL facilitates an LSTA Advisory Council made up of 10 library representatives and directors from across the state. The group meets regularly to provide guidance on strategy, projects, activities, and ongoing implementation.

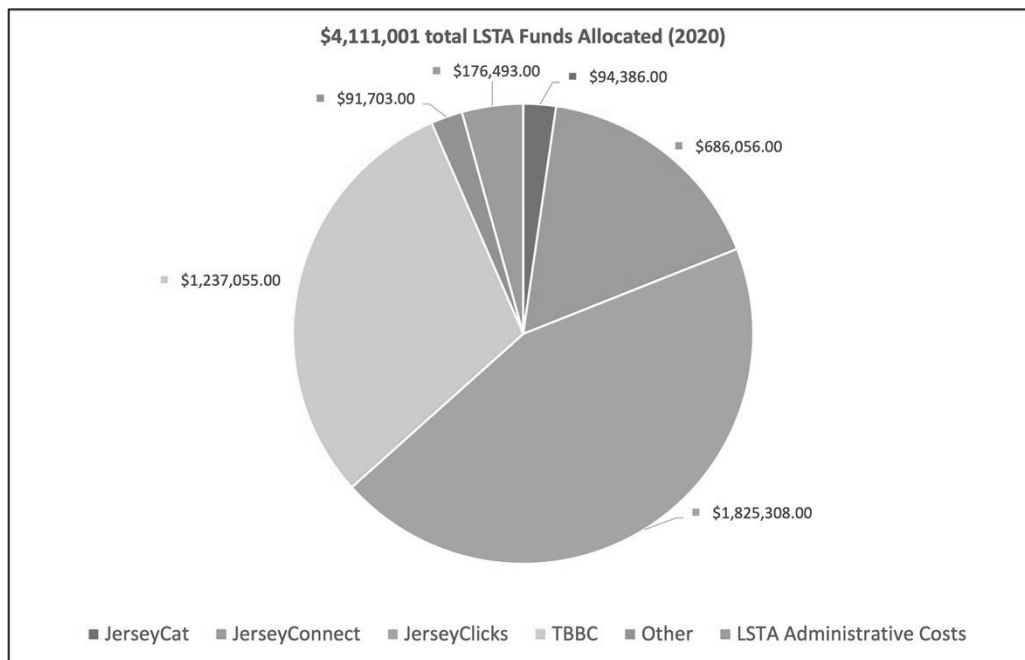
## HOW LSTA DOLLARS SUPPORT NEW JERSEY LIBRARIES AND RESIDENTS TODAY

In 2020, NJSL spent \$4,111,011 to deliver LSTA funded projects to New Jersey libraries and patrons. The three projects receiving the largest amount of LSTA funding are:

**JerseyClicks** providing statewide library users access to 23 databases spanning an array of content including genealogy, newspapers, academic, and language learning resources that allow library users to meet their personal, educational, and occupational goals. JerseyClicks served as a vital source of information access during the pandemic with 42,843,057 user sessions in 2021 alone.

**The Talking Book Braille Center (TBBC)** providing direct statewide library services to New Jersey's print disabled population of 3,357 registered users by circulating 354,022 BARD (Braille and Audio Reading Download) audiobooks and magazines. TBBC administers LEAP (Library Equal Access Program) which provides assistive technology training for visually impaired persons over 55 years-old through eight LEAP Technology Learning Centers housed in local libraries. NJSL is piloting a Braille Reader project in partnership with the National Library Service for the Blind and Print Disabled providing 100 handheld braille readers that download BARD database audiobooks and magazines.

**JerseyConnect** Statewide Technology Program providing technology services to New Jersey public libraries including low-cost internet access, web hosting and infrastructure, and technology services with 23 libraries utilizing all JerseyConnect services and 363 libraries (80%) using at least one JerseyConnect service.



The remaining \$362,582 of LSTA funding was used for “Other” projects (\$91,703), administration (\$176,493), and staffing for the JerseyCat interlibrary loan project (\$94,386) with project delivery services primarily funded through state match funds. New Jersey Statewide Statistics, LYRASIS membership and digitization services are categorized as “Other” projects in the *NJSL 2020 LSTA Project Funds Allocation* graphic.

The NJSL 2018-2022 LSTA Five-Year Plan evaluation provides key findings for LSTA goal performance and informs proposed project outcomes for the next five-year LSTA plan period. The evaluation was conducted by Linda Hofschire, principal of LJH Consulting, LLC and includes data for fiscal years 2018-2020, the period where data was available. To meet the needs of staff and patrons, NJSL carried out 89 activities that satisfied three IMLS focal areas: Institutional Capacity (47% of activities), Information Access (37% of activities), and Lifelong Learning (16% of activities). Over half (53%) of all activities had library workforce as the target audience. During the 2018-2020 evaluation period, NJSL used 96% of the total LSTA funds (\$12,392,824) to achieve Goal 1: Information Access (60% of LSTA budget), Goal 2: Institutional Capacity (2% of LSTA budget) and Goal 3: Lifelong Learning (34% of LSTA budget). The remaining 4% of LSTA funding was allocated to administration.

According to the evaluation, NJSL was successful in achieving Goal 1: Information Access through the delivery of seven projects that provided convenient access to information resources and are relied upon by libraries to extend information resources to library patrons. NJSL also achieved Goal 2: Institutional Capacity, primarily through the JerseyConnect program, which supported 80% of New Jersey libraries with one or more technology offerings that built capacity to provide additional service to their community. Though Goal 3 projects were associated with positive outcomes (Summer Reading, 90%) and provided critical services for the print disabled population (TBBC, 75%), these projects as a whole only partially achieved Goal 3 due to the programs’ highly targeted audience which restricted broad lifelong learning service offerings.



## WHAT WE HEARD

The research team took special care to hear from a variety of library staff across multiple counties and regions of New Jersey.

From February through April 2022, Advancing with Purpose conducted a needs assessment of public library directors, library staff, and consortium members to understand the benefits and challenges experienced by libraries participating in NJSL LSTA projects. The team spoke directly with customers of the Talking Book and Braille Center, which is the second largest program in terms of funding. Research methods and participation are summarized as follows:



2022 Needs Assessment Participant Distribution

**Surveys** - administered a 22-question survey to staff members of 21 county libraries and received 193 total responses. Survey responses were collected from March 14<sup>th</sup> through March 31, 2022 and took an average of 14 minutes to complete.

**Focus Groups** - held four focus groups with County Directors (9 participants), Small Library Directors (4), Consortium Directors (5), and Talking Book Braille customers (5).

**Individual and Small Group Interviews** –conducted eight individual and small group interviews with NJSL staff (3) and library directors (5 interviews; 8 participants)

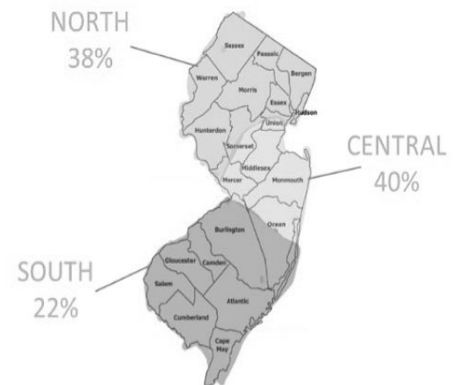
**The primary goals for the needs assessment were to:**

- Test awareness and knowledgeability of LSTA-funded programs among library staff at the local level.
- Assess the value of LSTA-funded programs among library staff at the local level and test assumptions of what is important to library directors when it comes to how to best supplement their programs with federal dollars.
- Identify gaps in program offerings and areas of need to inform future changes in the distribution of LSTA funds to New Jersey libraries.

## Survey Respondents

There was a strong distribution of survey responses across the state with North and Central New Jersey receiving near equal distribution (38%, 40%) where South New Jersey had a lower response rate of 22%. The majority of survey respondents work for a public library (96%) and responses were equally distributed between management (50%) and library staff (50%).

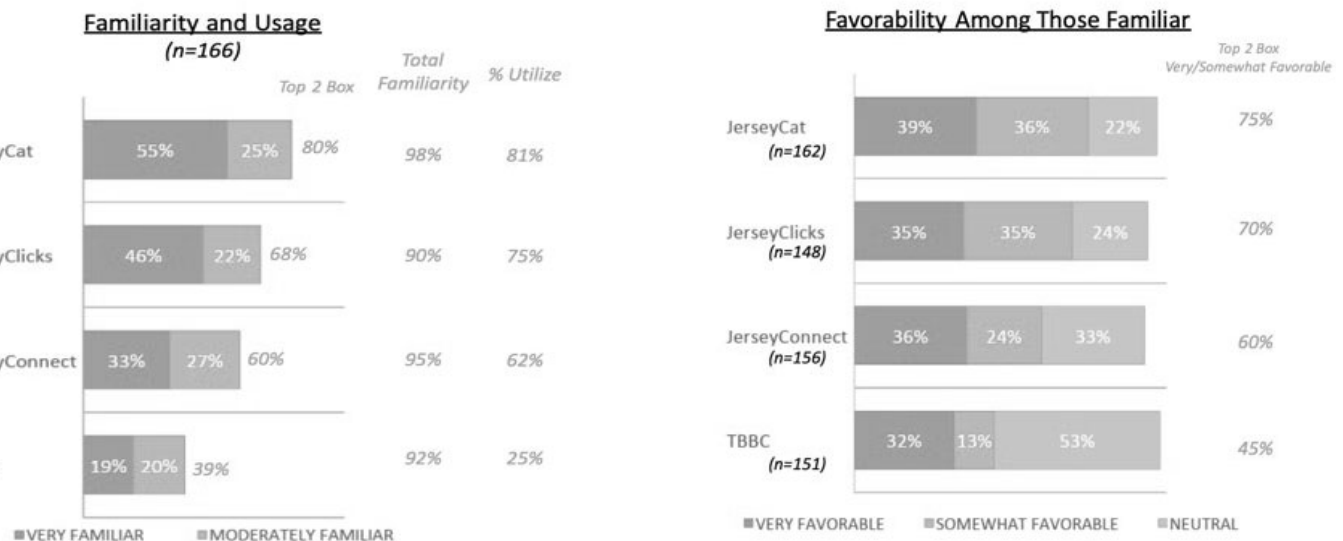
Of public library respondents, the majority of responses were received from libraries serving a population under 100,000 residents (86%) with 14% of respondents serving a population over 100,000 residents.



2022 Survey Respondents

## LSTA Program Familiarity & Favorability

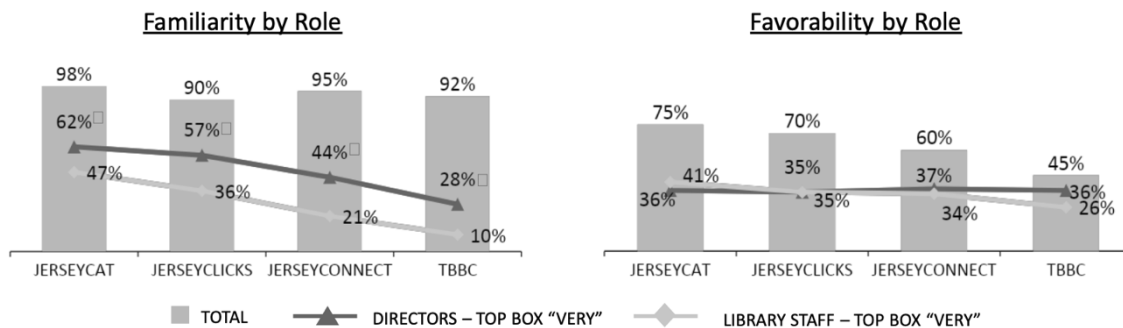
NJSL library staff have high overall familiarity with LSTA funded projects (94%). According to top box survey ratings of *very familiar* to *moderately familiar*, JerseyCat was the service most familiar to and well utilized by library staff (80% and 81% respectively), followed by JerseyClicks (68% and 75% respectively) and JerseyConnect (60% and 62% respectively). TBBC was the least familiar service and least utilized by library staff (39% and 25% respectively). Note that increased staff familiarity with TBBC would likely result in downstream use by customers; however, staff are not the primary audience or end users for this service.



2022 Survey Respondent LSTA Project Familiarity, Usage, & Favorability Ratings Chart

JerseyCat and JerseyClicks are viewed as the most favorable of LSTA-funded projects (75%, 70%), followed by JerseyConnect (60%). TBBC stands apart with library staff having no strong opinion regarding the benefit of this service (45%), presumably due to staff being less familiar with the program. TBBC is a program directed primarily at end users with a specific profile of needs. To gain additional qualitative data, the research team held a focus group with TBBC

customers. Participants described the life-changing implications of TBBC programs, along with a desire for advocacy and awareness to reach more intended beneficiaries. They highlighted how new technology innovations are game changers for the community, along with the value of having timely access to new releases in digital format. The group emphasized that their constituency is not a monolith, including newly blind seniors and children receiving service through schools. In their own words, participants said: “TBBC is about independence and knowledge - learning is knowledge, and knowledge can be turned into power, and power can be turned into confidence.”



2022 Survey Respondent LSTA Project Familiarity & Favorability by Role Ratings Chart

When looking at familiarity by library role, library directors were significantly more familiar (48%) with all LSTA projects than staff (29%). However, among staff that are aware of LSTA project, directors and staff share similar favorable opinions about the projects (36%, 34%). The gap in familiarity of LSTA projects among staff demonstrates an opportunity to increase staff awareness and training on what these projects offer and how best to utilize their services.

## LSTA Program Importance & Performance

JerseyCat, JerseyClicks and TBBC all deliver on important areas of information access and meeting customer’s educational needs. Opportunities to increase service use and awareness among library staff rests with increasing ease of use and navigation (86%) coupled with increased staff training (68%) and technical support (67%). Incorporating customer feedback into project development across all projects was identified as an area of important improvement to 67% of survey respondents. Below is a breakdown of performance by key project.

### Areas of Satisfaction

- JerseyCat: accessibility to different information sources.
- JerseyClicks: information access and meeting customers’ educational, professional, and recreational needs.
- JerseyConnect: adds unique value in supporting library operations and providing a sophisticated technology service.
- TBBC: meets customers’ recreational and educational needs.

“TBBC is a wonderful service, it changes lives, but only a small portion of our population utilizes it.”

“This is an essential service but there is a branding issue. Staff are not totally familiar, it needs better promotion.”

“I’d like to have training around how to use JerseyCat. I’d like to have webinar videos that staff can watch or meetings to update us on stuff. This may exist already but I can’t find it.”

## Areas for Improvement

- JerseyCat: ease of use (56%), modernizing technology (42%), and providing adequate training for staff (44%).
- JerseyClicks: ease of use (53%), improvements in information and content (49%), and increased understanding of services available and how they work (47%).
- JerseyConnect: more education and transparency into how services operate and function (82%).
  - Improvement to services related to internet speed and access to bridge digital divide (35%).
  - Upgrades to modernize technology and improve user interface experience (33%).
- TBBC: better understanding of service offering and how it works (86%).
  - Increased customer feedback (57%).
  - Clarity on who to refer to TBBC services and how to make the referrals (57%).

"I would say JerseyConnect is very important to us. It saved huge when small libraries are not able to host their own server and to have in-house IT service team."

"(JerseyClicks) paid databases such as Consumer Report, Brainfuse, Ebsco, are great resources for our patrons. It would be a financial burden if a small library like ours are to pay out of pocket. We won't be able to afford (it)."

## Future Needs and Value-Add Services

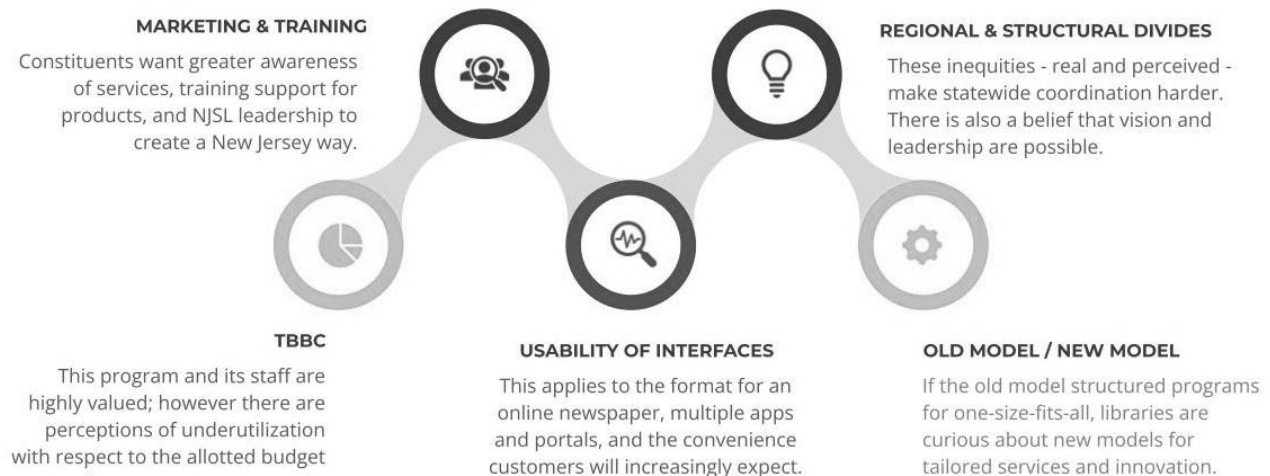
- Library staff most valued Zoom video conferencing (87%) and Brainfuse (74%) delivered through CARES Act funding.
- Library staff have future need for eBooks (82%).
- Continuing support for these services would be highly valuable to libraries.

"Things like Zoom platform and Brainfuse are hard to replace when you become dependent on these services."

## Summary of Key Themes

NJSL Library Leadership reviewed the findings from the needs assessment alongside the recommendations from the 2018-2022 LSTA evaluation. The group surfaced areas of continuity, such as prioritization of statewide access to information resources, repeated requests for statewide marketing strategies, and ways that evaluation and feedback loops could better inform programs and plans. The group distilled five key themes to inform the design process going forward.

## Summary of Key Themes



The qualitative and quantitative research from the needs assessment resulted in five key themes

## HOW LSTA DOLLARS MIGHT BEST SUPPORT NEW JERSEY LIBRARIES IN THE FUTURE

To identify how LSTA dollars might best be allocated to address key themes identified in the needs assessment, the NJSL team participated in a series of design sessions to explore solutions based on eight guiding questions. The questions were intentionally formatted to unlock organizational curiosity about opportunities, before shifting to problem-solving and solutions.

1. How might we tailor and/or scale LSTA programs for differently resourced libraries?
2. How might we provide attractive opportunities to test, pilot, and innovate at the local level?
3. How might we increase awareness and understanding of LSTA funded services and resources for library staff?
4. How might we provide tools and resources to our libraries, partners & collaborators to help them better assess and evaluate their successes and progress?
5. How might we further EDI goals into programs for libraries to help serve a constantly changing and underserved population?
6. How might we encourage innovation within our key LSTA programs?
7. How might we improve the customer journey and end-to-end experience for each program?
8. How might we empower library staff to be knowledgeable ambassadors of (LSTA) programs and services?

After a brainstorm and sense-making phase, staff refined results to create the overarching goals, projects, and activities as presented in the next section.

# Goals & Projects

## Guiding Principles of the NJSL 2023-2027 Plan

The New Jersey State Library uses Federal Library Services and Technology Act (LSTA) funds to help support library service across the state. Our goal is to provide a great return-on-investment for New Jersey libraries:

- We focus on high priority areas that would be inefficient or cost prohibitive for individual libraries to undertake alone.
- We invest in programs that help less well-resourced libraries and residents.
- We encourage innovation and experimentation in New Jersey libraries.

## GOAL #1 - FACILITATE GREAT END-TO-END EXPERIENCES WITH LSTA PROGRAMS

Projects	Electronic Resources	TBBC	JerseyCat
Activities	<ul style="list-style-type: none"><li>● Research &amp; engagement for 2025 renewal</li><li>● Data sharing &amp; local evaluation tools</li><li>● User testing and customer experience</li></ul>	<ul style="list-style-type: none"><li>● Usability testing when NLS moves to cloud</li><li>● Outreach and expansion through key partners</li><li>● Research and statewide staff engagement &gt; offer new tools</li></ul>	JerseyCat will be supported with state funds. Options and funding models are being explored in Year 1.
	STAFF TRAINING & DEVELOPMENT		

**Facilitate great end-to-end experiences with LSTA programs** - Goal #1 emphasizes the importance of end-to-end experiences that center around the customer. At every point in the customer's journey through a product or service, there is an opportunity to provide a consistently excellent experience. As a field, libraries are increasingly adopting the user experience (UX) techniques that began with product testing in IT. The discipline has expanded to include a full range of customer experiences (CX) methodologies. NJSL's top two projects in terms of funding - Electronic Resources and TBBC



- both serve customers across a range of touch points and channels. Through the needs assessment, library staff affirmed the value and importance of both programs. At the same time, they surfaced a range of opportunities to enhance the overall service experience of each project. By making the customer's journey the overarching goal, NJSL will prioritize activities that lead to concerted improvements over time.

**Activities and opportunities for electronic resources** - Currently, the majority of electronic resources are on a three-year renewal cycle, which will come up for review again in 2025. For the most recent renewal, staff followed a working group approach to develop checklists for evaluation and review. With a three-year lead time until the next renewal, they will research new product approaches, and consider user experience across products, and marketing opportunities to bundle and promote products for different subsets of libraries.

Throughout the needs assessment, library staff consistently requested better feedback loops for data sharing about local use of electronic resources. As a companion tool, the state library would like to develop local assessment tools, which will assist libraries with parsing and making meaning of data sets. A range of evaluation tools are envisioned, which could include audience mapping for targeted promotion to key segments, staff assessments with a menu for training options, and a template for staff to conduct a hands-on user test with a customer on a specific product.

In addition to user testing templates at the local level, which could funnel up through a feedback mechanism, NJSL will invest in formal user testing and customer experience mapping for key products, apps, and interfaces. In the needs assessment, library staff emphasized that a multiplicity of apps and logons is challenging and simplification where possible is desirable. They shared that format for certain activities, such as reading a newspaper, is equally if not more important than access to content. For example, libraries might purchase a duplicate electronic copy of a popular item to obtain their customers preferred interface. As a result of user testing, NJSL will be positioned to prioritize products and packages that facilitate great experiences for the 2025 renewal and beyond.

**Activities and opportunities for TBBC** - The National Library Service (NLS) is in the process of moving to the cloud, which will enable a one-stop-shop for users to view their content across multiple devices (player, phone, iPad, etc.). TBBC will conduct user testing to better understand the customer journeys associated with this change and how to facilitate great end-to-end experiences. They will explore tactics to communicate the benefits of the NLS service enhancement to library staff and end users.

TBBC has a list of key partners who are ripe for partnership and expansion. As evidenced throughout the needs assessment, the TBBC user base encompasses a wide variety of personas and profiles, from young children and families who are navigating early literacy needs to newly blind seniors. TBBC will formalize key partner relationships and customize programmatic support for each audience. Spanish language outreach will be a designated area of focus.

Recent technological innovations are revolutionizing service options for TBBC customers. For example, TBBC participated in a recent electronic braille reader pilot, which put the equivalent of a van full of print braille volumes into a single handheld device. TBBC will design a staff-led research campaign to visit libraries and speak with librarians about their customer needs. TBBC staff have deep relationships with their current active yet limited set of end users. They will gather information to connect the dots about how to help frontline library staff market existing resources at their libraries. From there, TBBC is hopeful that pilots such as the electronic braille reader can be adopted at scale within the next five years, building on their strengthened network with local libraries.

**Approach to the JerseyCat project** - As a result of the needs assessment, NJSL is exploring whether the small amount of LSTA funding that supports the state interlibrary loan program (JerseyCat) could potentially be appropriated from a different source. JerseyCat is a standalone program with a large budget that requires its own strategic plan and initiatives.



**Outcomes and use of funds** - At the end of the five-year plan, NJSL will have enhanced the end-to-end experience across its top two programs. Library staff and customers will benefit from a concerted approach over time to facilitate seamless customer journeys. Anticipated results include increased usage and adoption by new audiences including less well-resourced residents. Funds will be used for the operational costs of both projects and prioritized to support the improvement activities described above.



*Goal #1 maps to the IMLS Information Access focal area.*

## GOAL #2 - PROVIDE KEY VALUE-ADD RESOURCES AND PROCESS SUPPORT

Projects	Statewide Marketing Strategies	JerseyConnect
Activities	<ul style="list-style-type: none"> <li>• KM (internal and external)</li> <li>• Feedback loops &amp; formal listening</li> <li>• Onboarding tools</li> </ul>	<ul style="list-style-type: none"> <li>• User research in the field</li> <li>• Self-assessment tool + consulting</li> <li>• Collaborative design / Data sharing &amp; unified data sets</li> </ul>
	STAFF TRAINING & DEVELOPMENT	

**Provide key value-add resources and process support** - Throughout the needs assessment, library directors surfaced areas where statewide leadership, tools, and support would be most useful. Rather than reinvent the wheel for individual locations and consortiums, or disregard important topics due to insufficient local resources, they identified key places for a collective approach. The Goal #2 projects respond to two top needs in this regard: statewide marketing strategies specific to LSTA programs and technology support so all libraries can have their IT infrastructure needs met. Goal #2 is designed to create feedback loops between NJSL and New Jersey libraries for an iterative approach. The intent is to continually learn and affirm that NJSL is prioritizing the right resources and investing in the right supports, given the finite dollars available.

**Activities and opportunities for statewide marketing strategies (specific to LSTA programs)** - Through a collection of strategies, NJSL will help market the LSTA programs/projects described in the plan. In the area of knowledge management (KM), there are internal opportunities at NJSL to share data across LSTA programs more effectively. For example, programs can work from common distribution lists and shared notes based on field visits to libraries. Externally, libraries across the state would benefit from a unified KM portal and knowledge sharing tools. Feedback loops and feedback mechanisms can be studied and embedded in a variety of ways. Ideally, mechanisms will be interwoven into KM design as a whole and corresponding KM practices. Similarly, a standard toolkit to onboard new staff would inculcate key messages and resources from the first day on the job, a first step to creating a “New Jersey way.”

**Activities and opportunities for JerseyConnect** - JerseyConnect provides hands-on technology support and consultation to New Jersey libraries. The staff at JerseyConnect has eyes and ears at libraries throughout the state. With frequent site visits and regular consultations, they talk to directors and staff at a higher rate than any other program. In tandem with marketing strategies, they are an asset to capture feedback and bring back real-time observations. With collaboration and cross-pollination at NJSL, JerseyConnect staff can conduct ongoing user research that includes but is not limited to technology. JerseyConnect is also well positioned to create library self-assessment tools for their services, in a similar vein to local evaluation tools from JerseyClicks. These tools empower local libraries to do the work on their own behalf, with support and guidance from NJSL. Finally, as KM work moves forward, JerseyConnect staff will contribute to requirements gathering, collaborative design, and meeting technology needs associated with KM solutions.

At the end of the five-year plan, NJSL will have stronger feedback loops to provide key resources and support to 300+ New Jersey libraries. Through mutually reinforcing cycles, program awareness - for staff and customers alike - will improve. Similar to Goal #1, anticipated results include increased usage and adoption by new audiences including less well-resourced libraries and residents. Funds will be used for the operational costs of JerseyConnect and prioritized to support marketing, KM, and emerging needs over the lifecycle of the plan.



*Goal #2 maps to the IMLS Build Institutional Capacity focal area.*

## GOAL #3 - CREATE OPPORTUNITIES TO CUSTOMIZE & INNOVATE AT THE LOCAL LEVEL

Projects	Mini Grants	EDI Audit & Tools
Activities	<ul style="list-style-type: none"> <li>• Cohorts</li> <li>• Innovation challenge</li> <li>• Partner with statewide organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Menus</li> <li>• Spanish language focus</li> </ul>
	STAFF TRAINING & DEVELOPMENT	

**Provide opportunities to customize and innovate at the local level** - Goal #3 responds to themes from the needs assessment that programs should evolve from a one-size-fits all structure to support tailored service and customization at the local level. Goals #1 and #2 incorporate more personalized support as well; however, Goal #3 is specifically focused on cultivating new opportunities.

**Activities and opportunities for mini-grants** - In the past few years, NJSL has offered small grant opportunities - largely with CARES and ARPA Act funds. They have piloted new services at select libraries, including: NJ Health @ Your

Library, a telemedicine program to address inequities exacerbated by Covid; NJSL + Partners Access Navigator program, which places a cohort of skilled trainers (navigators) in libraries to provide individualized assistance to persons seeking employment, job training, or digital competence; and NJSL + Partners Literacy Project to establish public libraries as local literacy hubs that support residents in achieving literacy – digital, financial, workforce, adult basic, English language – according to local needs. Based on feedback and learning, future mini-grants might create cohorts who embark on the process together, thus incorporating training, development, cross-pollination, and mentoring. The application process will be designed to reduce barriers to participation and make it approachable for less well-resourced libraries to take part. Similarly, NJSL would like to spur innovation in ways that are focused and cohesive. A statewide innovation challenge with seed funding is a potential option. The mini-grants and “small bets” funding models also lend themselves to partnership with other state agencies, such as the Office of Innovation, which amplifies reach, buy-in, and future scalability.

**Activities and opportunities for EDI audits and tools** - In the statewide survey, staff elevated EDI as the area where they aspire to be a leader and model for other states, with NJSL as their driver and champion. As a first step, NJSL would conduct an internal EDI audit to identify, implement, and model key actions and behaviors. From there, they would work collaboratively to provide auditing tools for local libraries, as well as training and support. NJSL may develop menus to help libraries market resources to specific audiences. Spanish-language resources and marketing are a potential area of focus. Over time, best practices and needs in this space will continue to emerge, such as a BIPOC emerging leaders cohort, to form the basis for future activities.

**Outcomes and use of funds** - At the end of the five-year plan, NJ libraries will have more tailored resources and support to meet individual needs and experiment at the local level. With knowledge sharing channels, successful experiments can adapt and scale to new locations. As a whole, New Jersey libraries will advance in their journey to be engines of equity and anti-racist role models. Funds will be used for mini-grants, seed funding, and EDI consultants and related support. In year one, these will be relatively small amounts given the magnitude of other programs. Over time, funds can be judiciously identified for emerging priorities and needs.



*Goal #3 maps to the IMLS Lifelong Learning focal area.*

## TIMELINE

The timeline below charts project activities across the five-year strategic plan timeline.

Goal	Project	Year 1	Year 2	Year 3	Year 4	Year 5
Facilitate great end-to-end experiences with LSTA Programs	TBBC	Site visits and user research	NLS usability testing	New models for outreach	New models continued	New models evaluated
	Electronic Resources	Scope and plan for UX review	UX review	Assemble options for new RFP	Communication and iterative feedback	Evaluate usage in new model
	JerseyCat	Explore alternate funding	TBD			
Provide key value-add resources & process support	Statewide LSTA Marketing Strategies	Onboard new NJSL marketing position	Listening sessions and key graphics	Internal KM	External KM pilot	Evaluate pilot
	JerseyConnect	Cross-program design sessions	Library self-assessment tools	Support internal KM	Support external KM	Evaluation
Create opportunities to customize & innovate at the local level	Mini Grants	Iterate ideas w/ current grants	Launch new cohort	Innovation challenge/cohort		
	EDI Audit & Tools	Develop scope and requirements for internal NJSL audit	NJSL audit	Develop state tools	Implement and iterate	

# Coordination Efforts

The following table contains a crosswalk mapping NJSL LSTA goals to IMLS Measuring Success focal areas, and maps LSTA project activities to corresponding LSTA intents.

New Jersey State Library LSTA Crosswalk

	GOAL 1: FACILITATE GREAT END-TO-END EXPERIENCES WITH LSTA PROGRAMS			GOAL 2: PROVIDE KEY VALUE-ADD RESOURCES AND PROCESS SUPPORT		GOAL 3: CREATE OPPORTUNITIES TO CUSTOMIZE & INNOVATE AT THE LOCAL LEVEL	
Measuring Success Focal Area	INFORMATION ACCESS			BUILD INSTITUTIONAL CAPACITY		LIFELONG LEARNING	
Objectives	To improve users' ability to obtain and/or use information resources			Improve library operations		Improve users' formal education	
	Improve users' ability to obtain and/or use information resources			Improve library's physical and technology infrastructure		Improve users' general knowledge and skills	
				Improve libraries workforce			
Projects	ELECTRONIC RESOURCES	TALKING BOOK AND BRAILLE CENTER	JERSEYCAT	STATEWIDE MARKETING STRATEGIES	JERSEYCONNECT	MINI GRANTS	EDI AUDIT & TOOLS
Activities	Research & engagement for 2023 renewal	Usability testing when NLS moves to cloud	JerseyCat will be phased out of LSTA funding starting in 2024	KM (internal & external)	User research in the field	Cohorts	Menus
Activities	Data sharing & local evaluation tools	Outreach & expansion through key partners		Feedback loops & formal listening	Self-assessment tool + consulting	Innovation Challenge	Second Language Focus
Activities	User testing & customer experience	Research and statewide staff engagement > offer new tools		Onboarding tools	Collaborative design/Data sharing & unified data sets	Partner with Statewide Organizations	
	Staff Training & Development			Staff Training & Development		Staff Training & Development	
LSTA Purposes met (summarized)							
1. Fed program coordination							
2. Continuous improvement	X	X		X	X	X	X
3. Access to resources	X	X		X	X	X	X
4. Resource sharing	X	X		X	X	X	X
5. Promote literacy	X	X					X
6. Meet community needs	X	X		X	X	X	X
7. Support community revitalization	X	X				X	X
8. Enhance library employee skills	X	X		X	X	X	X
9. Preserve knowledge	X	X		X			
10. US Information infrastructure	X	X		X	X		
11. Collaboration at all levels	X	X		X	X	X	X
12. Model programs	X	X				X	X
Grants to States objectives (summarized)							
1. Expand Services	X	X		X	X	X	X
2. Improve coordination	X	X		X	X	X	X
3. Library professional development	X	X		X	X	X	X
4. Develop partnerships		X		X	X	X	X
5. Target diversity	X	X		X	X	X	X
6. Target underserved	X	X		X	X	X	X
7. Provide information access through collaboration at all levels	X	X		X	X	X	X

## Evaluation Plan

The primary methodology for planning and evaluation will be tied to the annual reporting cycle. In Q4 each fiscal year, NJSL will initiate evaluation activities in preparation for the State Program Report and craft the implementation strategy for the year ahead. Summary reports from outcomes-based assessment questions will be factors into review, as well as indicators by goal. With feedback from the LSTA Advisory Council, the LSTA Coordinator will convene cross-program evaluation and design sessions, and present findings and recommendations to the state librarian. The objectives by goal are summarized in the crosswalk on page 21.

## Stakeholder Involvement

The LSTA Advisory Council was established to ensure broad, representative stakeholder involvement and stewardship of the Plan. NJSL specifically designated a project in the 2023-2027 plan for statewide marketing strategies, to include feedback loops and formal listening opportunities from channels across New Jersey.

## Communication and Public Availability

The NJSL 2023 – 2027 LSTA Plan will be shared with NJSL staff and specific portions of the Plan will be reviewed in detail with individuals whose responsibilities relate to carrying out the projects and activities described in the document.

The Plan will also be presented to NJSL's formal affiliate, Thomas Edison State University, the LSTA Advisory Council, and other appropriate agencies within state government. NJSL will alert New Jersey public libraries of the plan's availability and the Plan will be publicly available on the agency website as well as on the IMLS website.

LSTA Advisory Council members will receive periodic updates on LSTA-funded activities at their regularly scheduled meetings and advise on communication strategies relative to the plan.

## Monitoring

NJSL will monitor the implementation of its Library Services and Technology Act Five-Year LSTA Plan for 2023-2027 using procedures outlined in 2 CFR 200.328-332.



# Assurances

Required certifications and assurances listed below are included as a separate attachment in the email submission of this plan

- Program Assurances for 2023 Grant Award (includes compliance with Internet Safety; Trafficking in Persons; Nondiscrimination; Debarment and Suspension; Drug-Free Workplace; Federal Debt Status; and Lobbying requirements)
- Assurances of Non-Construction Programs
- State Legal Officer's Certification of Authorized Certifying Official
- Internet Safety Certification for Applicant Public Libraries, Public Elementary and Secondary School Libraries, and Consortia with Public and/or Public School Libraries



**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF DEBRA GARCIA Y GRIEGO**

Pursuant to 28 U.S.C. § 1746, I, Debra Garcia y Griego, hereby declare as follows:

1. I am a resident of New Mexico. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. On January 1, 2019, I was appointed as the Cabinet Secretary (“secretary”) for New Mexico Department of Cultural Affairs (“department”)

3. The department is responsible for preservation, protection, and presenting New Mexico’s cultural resources, including administration and oversight of the state library division.

4. As secretary, I am responsible for the operation of the department, which includes a duty to manage all operations of the department and to administer and enforce the laws with which the secretary or the department is charged. The secretary may apply for and receive, in the name of the department, any public or private funds, including United States government funds, available to the department to carry out its programs, duties, or services. This includes receiving, managing, and ensuring effective use of Library Services and Technology Act Grants to States (“LSTA”) funding from the Institute of Museum and Library Services (“IMLS”) through the state library. The secretary may delegate authority to subordinates as the secretary deems necessary and appropriate, including to the state librarian who is charged with administering the state library division.

5. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the IMLS, to eliminate any non-statutory components and functions to the maximum extent consistent

with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. Given my experience, I believe that Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs on which the department and its state library division relies and on which it expects to rely in the future, causing significant harm to New Mexico and the department.

The Museum Library Services Act

7. In 1996, Congress established the IMLS by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act, which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

8. IMLS, which administers the Library Services and Technology Act, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State with the extension and development of public library services throughout the State.” *Id.* § 9122(4). The department via its state library division is a State library administrative agency.

9. In order to receive funds under the Library Services and Technology Act, each State library administrative agency must submit to IMLS its five-year state plan, which describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of state library’s five-year state

plan, “New Mexico State Library’s Library Services and Technology Act Five Year Plan,” is attached.

10. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b) and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

11. Section 9141 provides that:

Of the funds provided to a State library administrative agency under [20 U.S.C. § 9123] section such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals’ needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3)

(A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

#### The Institute of Museum and Library Services' Impact in New Mexico

12. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. New Mexico received \$1,797,977, which represents the Federal share of the activities in the approved plan, totaling 66 percent.<sup>1</sup>

13. New Mexico uses these federal funds to support and improve library services statewide through programs and grants, including: bookmobiles serving over 5,000 rural New Mexicans, which hosting summer reading programs for kids and families in rural communities to

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here: <https://www.imls.gov/sites/default/files/2024-04/imls1stastateallotmenttablefy2024.pdf>.

improve literacy; books by mail for homebound New Mexicans, delivering library materials to mailboxes around the state; library for the blind and print disabled, which provides library materials to those who cannot read standard print, via direct digital download or through the mails, which provides access to hundreds of thousands of digital audio downloads and braille books, with over 150,000 books circulated in 2024; STEM kits and educational outreach that are circulated to communities throughout the state; the “El Portal” statewide database provide access to research databases, homework and career help, and historic newspapers, which were accessed over 4.6 million times last year; interlibrary loan services to 39 small or rural public libraries, eight prison libraries, five school and academic libraries, seven special libraries, and four tribal libraries throughout the state; and summer reading programs to over 107,000 youth.

14. New Mexico also uses these federal funds to pay the salaries of fourteen full time employees.

15. In addition to administering federal funding to States, IMLS also provides the following programs and services: collection, archiving, and dissemination of annual Public Libraries Survey data for all public libraries in the country; grants that maintain and enhance tribal libraries; competitive grants to libraries and museums of all types; supporting professional development; preservation of cultural materials; programming; and literacy initiatives.

16. The state library division’s budget for this year has relied on receiving \$1,797,977, with plans and allocated funding for staffing and the ongoing critical state services discussed above based on the anticipated receipt of federal funding per the funding contract. For example, if those funds are not received, students in K-12 schools will lose access to online databases and homework help accessed 4.6 million times last year. New Mexico schools will not be able to afford to



purchase databases and homework help on their own, causing detrimental harm to the education of students statewide.

17. The New Mexico State Legislature passed the general appropriation act of 2025 on March 20, 2025. When signed by the Governor, this bill establishes the fiscal year 2026 operating budget for the department and the state library division. The state appropriation for the library division relies upon \$1.8 million in federal Library Services and Technology Act funding to ensure the ongoing delivery of fundamental library services as well as support for fourteen staff positions.

18. Any pause in our federal funding would have an immediate adverse effect on the continuity of service, including delaying, suspending, or reducing rural bookmobile services, books by mail for homebound individuals, distribution of STEM kits and education outreach to communities statewide, processing of interlibrary loans, and summer reading programs. A protracted pause in federal funding would require the appropriation of other funds to ensure ongoing services and avoid having to expire the term of employment for federally funded staff.

19. The department is preparing procurement on renewal of hundreds of thousands of dollars of online databases, summer reading software, and interlibrary loan software, as well as leases of rural bookmobile buildings. Uncertainty about receiving reimbursements makes it very difficult to renew contracts with vendors. Breaks in service due to an inability to commit to federally funded purchases will have immediate detrimental impacts on students of all ages, remote rural residents, and New Mexicans with blindness, low vision, and print disabilities. Uncertainty surrounding potential reimbursement of funds has a chilling effect on the staffing of the fourteen funded positions, impacting the department's ability to recruit staff that is essential to provide these services. This includes the redistribution of job duties rather than recruiting in the present state of unpredictability as well as morale issues that could ultimately result in the loss of staff that



collectively represent decades of expertise in effectively serving unique needs of students of all ages, remote rural residents, and New Mexicans with blindness, low vision, and print disabilities.

20. The department and its state library division have a history of adequate performance relating to federal funding going back decades. This history includes timely submission of financial and compliance reports. Annually, the state library submits a “State Program Report” detailing progress towards five-year plan goals, including detailed financial information, narrative of successes and challenges, and supporting data. Every two years, it submits a “State Library Administrative Agency Report” detailing all services of the state library, both state and federally funded. In addition to the five-year plan that is attached, the state library conducts a five-year evaluation of library services based on that plan. These reports and evaluations provide an opportunity via IMLS to learn and disseminate knowledge nationwide about effective library programs and services, and to ensure compliance with federal rules and regulations.

21. In the next eight days, we are scheduled to receive reimbursement of \$585,29.16 under our current Federal award, representing two months of federally funded expenses the department has already incurred. As of March 27, 2205, the state library division has received \$791,463.21 in disbursement for its current Federal award. An additional \$138,941.71 has been obligated and expended, but has not drawn down, while \$44,255.53 has been encumbered but not expended.

22. If the department does not receive such reimbursements, it will cause immediate and irreparable disruption to state library programs. The disruption will have a critical impact on the citizens of New Mexico, particularly those living in small, rural, or tribal communities, with blindness, low vision, and print disabilities, individuals that cannot travel to libraries and rely upon

digital and mail delivery of materials, and children developing reading and language skills and their caregivers.

23. The annual “Public Libraries Survey” managed by the IMLS is critical to the operations of the state library and public libraries statewide. The state library relies upon the survey to establish eligibility guidelines for state grants in aid to public libraries, rural library endowment grants, tribal library grants, and general obligation bond funding.

24. Termination or delay of funding and other services will have an immediate and significant negative impact on all New Mexico citizens, especially the most vulnerable. The most impacted will be rural and tribal residents, students of all ages, the homebound, and people with blindness, low vision, and print disabilities.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on March 31, 2025, at Santa Fe, New Mexico.



---

Debra Garcia y Griego

# **NEW MEXICO STATE LIBRARY**

## **Library Services and Technology Act**

### **Five Year Plan**



**2023 – 2027**

**Eli Guinnee, State Librarian**

1209 Camino Carlos Rey

Santa Fe, NM 87507

For submission to the

**Institute of Museum & Library Services**

## **Introduction**

New Mexico State Library (NMSL) is a Division of the New Mexico Department of Cultural Affairs. It serves approximately 100 public and tribal libraries statewide, provides support to researchers and state agencies through a research library in Santa Fe, operates a Library for the Blind and Print Disabled, and directly serves rural residents without easy access to a library.

The sheer size of the state and low population density requires innovative approaches to serving New Mexicans, especially in rural areas. NMSL uses a combination of electronic resources, three bookmobiles and a books-by-mail program to ensure every citizen has access to library materials. Support for broadband infrastructure and digital equity are now an important part of NMSL operations.

## **Mission Statement**

New Mexico State Library is committed to providing leadership that promotes effective library services and access to information to all citizens of New Mexico. The State Library provides services that support public libraries and delivers direct library services to rural populations, state agencies, the visually impaired and print disabled, students, and researchers.

## **Our State**

New Mexico State Library serves 2,117,522 residents of New Mexico, who are spread over more than 121,000 square miles of verdant mountains, grasslands, mesas, and deserts. New Mexico's population shows modest growth of 2.8% over the last decade, a decrease in growth from prior Census reports reflecting a negative net migration of people 18 years and younger. Despite the outward migration, the Hispanic and Native American communities continue to grow. The population is trending older, with 77% of New Mexicans older than 18. The median age is 38.4 years old, higher than the national average. Retirees are drawn to the state due to its relatively mild weather and considerable natural, educational, and cultural attractions. Nearly one-third of the population is based in Bernalillo County (676, 444).

As of July 1, 2021, New Mexico's population was 11% Native American, 49% Hispanic or Latino, and 36.8% white, making it one of the few majority-minority states. It has the highest percentage of Hispanic and Latino Americans in the country and the second-highest percentage of Native people after Alaska, which informs its rich culture and traditions. There are 23 federally recognized tribes in New Mexico, including the Navajo Nation, Jicarilla, Mescalero and Fort Sill Apache, and 19 pueblos.

The National Center for Education Statistics ranks New Mexico in the bottom 25% of states regarding literacy. The National Assessment of Education Progress shows that 10% fewer youth in New Mexico read at proficiency, or above, relative to youth across the Nation.

Various economic contrasts are prevalent in New Mexico. Median income in New Mexico is \$44,963 while the national average is \$53,889. Although New Mexico houses two national labs and four military installations with associated high paying positions, over 18% of the population live in poverty.



### Our Public Libraries

New Mexico State Library currently serves 98 public libraries with a total of 179 outlets; included in that number are 19 tribal libraries, and 49 new branches of the Navajo Nation Library based in Window Rock, AZ. An analysis of the data from the 2021 annual library report submitted by NM public libraries reveals:

Public Libraries	Population	MLS Holders in Public Library Workforce
60	under 5000	5
17	5001 - 10,000	9
11	10,001 - 25,000	14
9	25,000 – 649,999	54
1	650,000 +	45

New Mexico has 8 public libraries that are operated completely by volunteers. Public and tribal libraries held 5,520 programs in FY21 with 141,765 people in attendance, an average of 12 people at each event. About half of New Mexico's population has a public library card, which amounts to well over 1 million residents.

Public library circulation numbers:

- Total Materials Circulation: 6,424,835
- Total Children's Materials Circulation: 1,345,647
- Total Physical Item Circulation: 3,470,368
- Total Library Collection Use: 8,268,662

FY21 was a pandemic year and programming and circulation numbers are severely reduced when compared to other years with more normal circumstances.

### Needs Assessment

The process used to develop the 2023-2027 LSTA Five-Year State plan gathered data from a variety of sources and synthesized the data into common needs that emerged across data sources. The primary data sources used to determine New Mexican library user needs include:

- A comprehensive review of the 2023-2027 LSTA Five Year Evaluation Report, provided by an external evaluator, Thriving Libraries.
- LSTA Advisory Committee focus group
- Review of statistics, including El Portal, Bookmobile, and LBPD

**GOAL 1: Expand services for learning and access to information and educational resources, in all types of libraries for individuals of all ages to support needs for education, lifelong learning, workforce development, and digital literacy skills.**

- I. **Project: Summer Reading – Provide professional development opportunities for library workforce on providing the most effective and successful summer reading programs in their individual libraries. Provide Collaborative Summer Library Program (CSLP) manuals and materials to library workforce. Provide small vouchers to public libraries that enable them to purchase \$75-\$100 worth of promotional materials to support their local programs.**

**Procedures:** The New Mexico State Library provides a pre-packaged summer reading program for the public libraries that includes program ideas, book and audio-visual material lists, program graphics, promotional ideas and materials to promote the program in their communities. This program is available to 98 full and developing public and tribal libraries statewide; 6-8 professional development workshops are offered around the state to educate the library workforce on different aspects of summer reading. Surveys are provided to the library workforce to report on statistics pertaining to participation in summer reading. Surveys to parents on the impact the program are also provided by the public libraries.

Activity – Provide summer reading materials to libraries and professional development to the library workforce.

**Outputs:**

- a. The number of children and teens that register for summer reading programs statewide.
- b. The number of children, teens and adults that attend summer reading programming statewide.
- c. The number of professional development workshops offered statewide to library workforce.

**Outcomes:**

- a. At least 50% of participating libraries will provide parent surveys.
- b. At least 75% of participating libraries will provide end of the year statistics to the New Mexico State Library.
- c. At least 55% of parents completing surveys will report their child(ren) increased in the following areas: enjoyment of reading, read more voluntarily, reading skill, amount of reading, use of library, verbal communications and written communication skills.
- d. At least 75% of library workforce attending professional development workshops will report they agree or strongly agree the content of the workshop was extremely valuable, detailed enough, current & relevant, and cohesive & logical.

**Meets LSTA Priority 1** – Expand 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 in order to support such individuals' needs for education, lifelong learning workforce development and digital literacy skills.

**Meets LSTA Priority 3 (a)** – Provide training and professional development, including continuing education, to enhance the skills of the current library workforce and leaderships, and advance the delivery of library and information services.

**Evaluation:**

- a. Annual survey of public libraries on their summer reading statistics including registration numbers and program attendance.
- b. Annual survey of parents on the impact of summer reading on their child(ren).
- c. End of workshop survey of library workforce attending professional development.

**Timeframe:** Summer Reading will continue annually (2023-2027 ongoing).

LSTA 5 Year Plan 2023-2027 Summer Reading Timeline		
Date	Federal Fiscal Year	Activity
October	2023-2027	Purchase SRP manuals from CSLP on the yearly theme for public libraries.
October	2023-2027	Provide vouchers for public libraries to purchase promotional materials from CSLP for yearly theme.
November-December	2023-2027	Summer Reading professional development workshops around the state for library workforce.
December	2023-2027	Place voucher order for state with CSLP.
December	2023-2027	Attend virtual CSLP Summer Reading Symposium.
January-March	2023-2027	Voucher orders sent to libraries around the state-invoices received from CSLP.
May	2023-2027	Librarian & parent surveys to public libraries.
June-July	2023-2027	Attend Summer Reading events and programs around state.
August	2023-2027	Attend CSLP Annual Meeting with state representatives.
August-September	2023-2027	Compile end of year librarian & parent surveys for output and outcome measurements.



- II. Project: El Portal – Enhance the quality of research, teaching, and education in the state by providing electronic journal articles and newspaper databases, as well as a homework help/tutoring service, job/career assistance, and support for high school completion to all New Mexico residents through their local public, academic, or school libraries. New Mexico citizens can also access these statewide databases from anywhere in New Mexico through El Portal, the gateway website, <https://www.elportalmn.org>. New Mexicans will benefit from improved ability to discover information resources.**

**Procedures:** Databases will be procured annually, such as Gale/Cengage bundle, Newsbank New Mexico newspapers, Brainfuse HelpNow and JobNow.

Activity – Provide statewide databases to increase literacy and access to information resources, training, and services in New Mexico.

**Outputs:**

- a. Deliver 45 periodical article databases (e.g., Gale/Cengage bundle package).
- b. Deliver 3 New Mexico newspapers (e.g., Newsbank).
- c. Deliver online tutoring and testing service (e.g., HelpNow, JobNow, Brainfuse)
- d. Improve ebook collection as funding allows.
- e. Set-up library accounts, assist with resolution of connection/technical issues.
- f. Schedule and deliver training sessions at the annual NMLA conference.
- g. Schedule and/or deliver webinar training sessions throughout the year.
- h. Provide marketing and public awareness materials to the libraries.
- i. Gather usage statistics and analyze quarterly.
- j. Report usage statistics to legislature and libraries.

**Outcomes:**

- a. Provides reference resources to libraries without funding for collections.
- b. Provides newspaper access to communities without a local newspaper.
- c. Provides tutoring/homework help and testing resources to students across state.
- d. Provides education and career certification opportunity to adults.
- e. Provides resources for digital literacy education and lifelong learning.
- f. Addresses the digital divide by providing quality, vetted resources for all.

**Meets LSTA: Priority 1 – Expand services for learning and access to information and educational resources.**

**Evaluation:**

- a. Analyze usage statistic trends.
- b. Discussion with stakeholders and library community.
- c. Conduct survey/needs assessment.
- d. Calculate cost/benefit per capita.
- e. Review library or user feedback.

**Timeframe:** El Portal will continue annually (2023-2027 ongoing)

LSTA 5 Year Plan 2023 – 2027 El Portal Timeline		
Date	Fiscal Year	Activity
October	2023-2027	Renew/procure El Portal database licenses/subscriptions, purchases require reporting category that coincides with the LSTA Grant Award.
October	2023-2027	Training and awareness sessions held at NMLA Conference.
July	2023-2027	Budget is allocated for Public Services Bureau.
January	2026	Conduct survey/needs assessment of libraries
Ongoing	2023-2027	Provide marketing and public awareness materials to libraries.
Ongoing	2023-2027	Usage statistics compiled and analyzed quarterly.
Ongoing	2023-2027	Monitor changes in New Mexico public education goals/initiatives.

**GOAL 2: Establish or enhance interlibrary resource sharing and delivery via ILL, document delivery services, and courier service to improve coordination among and between libraries in New Mexico for the purposes of improving literacy and the quality of and access to library information services.**

- I. **Project: Interlibrary Loan – Provide professional interlibrary loan service to small, rural, and prison libraries throughout the state that are unable to afford or staff an OCLC resource sharing service at the local level, by providing a platform such as the Atlas System and ILLiad. New Mexicans will benefit by improved ability to obtain and/or use information resources and library materials.**

**Procedures:** An OCLC ILLiad account, a document delivery service, and an Atlas Concierge service, or similar, will be procured annually.

Activity – Provide interlibrary loan services to libraries throughout the state to improve access to resources and materials and to meet national interlibrary borrowing service requirements.

**Outputs:**

- a. Deliver ILL and document delivery services to active library account holders.
- b. Gather transaction statistics annually and analyze.
- c. Issue bi-annual newsletter to account holders.
- d. Conduct informational and training webinars for libraries.

**Outcomes:**

- a. Improves statewide access to information resources.
- b. Libraries will be able to increase resources (books and articles) provided to patrons without purchasing content for the collection.
- c. Facilitates and promotes cooperation among libraries.

**Meets LSTA: Priority 2 – Establish or enhance electronic and other linkages and improve coordination among and between libraries.**

**Evaluation:**

Discussion with stakeholders and library community.

- a. Conduct survey of library account holders.
- b. Calculate cost per transaction.
- c. Record library account holder comments.



**Timeframe:** Atlas/ILLiad or similar service will continue annually (2023-2027 ongoing)

LSTA 5 Year Plan 2023 – 2027 Interlibrary Loan Timeline		
Date	Fiscal Year	Activity
October	2023-2027	Renew/procure document delivery, such as OCLC ILLiad and Atlas services
October	2023-2027	Training and awareness sessions held at NMLA Conference.
Bi-Annually	2023-2027	Meeting with vendor representative.
Periodically	2023-2027	Issue newsletter to participating libraries.
Ongoing	2023-2027	Statistics compiled monthly and analyzed annually.
Ongoing	2023-2027	ILL Librarian provides daily resource sharing service to libraries.

- II. Project: Education and Information Resource Delivery - Provide a basic courier service between public libraries and the state library with a software interface that will serve as a platform with the capacity for multiple libraries to participate, to promote sharing of library resources and the dissemination of Department of Cultural Affairs educational opportunities.**

**Procedures:** Select a courier service or create a State Library-run delivery service, and develop or purchase a platform for searching, selection, and tracking of physical resources.

**Activity-** Provide a basic courier service to libraries throughout the state to improve access to the resources/materials of other libraries, and Department of Cultural Affairs (DCA) educational resources.

**Outputs:**

- a. Design a hub and spoke system for cost feasible delivery service
- b. Implement basic delivery service between libraries to improve resource sharing and provide small libraries with access to larger collections
- c. Train library staff on delivery procedures
- d. Hold regular stakeholder meetings
- e. Explore union catalog options to improve searching, selection, and tracking

**Outcomes:**

- a. Library staff and patrons will have the capability of searching for and requesting materials from NMSL holdings and the holdings of other libraries
- b. Libraries will be able to select and have delivered to them travelling exhibits, activity kits, and other educational resources from DCA and NMSL
- c. Libraries will be able to choose which materials they make available for loan to minimize unavailability of high demand items.

**Meets LSTA Priority 2** - Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities for the purpose of improving the quality of and access to library and information services.

**Meets LSTA: Priority 5** - Develop public and private partnerships with other agencies and community-based organizations.

**Meets LSTA Priority 6:** Targeting library services to individuals of diverse geographic, cultural and socioeconomic backgrounds, and to individuals with limited functional literacy or information skills.

**Evaluation:**

- Statistical reports on quantity delivered
- Discussion with stakeholders and library community.
- Conduct survey of libraries
- Cost per circulation reports

**Timeframe:** In FY23 implement a basic delivery service focusing on NMSL And Department of Cultural Affairs Informational Educational Materials, and Large Print Deposit Collections. In FY24 through FY27, implement full service between libraries.

LSTA 5 Year Plan 2023 – 2027 Education and Information Resource Delivery		
Date	Federal Fiscal Year	Activity
October	2023	Develop a cost feasible delivery route using a hub and spoke model to make delivery available to all libraries.
October	2023	Identify and procure a courier service or design an NMSL-run delivery service; begin delivery of NMSL and DCA educational and informational materials to libraries
July	2024	Implement a cost-feasible platform for basic sharing of physical resources between libraries, to include searching, selection, and tracking
Ongoing	2023-2027	Host regular stakeholder meetings to identify best practices, develop consensus policies, and train library staff
Ongoing	2023-2027	Usage statistics compiled and analyzed quarterly.

### **GOAL 3: Provide library services to visually impaired, rural, homebound, and underserved New Mexico residents.**

- III. Project Bookmobiles: Rural Services – Three rural bookmobiles with offices located in Cimarron, Tucumcari and Los Lunas serve 23 counties with 97 stops in rural New Mexico. Each bookmobile houses 10,000 titles in various genres. Bookmobiles have been providing rural library services in New Mexico since 1956, traveling 65,000 miles statewide to areas without access to public libraries. All bookmobiles provide satellite internet at bookmobile stops.**
- IV. Project Books by Mail: Rural Services – Provides a book delivery service to rural residents who do not have access to a State, Public or Developing Library, or a Rural Bookmobile stop. The service is also available to New Mexico residents who are homebound because of a physical disability and are unable to visit a local library or who can only read large print books due to a visual disability. Books by Mail circulates over 3,300 library materials to 581 active households statewide in 20 of the 33 New Mexico counties.**

Activity – Provide library services to rural populations and underserved statewide via three bookmobiles and a books-by mail program.

#### **Outputs:**

##### **I. Rural Services: Bookmobiles**

- a. The number of active cardholders as a percent of the population served.
- b. The number of items circulated per capita of county population served.
- c. The number of items circulated compared to circulation data from other public library systems.
- d. Number of wireless internet connections at bookmobile stops

##### **II. Rural Services: Books by Mail**

- a. The number of active households as a percent of the population served.
- b. The number of items circulated per capita of county population served.
- c. The number of items circulated compared to circulation data from other public library systems.

#### **Outcomes:**

##### **I. Bookmobiles**

- a. At least 80% of survey respondents will report that they are satisfied or very satisfied with services received on the bookmobiles when selecting, requesting and receiving library materials.
- b. Rural delivery programs will have an integrated library system (ILS) for an online catalog. Eighty percent (80%) of patrons will be able to place holds and order books via intra-library loan from rural services delivery programs.
- c. An automated catalog will provide circulation information to provide guidance on patron reading



preferences and assist in guiding NMSL selection and purchases.

## II. Books by Mail

- a. At least 80% of survey respondents will report that they are satisfied or very satisfied with staff assistance when selecting, requesting and receiving library materials.
- b. Rural delivery programs will have an integrated library system (ILS) for an online catalog. Eighty percent (80%) of patrons will be able to place holds and order books via intra-library loan from rural services delivery programs.
- c. An automated catalog will provide circulation information to provide guidance on patron reading preferences and assist in guiding NMSL selection and purchases.

### Evaluation:

- a. Bi-Annual survey of patrons of the bookmobile and households of the Books by Mail Program to ensure satisfaction with the library services received.
- b. Analysis by Bookmobile Managers to ensure compliance with Rural Services Policy of 5 patrons per stop and 200 circulated items annually at each stop. Remove, adjust and add bookmobile stops as needed.
- c. Communicate with stakeholders around the state to determine if additional services or reduced services are needed.
- d. Prioritize delivery of services based on funds available.

**Meets LSTA: Priority 6** – Targeting library and information services to persons having difficulty using a library and to underserved urban and rural communities.

**Timeline:** Rural Services will continue annually (2023-2027 ongoing).

LSTA 5 Year Plan 2023-2027 Rural Services Timeline		
Date	Federal Fiscal Year	Activity
July	2023-2027	Budgets are allocated for Books by Mail and Bookmobiles.
January, April, July, October	2023-2027	Bookmobiles Preventative Maintenance - 4 times a year.
January, April, July, September	2023-2027	Statistics are entered quarterly to track services provided.



February - April	2023-2027	Analysis by Bookmobile Managers to ensure compliance with Rural Services Policy of 5 patrons per stop and 200 circulated items annually at each stop. Remove, adjust, and add Stops as needed.
June-August	2023-2027	Summer Reading held at Bookmobile stops and Cimarron Library.
Annually	2023-2027	Survey of the households and patrons receiving rural services to ensure satisfaction.
Ongoing	2023-2027	Library Services are delivered to 32 of 33 counties by Books by Mail. Library Services are delivered to 23 of 33 counties by three bookmobiles.
Ongoing	2023-2027	Orders for library materials are placed and entered into the Integrated Library Services Catalog for Bookmobiles and Books-by-Mail.
Ongoing	2023-2027	Bookmobile Patrons notified of three-month schedule quarterly. Schedule on NMSL website
Ongoing	2023-2027	Special Events (e.g. Letters About Literature) featured at bookmobile stop.

**V. Project: Library for the Blind and Print Disabled (LBPD) - Provide efficient and effective delivery of special format materials to Blind and Print Disabled customers.**

**Procedures:** Individuals who are unable to use print materials due to visual, physical, or reading disabilities need library services provided by alternative media, such as the audio books and braille materials provided by the National Library Service for the Blind and Print Disabled (NLS).

Activity – Provide audio and braille books and magazines to New Mexicans who are visually impaired or print disabled due to physical disability or reading dysfunction.

**Outputs:**

- a. Over 150,000 items loaned annually on average from over 100,000 title selections
- b. Over 2,200 patrons served annually.
- c. NMSL-LBPD will provide braille services to an average of 35 patrons annually.

**Outcomes:**

- a. At least 85% of survey respondents (participants in the Library for the Blind and Print Disabled Program) will indicate they are satisfied or very satisfied with library services provided.
- b. At least 90% of survey respondents will indicate that they had their informational, educational or recreational needs successfully met.
- c. At least 90% of survey respondents will indicate that use of the LBPD program materials made a positive difference in their life condition.

**Evaluation:**

- a. Analyze readership and circulation data and trends.
- b. Perform outreach through various media and attempt to measure outcomes.
- c. Conduct patron survey, analyze results and compare to previous surveys.
- d. Survey teachers on their awareness and knowledge of the program.

**Meets LSTA Priority 6:** Targeting library services to individuals of diverse geographic, cultural and socioeconomic backgrounds, and to individuals with limited functional literacy or information skills.

**Meets LSTA Priority 7:** Targeting library and information services to persons having difficulty using a library and to underserved urban and rural communities.

Timeframe: LBPDP services will continue annually (2023-2027 ongoing).

LSTA 5 Year Plan 2023-2027 LBPDP Timeline		
Date	Federal Fiscal Year	Activity
October	2023-2027	Purchases made require Reporting Categories that coincide with the LSTA Grant.
August	2023-2027	Approval of Invoice for annual braille subscriptions (two invoices in 50/50 years).
December	2023	Removal of carousel storage system during FY2023. Repurposing of available
Quarterly	2023-2027	Meet quarterly with Friends of NMLBPD, planning budgeting and special events. Deposit and acknowledge patron donations.
Quarterly	2023-2027	Newsletters are sent to LBPDP patrons four times per year.
Ongoing	2023-2027	Book Orders, catalog records, collection inventory and patron updates are entered and updated in Keystone ILS Catalog.
Ongoing	2023-2027	Assuming responsibility as Machine Lending Agent for braille e-readers.
Ongoing	2023-2027	Continued Duplication on Demand (DoD) using KLAS Scribe system. Possible addition of magazine duplication and circulation in addition to audio books.
Ongoing	2023-2027	Statistics entered monthly to track services provided.
Ongoing	2023-2027	Outreach and expansion of volunteer recording program and other volunteer
Ongoing	2023-2027	Reclassify position to include specialized areas such as volunteer coordination and support and services related to improved catalog maintenance and braille support.
June - August	2023-2027	Summer Reading Program encouraged and shared with interested juvenile patrons up to age of 14 (if applicable).
Spring	2023-2027	Braille subscribers reviewed for activity, interest and annual renewals.
July	2023-2027	Braille Memorandum of Understanding established for new fiscal year.
Biennial	2023 & 2025	Design, deliver, compile, and evaluate patron surveys.

#### Coordination Efforts:



Cross-Walk for Services/Activities with Focal Areas				
Projects	Focal Area	Corresponding Intents	Targeted Audience	Evaluation of Outcome
<b>Goal 1 Expand Services for learning and access to information and educational resources, in all types of libraries for individuals of all ages in order to support individuals needs for education,</b>				
<b>Lifelong learning, workforce development, and digital literacy skills.</b>				
Summer Reading	Lifelong Learning	Improve users' formal education	School Aged Children, families, library workforce	Activity participation numbers, parent/caregiver
El Portal	Information Access	Improve users' ability to discover information resources	Statewide Users, especially school aged youth	Usage statistics
<b>Goal 2 Establish or enhance interlibrary resource sharing electronically via ILLiad and improve coordination among and between libraries in New Mexico for the purpose of improving the quality of and access to library information services</b>				
Atlas System/ILLiad	Information Access	Improve users' ability to obtain and/or use	Statewide Libraries	Usage statistics
Educational Resource Delivery	Information Access	Improve users' ability to obtain and/or use information resources	Statewide Libraries	Usage statistics
<b>Goal 3 Provide library services to visually impaired, rural, homebound and underserved New Mexico residents, while exploring additional avenue for delivery of services. *</b>				
Bookmobiles, Books by Mail	Lifelong Learning	Improve users' general knowledge and skills	Visually impaired, rural, homebound and underserved *	Survey Patrons to ensure at least 80% are satisfied or very satisfied with

Library for the Blind and Print Disabled	Lifelong Learning	Improve users' general knowledge and skills	Visually impaired and print disabled.	Survey patrons biennially to determine at least 85% are satisfied or very satisfied with
--	-------------------	---	---------------------------------------	--

### **Evaluation**

The New Mexico State Library will track and monitor performance stated in this plan to assess effectiveness, efficiency and cost/benefit of all LSTA funded programs. Methods of collection will be used including surveys of participants of Summer Reading, number of webinars and in-person training sessions, surveys of library patrons, surveys of library staff. Analysis of readership, circulation data and trends will be conducted to ensure we are providing appropriate services and in compliance with our internal policies. Needs assessments will be conducted to determine changes to services, changes to service areas, increases to service or the need for greater outreach. A five-year evaluation will be conducted by an outside evaluator.

### **Stakeholder Involvement**

- Read and reviewed LSTA 5 Year Plan Evaluators assessment of each project and used it as the foundation for our new 5 Year Plan.
- Conducted regular meetings with managers in charge of various projects to create drafts, review progress, and revise reports.
- Held an LSTA Advisory Council meeting to review draft 5-year evaluation and gather feedback on 5-year plan
- Held a survey of stakeholders to gather feedback for 5-year plan

### **Communication and Public Availability**

The LSTA Five Year Plan 2023-2027 will be posted and accessible on NMSL website; email blasts will be sent out to all librarians. The LSTA Five Year Plan for 2023-2027 will be announced on Hitchhiker (library newsletter). The plan will be shared with senior staff at the New Mexico Department of Cultural Affairs, the New Mexico State Library Commission, the LSTA Advisory Council and the Board of the New Mexico Library Association. As the plan is implemented, these same channels of communication and organizations will be used to share products, processes, results and benefits.

### **Monitoring**

In order to stay in compliance with our IMLS Grants to States Grant, NMSL will:

- Track expenditures verifying that they are directly related to the Library Services and Technology Act.

- Complete all Grant Accrual reporting and submissions in accordance with the Grant Cycle Calendar for the current State Grant year.
- Complete and submit State Program Reports on each project funded by LSTA Grant to IMLS for review and approval.
- Run monthly general ledger reports to ensure proper reporting categories, department codes etc. related to the LSTA grant are being utilized.
- Prepare and submit the monthly draws to IMLS through DCA's Administrative Services staff.
- Complete annual and bi-annual certification of employees being funded through the IMLS grant.
- Maintain copies of all documents related to the LSTA grant for a period of three years after the last reporting submission for the 2023-2027 LSTA 5 Year Plan.

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*

**SUPPLEMENTAL DECLARATION OF DEBRA GARCIA Y GRIEGO**

Pursuant to 28 U.S.C. § 1746, I, Debra Garcia y Griego, hereby declare as follows:

1. I am providing this declaration to supplement the information I provided in my declaration dated March 31, 2025.

2. On March 31, 2025, I received the email below from the Institute of Museum and Library Services advising that all of its staff members were going to be placed on administrative leave effective immediately.

**From:** Teresa A. DeVoe <TDevoe@imls.gov>  
**Sent:** Monday, March 31, 2025 12:39 PM  
**To:** Teresa A. DeVoe <TDevoe@imls.gov>  
**Cc:** Dennis Nangle <DNangle@imls.gov>; Madison Bolls <MBolls@imls.gov>; Cindy Boyden <CBoyden@IMLS.gov>; Laura McKenzie <LMcKenzie@imls.gov>  
**Subject:** [EXTERNAL] all IMLS staff going on administrative leave today

**CAUTION: This email originated outside of our organization. Exercise caution prior to clicking on links or opening attachments.**

**TO: Chief Officers and LSTA Coordinators**

Within the last hour IMLS received word that all staff are going to be placed on administrative leave, effective today. We will not be able to work or respond to your emails, and we don't have any information about future timelines related to this action.

Please share with other staff as appropriate, and please know how much we appreciate you and your work.

**Teri DeVoe**  
Associate Deputy Director, Grants to States  
Institute of Museum and Library Services  
955 L'Enfant Plaza North, SW, Suite 4000  
Washington, D.C. 20024  
P: 202-653-4778  
[Website](#) | [LinkedIn](#) | [Facebook](#)

3. On March 31, 2025, I also received the below statement from AFGE Local 3403 on the status of Museum and Library Services, advising that “[t]he status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.”





**A Statement from AFGE Local 3403 on the Status of the Institute of Museum and Library Services**

Earlier today, the Institute of Museum and Library Services notified the entire staff that they are being placed on administrative leave immediately. The notification followed a brief meeting between DOGE staff and IMLS leadership. Employees were required to turn in all government property prior to exiting the building, and email accounts are being disabled today. Museums and libraries will no longer be able to contact IMLS staff for updates about the funding they rely upon.

In the absence of staff, all work processing 2025 applications has ended. The status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.

###

4. Because there is no staff to administer the Grants to States program, it is unlikely that New Mexico will receive the remainder of its 2024 Grants to States Award by September 30, 2025, as expected, which will cause immediate and irreparable harm to New Mexico.

5. On March 31, 2025, I received notice from my Accounts Receivable/Federal Manager that our reimbursement request approved by IMLS on March 21 had still not been received. As of April 2, 2025, it has still not been received. The eGMS Reach online system through which our reimbursements are processed displays a notice that processing times may be impacted by the Executive Order, however no IMLS staff are available to answer questions about the status and timeline of reimbursement request already approved, and no alternate contact has been provided to answer questions.

Welcome to eGMS Reach

*Recent executive orders may impact IMLS response and processing times. At this time, you may continue to submit payment requests and required reports for your open awards. We appreciate your patience.*

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Santa Fe, New Mexico.



---

DECLARANT  
SECRETARY DEBRA GARCIA Y GRIEGO  
DEPARTMENT OF CULTURAL AFFAIRS

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF PILAR VAILE**

Pursuant to 28 U.S.C. § 1746, I, PILAR VAILE, hereby declare as follows:

1. I am a resident of the State of New Mexico. I am over the age of 18 and have personal knowledge of all the facts stated herein, except to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am currently employed by the New Mexico Public Employee Labor Relations Board (NM-PELRB) as the Executive Director, effective January 17, 2025, and served as the NM-PELRB Deputy Director from 2005 through 2009. My experience with and knowledge of labor relations and Federal Mediation and Conciliation Service's (FMCS's) mediation and arbitration services is based upon my 20+ year career as a labor relations professional, 15 years of which has been spent as a private Arbitrator. As a private labor Arbitrator, I was a listed Arbitrator or "Panelist" with FMCS, as well as with the American Arbitration Association (AAA) and the State labor boards for California, Oregon and Washington, among others. Since 2018, I have been a member of the National Academy of Arbitrators (NAA) and currently serve on the NAA's Board of Governors,

3. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies including FMCS, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law. This EO will affect and likely impair NM-PELRB operations and broader New Mexico state interests, as laid out in state statutes.

4. As Executive Director of the NM-PELRB, I hear and/or am made aware of public sector labor disputes involving or implicating FMCS mediation and/or arbitration services. Additionally, as Director, I keep myself apprised of news affecting U.S. collective bargaining in general, as well as particular issues likely to have an impact on the NM-PELRB's operations.

5. In my role, I do and have communicated with both federal labor Agency staff – including local FMCS mediation Staff – and New Mexico labor law practitioners that appear regularly before the NM-PELRB. We do and have discussed changes in federal law and/or federal labor agency operations and their impact upon NM-PELRB operations and/or harmonious and cooperative collective bargaining relationships between New Mexico public employers, unions and public employees. Topics of our communications have included recent changes involving the FMCS, and the effect upon its operations of Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy”, dated March 14, 2025.

6. NM-PELRB is responsible for enforcement of the Public Employee Bargaining Act (PEBA), NMSA 10-7E-1 et seq. The PEBA

guarantee[s] public employees the right to organize and bargain collectively with their employers, to promote harmonious and cooperative relationships between public employers and public employees and to protect the public interest by ensuring, at all times, the orderly operation and functioning of the state and its political subdivisions.

See NMSA § 10-7E-2 (Purpose of act). Thus, the PEBA vests the PELRB with authority over all general collective bargaining matters among public employers, labor organizations and individual public employees subject to the Act. Enforcement of PEBA routinely requires the following primary types of enforcement activities on the part of the NM-PELRB:

- a. processing Prohibited Practice Complaints (PPCs)
- b. processing Representation Petitions;
- c. monitoring Local Boards for compliance with PEBA; and
- d. rulemaking activity as needed.

Time and staffing permitting, the NM-PELRB also engages in outreach and training among its constituent users; monitors and reports to the Board and public on major trends affecting non-federal public sector labor relations in New Mexico; and creates and maintains educational materials such as the NM-PELRBs Practice Manual and the PEBA Keyword and Phrase Index on our website.

7. Pursuant to Section 18 of PEBA, non-federal public sector labor disputes in New Mexico regarding negotiation impasse are required to be resolved by FMCS mediation services and, if needed, FMCS arbitration services. See § 10-7E-18 (laying out a comprehensive statutory scheme, with precise deadlines, for use by bargaining representatives at State and local government levels); see also NMSA § 10-7E-4(J) (“‘impasse’ means failure of a public employer and an exclusive representative, after good-faith bargaining, to reach agreement in the course of negotiating a collective bargaining agreement”). This is a default mechanism to resolve collective bargaining disputes and thereby avoid prohibited strikes or lockout activity. See, e.g., US DOJ, Office of Justice Programs, “Arbitration and the Public Employee - An Alternative to the Right to Strike | Office of Justice Programs”, available at <https://www.ojp.gov/ncjrs/virtual-library/abstracts/arbitration-and-public-employee-alternative-right-strike> (last accessed 4/2/25) (“[s]ince the strike is generally recognized as an integral part of the collective bargaining process, effective alternatives must be found to resolve the problems of public employees”). Additionally, pursuant to Sections 19(G) and 20(D) of PEBA, the NM-PELRB is charged with hearing and resolving allegations of breach of a collective bargaining agreement (CBA). Although a prohibited practice complaint (PPC) for breach of contract may be deferred to grievance arbitration initiated pursuant to a CBA, in New Mexico such a CBA will usually expressly reference use of FMCS arbitration services for contract disputes as well. See NMSA § 10-7E-19(H); and § 10-7E-20(D) (make it a prohibited labor practice to refuse or fail to comply with a CBA or other agreement with the labor-management counterpart); NMRA 11.21.3.22 (Arbitration deferral). This is not unusual

– most CBAs within the Western half of the states expressly incorporate FMCS strike list or paneling services by name, for purposes of arbitration. (AAA tends to dominate the arbitrator paneling services in the Eastern half.) Additionally, my communications with labor relations professionals in New Mexico suggest that many non-federal public sector labor contract disputes in New Mexico may not come before the NM-PRLB because they were, up until recently, resolved at a lower level with free or reduced cost mediation services provided by the FMCS

8. If FMCS ceased providing mediation and/or arbitration services within the non-federal public sector, New Mexico’s public sector labor relations statutory scheme and public sector CBAs throughout the State would be frustrated and impaired. This will occur in several ways, because FMCS services are directly and indirectly implicated throughout PEBA, as generally described in Paragraph 7. Some specific examples of the impairment include the following:

a. First, as noted, FMCS is cited by name in Section 18 of PEBA, regarding the mediation and arbitration of “impasse” or “interest” disputes, which arise when management-side and union-side negotiators are unable to reach an agreement on the terms of a CBA, after bargaining in good faith. See § 10-7E-18; see also NMSA § 10-7E-4(J). Although FMCS is cited in Section 18 by name, I do not anticipate significant immediate impact on NM-PELRB operations due to FMCS’s discontinuation of impasse mediation and/or arbitration services in the non-federal public sector. That is because the NM-PELRB only monitors impasse issues if we learn about them, but we lack authority to appoint FMCS mediators or arbitrators (despite some statutory language in Section 18 that would seem to suggest the contrary).

b. However, based upon my conversations with area labor practitioners and a former FMCS mediator who worked in New Mexico when EO 14,238 was issued, it is my understanding



and belief that this will create and is already creating significant obstacles to parties resolving their impasse disputes. Historically FMCS has provided mediations services, free of charge or at reduced cost, to labor relations actors in State and local government sectors, as well as to federal and private sector disputants, to avoid negotiation impasses. On information and belief, there are no other comparable programs or grants available to fulfill the now unmet needs. Certainly, the NM-PELRB – a small, two-person office – does not have the budget or staff to provide these services. The likely consequence of the loss of free or reduced cost impasse mediation and arbitration services, in turn, is that there will be unresolved industrial strife across an impactful sector of the New Mexico economy, as well as across various other States’ and the National economies.<sup>1</sup>

c. The second way in which FMCS’s operations are implicated under the NM-PEBA is through Sections 19(G) and 20(D), which together impose reciprocal duties on public employers and certified bargaining representatives (e.g., unions) to abide by the provisions of any negotiated labor agreement or CBA. See NMSA § 10-7E-19(H); and § 10-7E-20(D) (making it a prohibited labor practice to refuse or fail to comply with a CBA or other agreement with the labor-management counterpart). While impasse disputes deal with formation of a contract, rights or contract grievances assert a violation of the contract itself. Under Section 17(I) of PEBA (Scope of bargaining), all CBAs “shall include a grievance procedure to be used for the settlement of disputes pertaining to employment terms and conditions and related personnel matters” and “[t]he grievance procedure shall provide for a final and binding determination”, i.e., final and binding

---

<sup>1</sup> On or after March 14, 2025, while employed as the NM-PELRB Director, I was contacted by a School District in Illinois seeking emergency mediation services for negotiation impasse, after the Parties had spent five (5) months working with an FMCS mediator whose services suddenly ceased to be available, and the affected Union issued a Notice of Intent to Strike if an agreement could not be reached by their last bargaining session in early April 2025. (I declined the case but referred them to several former FMCS mediators that had recently lost their FMCS employment as a result of EO 14,238.)

arbitration. Traditionally, Complaints or PPCs alleging a violation of the CBA will be first grieved under the contract, because of the usually shorter limitation periods in a CBA (usually between 10 and 30 or 45 days) as compared to PEBA (six (6) months). The PEBA then often defers such claims to the grievance arbitration process, if a PPC is also filed involving the same questions of fact. Now that FMCS has discontinued free or reduced cost mediation services for labor disputes at the State and local levels, more of these matters will have to proceed to arbitration. However, that process will be frustrated and impaired in turn, if FMCS discontinues or has discontinued the provision of Arbitrator “strike lists” for State and local labor disputants. Because most CBAs in New Mexico expressly incorporate FMCS strike list or paneling services by name, this will cause immediate harm to and obstruction of non-federal public sector labor relations in New Mexico. While parties to the CBA are generally able and welcome to mutually agree to their own arbitrator (the AFSCME/Albuquerque CBA may be an exception, see Para. 13, *infra*), that is usually too much to expect as a practical matter when they are already engaged in a labor dispute. Instead, one party or another will likely be tempted to cite “impossibility”, creating another layer of contract dispute and raising questions of bad faith bargaining. Yet the State or local government disputants will still be without a clear path for resolution if FMCS will not be providing arbitration services in the non-federal public sector, so disputes may likely compound, cascade and/or escalate.

9. In my practice as an arbitrator from 2010-2025, approximately 90% of my cases involved contract disputes, rather than negotiation impasse; but together they kept me fully or over-employed. As such, I anticipate a potentially large impact on PELRB operations from the discontinuation of FMCS arbitration (and mediation) services within the non-federal public sector, under Section 19(F) and/or Section 20(D). As a small Agency with only two Staff members and a limited budget, we at the NM-PELRB will be wholly unprepared in the short and medium term,

to handle a huge influx of contract disputes due to “impossible” provisions calling for or requiring use of FMCS mediation and/or arbitration services.

10. As a two-person Agency, the NM-PELRB is unable to collect and maintain comprehensive data on the number of collective bargaining agreements that expressly require or provide for the use of FMCS mediation and/or arbitration services. We also are unable to calculate the number of cases that are not brought to the NM-PELRB because they have been resolved at a lower level through the use of FMCS free or reduced cost mediation services, or through use of the FMCS’s very cost-effective labor arbitration services. Nonetheless, on information and belief, the percent of public sector disputes in New Mexico resolved in whole or part through free or reduced cost FMCS mediation or arbitration services is most likely near 100%.

11. We also know that the NM-PELRB has processed 380 Representation Petitions seeking certification of a collective bargaining representative and a collective bargaining unit over the past 20+ years. While many were accretion petitions to add one or more position, they still represent a large volume of CBAs and affected public employers and public employees in New Mexico.

12. Additionally, NM-PELRB Staff have been informed by an area labor practitioner that many CBAs, public employers, and public employees are impacted in New Mexico by EO 14,238. This is consistent with what I have learned from my Arbitrator colleagues. See Arbitration Info, “Safeguarding Workplace Peace and the Future of the FMCS,” available at Safeguarding Workplace Peace and the Future of the FMCS – Arbitration Info (last accessed 4/2/2025) (that “[w]ith a tiny \$55 million budget — less than 0.014% of the federal budget –it “delivers extraordinary outsized economic benefits,” minimizing labor strife and encouraging industrial peace at a value that exceeds \$500 million a year”).

13. This is also consistent with other information that has been made available to the NM-PELRB.

a. For instance, I am informed by labor-side practitioners that the American Federation of Teachers of New Mexico (AFT-NM) and/or its affiliates alone have twenty-one (21) CBAs with state or local public employers in New Mexico that explicitly mention the FMCS in their grievance-arbitration procedures. (These include CBAs for the Albuquerque Federation of Classified Professionals (AFCP), the Albuquerque Teachers Federation (ATF), Belen Schools, Carlsbad Schools, Chama Valley Schools, Las Cruces Schools, Cuba Schools, Dulce Schools, Gadsden Schools, Grants Schools, Jemez Mountain Schools, Las Cruces Transportation Federation (LCTF, for bus drivers), McKinley County Federation of Unified School Employees (MCFUSE), Mesa Vista Schools, New Mexico Highlands University (NMHU), Northern New Mexico College, Santa Fe Community College, Socorro Schools, Taos Schools, University of New Mexico (UNM), and Zuni Schools.)

b. Additional CBAs explicitly referencing FMCS are also available on the NM-PELRB website, including for UNM/United Staff-UNM, Local 6155; Albuquerque/AFSCME Local 624 (Blue Collar); Albuquerque/AFSCME Local 264 (Transit); Albuquerque/Albuquerque Officers' Association, Local 1888; and Albuquerque/AFSCME Local 2962 (Clerical and Technical Employees). Notably, many of the Albuquerque CBAs – which would come under the jurisdiction of the City of Albuquerque's Labor Management Relocations Board – explicitly state in several places that “[t]he only grievance procedure applicable for this provision is FMCS arbitration.” See <https://www.pelrb.nm.gov/collective-bargaining-agreements/>.

c. I am also informed by a labor-side advocate of the following of American Federation of State, County and Municipal Employees (AFSCME) and Communication Workers

of America (CWA CBAs explicitly mentioning FMCS in their grievance-arbitration procedures, and the approximate numbers of employees in the bargaining units thereby impacted or harmed: AFSCME/State, 6,000 employees; CWA/State, 2,000 employees; AFSCME Local 624 (Transit)/ABQ, 200 employees; AFSCME Local 2962 (Clerical/Technical), 500 employees; AFSCME Local 3022 (M-Series for Supervisors), 300 employees; AFSCME 2260 (Clerks)/Bernalillo County, 200 employees; AFSCME Local 1536/Bernalillo County, 50 employees; AFSCME Local 1461 (Blue Collar)/Bernalillo County, 150 employees; AFSCME Local 3908 (Blue Collar)/Bernalillo County, 30 employees; AFSCME/Santa Fe, 500 employees; AFSME/NM State University, 760 employees.

d. Upon information and belief, the following Unions also have CBAs with New Mexico non-federal public employers that explicitly use of FMCS for grievance mediation, although I do not yet know the number of public employees impacted: New Mexico State Police Association; United Steelworkers (USW); International Brotherhood of Electrical Workers (IBEW); and New Mexico State Fraternal Order of Police Lodge (FOP).

14. Upon information and belief, FMCS is no longer providing mediation services or arbitration related services for state and local government actors under EO 14,238, which limits the FMCS to its “core” services as mandated under its originating statute, the 1947 Taft-Hartley Act. Upon information and belief, FMCS’s core or mandated services are to provide mediation and arbitration paneling services within the federal sector, and for several large private sector or quasi-governmental industries such as healthcare and the Postal Service.

15. Based on my communications as the NM-PELRB Executive Director, I am aware that EO 14,238 has already had a significant impact on collective bargaining in New Mexico. For instance, I am informed by union representatives that they can no longer obtain free or cost reduced

mediation services in a variety of cases that have not yet reached the NM-PELRB or other labor boards.

16. Additionally, EO 14,238 has had and inevitably will continue to have an effect on labor relations in New Mexico's non-federal public sector and NM-PELRB cases, since FMCS mediation and arbitration services are explicitly cited as a mechanism in Section 18 of PEBA to resolve labor impasse, and are implicated under Sections 17(I) a, 19(H) and 20(D) regarding claims of breach of a CBA. Moreover, both of these FMCS functions (impasse resolution and contract dispute resolution), help non-federal sector labor disputants in New Mexico to avoid strikes and lockout activities, by providing a clear mechanism for dispute resolution, in the form of final and binding arbitration. The availability of a mechanism to avoid such destructive self-help is very important and cannot be understated.

17. Based on my communications as a member of the NAA and its Board of Governors, I can also attest that EO 14,238, and its likely impact on collective bargaining around the nation, has been a recurrent subject of concern amongst NAA members, as well as among other labor neutrals and advocates. According to information relayed by current and former FMCS personnel to me directly and through NAA colleagues, approximately 90% of FMCS staff has or will be cut and all but the District of Columbia office closed. It is estimated that FMCS will only maintain 10-15 employees in the future, and only at the District of Columbia office.

18. The implications of this Executive Order in the labor relations community in New Mexico and elsewhere are quite significant. As noted, FMCS is one the main provider of labor mediation and arbitrator services, particularly in the Western half of the United States. FMCS's mediation services are provided directly and free of charge or at reduced cost by FMCS Staff Mediators, who are exceedingly competent and well-trained. For arbitration services, FMCS trains

arbitrators; maintains panels of qualified arbitrators for appointment; and empanels Arbitrators upon request of FMCS's labor and management clients, with the payment from the parties of about \$150.00. This requires the FMCS to vet and screen the credentials of Arbitrator applying to be on the FMCS panel; admit them to the FMCS panel if qualified, subjecting them to FMCS regulation; and provide panels or "strike lists" of 10-15 arbitrators from which the parties to a labor dispute take turns striking names from the list until they reach one that neither objects to. Although the NM-PELRB does not deal with FMCS mediators or arbitrators directly, FMCS's historic operations are implicated in NM-PELRB operations in multiple important respects, as discussed above.

19. As a long-standing active member and governing member of the NAA, I am well-aware of the services provided by FMCS in training arbitrators who provide services to New Mexico and other Western States. I myself attended the FMCS Becoming a Labor Arbitrator (BALA) class in or around 2010/2011 and have routinely attended NAA's annual national and regional conferences since then. In my capacity as a member of, NAA Southwest Rockies Region Chair and Vice-Chair (2020-2024), and NAA Governing Board member, I know that FMCS representatives regularly present at NAA conferences and has frequently partnered in programs related to labor relations, such as the NAA-FMCS videoconferencing training put out at the start of the Covid-19 Pandemic that kept labor mediation and arbitration services functioning almost seamlessly during that time.

20. As a consequence of the foregoing, the NM-PELRB expects to see a large increase in labor disputes that cannot, as a practical matter, be mediated or referred or deferred to arbitration under NMSA§ 10-7E-18 (regarding impasse mediation and arbitration referrals) or NMRA



11.21.3.22 (regarding grievance arbitration deferral). Notably, the NM-PELRB lacks the staffing and budget to recreate and provide FMCS mediator or arbitration services as described above.

21. Moreover, I attest that we at the NM-PELRB have already encountered problems with our own case load, related to the loss of free or reduced cost FMCS mediation services for New Mexico public sector disputants. At present, the NM-PELRB has eight (8) pending cases between the same two parties, several of which are on appeal at State District Court, and one of which is on appeal at the State Courts of Appeal. At our last hearing on the merits, on January 29, 2025, the parties jointly sought a continuance because neither sides' witnesses had appeared despite being subpoenaed, and the parties hoped to obtain FMCS mediation services to try to settle all their pending cases on a global basis. Since then, with the discontinuation of FMCS services, the parties' hope for free or affordable FMCS mediation services has withered on the vine. Sadly, as noted, neither the NM-PELRB nor any similar agency that I am aware of are able and prepared to assist labor disputants in this situation. (Although the State of New Mexico Court of Appeals has a Mediation Program, it is not free or for reduced fee and their mediators generally lack the special substantive knowledge of FMCS mediators.)

22. FMCS' dispute resolution services outlined above are critical for resolving labor disputes in New Mexico because of their expertise in dispute resolution, their knowledge of the subject matter of labor relations, and their unique skills in negotiations related to collective bargaining. Additionally, free or reduced cost mediation and arbitration services through the FMCS are frequently what allows dispute resolution to take place at all in the labor relations industry. Labor law is a niche area of specialized law, and it is a notoriously low- or under-paid market compared to such things as commercial mediation and arbitration. As such, practitioners rely heavily on FMCS's free or reduced-cost services, and the NM-PELRB will not be able to

replace those services in the near or medium term. (For instance, our budget is already set through June 30, 2026, absent special or emergency funding and was developed upon the assumption that FMCS's free or low-cost mediation and arbitration services would continue to be available to New Mexico non-federal public employers, union, and public employees, as has been the case in the past.)

23. Another area in which FMCS provides critical free or reduced cost services is through its training and education of mediators, arbitrators, and labor practitioners alike; and its role as a respected federal agency able to rapidly convene major stakeholders to address pressing labor issues of the day. All stakeholders in labor relations depend on well-trained advocates, mediators and arbitrators alike, and FMCS has been an essential provider of such education, often working with other paneling agencies, labor agencies, and the NAA. From my prior experience as Deputy Director, I know that FMCS routinely provides – at no or reduced cost – vital training to New Mexico public sector employers, unions and employees on interest based bargaining, and other conflict management topics. I know from my more recent professional activities that FMCS is instrumental in educating Arbitrators to maintain its Arbitrator panels, such as through the BALA course, which it has administered for several decades with the teaching assistance of NAA members. I also know, through my NAA activities and involvement, that FMCS plays a vital role in convening stakeholders such as other paneling agencies, the NAA, and the Labor and Employment Relations Association (LERA) to timely address issues of mutual concern, such as due process protocols for videoconferencing during a global pandemic. Since FMCS arbitration services are provided for or required under Section 18 of PEBA and under most New Mexico CBAs, the quality and regularity of arbitrator training and the convening of necessary multi-lateral work groups are highly relevant to public employers, unions and public employees in New Mexico.

Arbitrator training, in particular, is also relevant to State labor relations agencies such as the NM-PELRB that might consider initiating an Arbitrator listing or paneling service in lieu of or addition to the listing or paneling services previously provided by FMCS. The loss to the labor relations community of FMCS training and educational services and support, and its power to convene stakeholders, are perhaps the hardest impairments to calculate, but on information and belief they are equally significant impairments, particularly in the medium and long term.

24. If FMCS ceased to function in a meaningful way, the NM-PELRB anticipates an unavoidable increased number of labor disputes before it, and perhaps increased acrimony in those disputes as the hope of low-cost resolution recedes. Because State and local public employers, unions and public employees will no longer be able to comply with the PEBA's requirement to use FMCS for a negotiated grievance/arbitration process, we may also see some disputants resort to industrial self-help such as strike or lockout activity, which can negatively impact our state and local economies. At minimum, we can expect to see increased disorder and disturbance in the operations of the State and its political subdivisions with an increase of unresolved labor disputes. While the NM-PELRB will take any actions in its power and means to "fill the void" and protect New Mexico public interest implicated in PEBA, we will not be able to replace FMCS's free and reduced cost mediation and arbitration services without significant additional resources to expand our programs and staffing.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Albuquerque, New Mexico.

A handwritten signature in black ink, appearing to read 'Pilar Vaile', is written over a horizontal line.

Pilar Vaile

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*

**DECLARATION OF LAUREN MOORE**

Pursuant to 28 U.S.C. § 1746, I, Lauren Moore, hereby declare as follows:

1. I am a resident of the State of New York. I am over the age of 18 and have personal knowledge of all the facts stated herein, except to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. In 2019, I was appointed as the Assistant Commissioner for Libraries and the New York State Librarian. The New York State Library is part of the Office of Cultural Education within the New York State Education Department.

3. The New York State Library serves three constituencies in New York State: (1) the Research Library; (2) the Talking Book and Braille Library; and (3) the Division of Library Development.

4. The Research Library, which is the principal library for New York State government, is over 200 years old and is one of the largest research libraries in North America. The Research Library collects, preserves, and makes available materials that support State

government work. Its collection, which exceeds 20 million items, is available to researchers via interlibrary loan, online, and on-site in Albany, New York.

5. The Talking Book and Braille Library lends braille and audio magazines and books, in addition to digital talking books and talking book players, to all New Yorkers outside of New York City and Long Island who are unable to utilize printed materials.

6. The Division of Library Development works in partnership with 72 library systems across New York State to bring services to the people who use nearly 7,000 public, school, and reference libraries. Staff experts work with librarians, school administrators, public officials, and others to make library services available in New York communities. Division staff also administer more than \$150 million annually in State aid to New York's libraries through a local assistance formula aid program of \$104.6 million, the State Aid for Library Construction program, and discretionary grant programs established by the New York State Legislature. Division staff also facilitate participation in federal, state, and private funding programs.

7. As the Assistant Commissioner for Libraries and New York State Librarian, I lead the operations of the New York State Library and its statewide services. I manage approximately 100 employees, interns and volunteers, a \$12 million operating budget, over 20 million collection items, and oversight of approximately \$158 million in State and Federal aid to libraries.

8. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Institute of Museum and Library Services (the "Institute"), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associated personnel to the minimum presence and function required by law.

9. Given my experience, I believe that Executive Order 14,238 will cause the Institute to eliminate or substantially reduce financial awards and/or programs on which the New York State Library relies and on which it expects to rely in the future, causing significant harm to the New York State Library.

The Museum and Library Services Act

10. In 1996, Congress established the Institute by enacting the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act, which is part of the Museum and Library Services, authorizes the distribution of federal funding to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018.

11. The Institute, which administers the Library Services and Technology Act, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State with the extension and development of public library services throughout the State.” *Id.* § 9122(4). The New York State Library is a State library administrative agency.

12. In order to receive funds under the Library Services and Technology Act, each State library administrative agency must submit to the Institute its five-year state plan, which describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of the New York State Library’s five-year plan for period October 1, 2022, through September 30, 2027 is available here: <https://www.nysl.nysed.gov/libdev/lsta/LSTA227Final.pdf>.

13. Five-year plans that satisfy the statutory criteria are approved by the Director of the Institute. 20 U.S.C. § 9134(e). After the plan has been approved, the Institute allocates funding

through a population-based formula, *id.* § 9131(b) and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

14. Section 9141 provides that:

Of the funds provided to a State library administrative agency under [20 U.S.C. § 9123] section such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3)

(A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

#### The Institute's Impact in New York State

15. In 2024, the Institute invested \$180 million in libraries across the United States under its Grants to States Program. New York received \$8,125,215.00 (the "2024 Grants to States Award"), which represents the Federal share of the activities in the approved plan, totaling 66 percent.<sup>1</sup>

16. New York uses these federal funds to support many of its programs, including:

a. Early literacy programs, such as Summer Reading at New York Libraries, and Ready to Read at New York Libraries. In 2024, 965 libraries and branches offered a Summer Reading Program, with 1.8 million children and teens participating.

b. Increasing access to the New York State Library's collections through digitization and preservation. This includes the operations of the Research Library, established in 1818 and renowned for its extensive collections. The New York State Library's collections include treasures like the original draft of George Washington's Farewell Address and the handwritten draft of Abraham Lincoln's Preliminary Emancipation Proclamation. Through digitization and expert research assistance, the New York State Library provides access to a wealth of information for researchers worldwide.

---

<sup>1</sup> A chart showing the 2024 allotment can be accessed here: <https://www.ims.gov/sites/default/files/2024-04/imslstastateallotmenttablefy2024.pdf>.

c. Serving as the New York State regional depository for United States government publications, the New York State Library receives and preserves a copy of every document distributed under the Government Publishing Office's Federal Depository Library Program. In June of 2023, the New York State Library signed a Memorandum of Agreement with the U.S. Government Publishing Office to become a Preservation Steward. As a designated Preservation Steward, New York State Library has agreed to perpetually preserve print collections of historic and current Congressional Hearings, historic and current Bound Congressional Record, and historic and current Code of Federal Regulations.

d. Supporting free, high-quality professional development and training for over 200,000 library staff and trustees across New York's 7,000 libraries.

e. Supporting equitable access for all New Yorkers, including promoting adult literacy programs, workforce development, outreach programs for residents who have difficulty accessing libraries, and providing technical assistance with discounts to support internet access and equipment in libraries.<sup>2</sup> Initiatives led by the New York State Library include Ready to Read at New York's Libraries, Social Work and Libraries, Summer Reading at New York's Libraries, and the administration of state-funded programs like the New York Online Virtual Electronic Library, and Documentary Heritage and Preservation Services for New York.

f. Distributing \$104.6 million in State Aid to support libraries of all types, focusing on timely, efficient allocation and strong oversight to maximize impact. Our commitment is to ensure libraries receive the resources they need to serve and strengthen their communities effectively.

g. Supporting 762 public libraries with expert guidance on chartering, funding, governance, and accountability to strengthen their operations and ensure that every New Yorker has reliable access to vital library services. New York State Library staff guide libraries through the complex processes of creating a library district, establishing sustainable funding models, and revising existing charters to assure that libraries exist to serve every community and have the funding they need to survive into the future.

h. Administering Legislative and Discretionary Grant Programs, including initiatives like Conservation and Preservation Grants for libraries and cultural institutions and the Dolly Parton Imagination Library Participation Grants.

---

<sup>2</sup> New York State Library, *New York State Libraries and the Federal Library Services and Technology Act (LSTA)*, <https://www.nysl.nysed.gov/libdev/lsta/#Learning> (last accessed Mar. 26, 2025).

- i. Processing Public Librarian Certification applications and overseeing Trustee Education, which enables job placements of recent graduates and ensures library boards receive necessary trustee training to fulfill their responsibilities.

17. The New York State Library also uses these federal funds to pay the salaries of 55 of its 84 employees who work to carry out the New York State Library's five-year plan as approved by the Institute. These staff administer aid programs, provide technical assistance to the state's 72 regional library systems and 762 public libraries, oversee statewide coordinated outreach services, develop training for library staff and trustees, preserve the New York State Library's historic collections, provide expert research assistance, digitize collections, and develop statewide library services that benefit New York's 7,000 libraries of all types and the communities who use these libraries.

18. In addition to administering federal funding to the State Library through its Grants to States program, the Institute also provides the following grant programs and services, the loss of which would be devastating to New York's cultural institutions:<sup>3</sup>

- a. Peer to peer information sharing facilitated through the Institute's Office of Library Services, under the direction of the Director and Deputy Director of the Office of Library Services.
- b. Collection and analysis of national library data, necessary to inform the improvement of library services across the state and the country.
- c. Dissemination of library data, reports, findings, studies, surveys, and other information obtained through its library data collection program.
- d. Inspire! Grants for Small Museums, which provided \$498,809 to small museums in New York in 2024.

---

<sup>3</sup>The Institute maintains a searchable database for all awarded grants on its website. Users can search awarded grants by fiscal year, State and city recipients, institutional recipients, the name of the funding program, and the funding office within the Institute that distributed the funds. The database is available here: <https://www.ims.gov/grants/awarded-grants> (last accessed Mar. 26, 2025). The following information was obtained by filtering the awarded grants by "Fiscal Year 2024" and "New York" and the results area available here: [https://www.ims.gov/grants/awarded-grants?field\\_fiscal\\_year\\_text%5B1%5D=1&field\\_states=275&field\\_city=&field\\_institution=&field\\_program\\_categories\\_text=&fulltext\\_search=](https://www.ims.gov/grants/awarded-grants?field_fiscal_year_text%5B1%5D=1&field_states=275&field_city=&field_institution=&field_program_categories_text=&fulltext_search=).

e. Native American Library Services and Museum Services Grants, which provided a total of \$304,897 in 2024 to the Seneca Nation of Indians and the Oneida Indian Nation to support library and museum services.

f. Laura Bush 21st Century Librarian Program, which provided \$629,844 to two libraries in New York in 2024.

g. Museum Grants for African American History and Culture, which provided \$846,372 to museums in New York in 2024.

h. Museums Empowered: Professional Development Opportunities for Museum Staff program, which provided \$189,956 to the New-York Historical Society in 2024 to improve K-12 museum programming for students with disabilities.

i. Save America's Treasures, which provided \$1,740,051 to six cultural institutions in New York in 2024, including \$165,000 to the American Jewish Historical Society to preserve records of the Anti-Defamation League's Civil Rights Information Center and its Center on Extremism.

j. Museums for America program which provided \$3,194,338 to 16 museums in New York in 2024, including \$160,000 to the National September 11 Memorial and Museum to create an exhibition of children's artwork of 9/11, highlighting the experience of children as witness to the events of 9/11.

k. Library National Leadership Grants, which provided \$1,610,762 to six organizations in New York in 2024, including \$249,996 to the University at Albany, SUNY to improve access to digital collections.

l. Museum National Leadership Grants, which provided \$1,393,485 to three organizations in New York in 2024, including \$552,679 to the Rochester Institute of Technology to develop strategies to improve the preservation of organic objects in the face of collection emergencies.

19. It is my understanding that the Grants to States Program is administered by four program officers and one supervisor. The loss of even one of those staff members could significantly disrupt the administration of the grant program.

20. The New York State Library's budget for this year has relied on receiving \$8.1 million in federal funding and we made plans and allocated funding for staffing, subgrants, and contracted services based on the anticipated receipt of Federal funding promised.

21. Over the next 18 months, we are scheduled to receive additional disbursements/reimbursements of \$6.8 million under our two current Federal awards – the \$8.1 million awarded under the 2024 Grants to States Award and the \$8.1 million awarded under the Grants to States Program for Fiscal Year 2025 (the “2025 Grants to States Award”). To date, \$7.2 million of the \$8.1 million 2024 Grants to States Awards has been expended, with roughly \$735,000 obligated but not yet expended. To date, 25% of the \$8.1 million 2025 Grants to States Award has been apportioned to the States. Additional expenditures against the 2025 award will not be reimbursed until the remaining 75% of the award is obligated to the state.

22. The New York State Library has fully spent its 25% advance on the 2025 Grants to States Award. As of now, the only funding that we have available to draw down is the remaining balance of the 2024 Grants to States Award, which will lapse on September 30, 2025. This balance that is not already encumbered can support staff payroll until June 4, 2025. We are expecting the remainder of the 2025 Grants to States Award to be issued by April 22, 2025.

23. The New York State Library’s core services rely on continued and reliable funding. Currently, 55 of the New York State Library’s 84 staff members are federally funded. These staff operate the technical and research services of the Research Library and administer a variety of statewide services through the Division of Library Development, including technical assistance to regional library systems, who in turn support their public, school, academic, and special libraries. If we do not receive the expected remainder of the 2025 Grants to States award by June 4, 2025, we may need to terminate staff.

24. The 55 staff members affected are essential to the critical operations of the New York State Library’s Research Library and its Division of Library Development.

25. The loss of these 55 staff members would be so severe that we would have to close the Research Library to the public, hindering our ability to fulfill our responsibilities as a Federal Depository and Preservation Steward. Additionally, we would lose all but two staff members in the Division of Library Development, which would obstruct our capacity to process state aid, oversee library governance and chartering, and provide technical assistance to regional library systems and public libraries. Aid payments would be significantly delayed, and we would lose the capacity to provide the review necessary to assure that aid is spent according to law and regulation.

26. Any pause in New York State Library's federal funding would cause delays in service and harm to our patrons, which include libraries and other entities, state government employees, attorneys, and individuals.

27. Without certainty of reimbursement, we would have to initiate the termination of all discretionary services and ultimately the termination of staff.

28. This situation would cause immediate and irreparable harm to regional public library systems that rely on the timely processing of aid to support their critical services. Library systems do not maintain excessive fund balances, so delays in aid would force them to halt essential services. The State Library would also be unable to charter and register new libraries, process new Public Librarian Certifications, or provide technical assistance to library systems, local governments, public libraries, state agencies, or legislators on pressing library legal issues.

29. Additionally, if we do not receive the necessary disbursements or reimbursements, we will also immediately need to halt services and implement a hiring freeze. New York's Office of Cultural Education lacks the resources to compensate for this loss of federal funding. Until funding is disbursed, the State Library will be unable to enter into new contracts, such as those supporting initiatives like the America 250th Celebrations, or to renew or continue existing

contracts for essential tools, including the software that operates the State Library's online catalog and supports access to our digital collections, as well as the online tools that facilitate participation in the Summer Reading program and our DayByDayNY Early Literacy platform.

30. The loss or delay of federal funding would also impact state-funded services, as we would need to redirect funds set aside for discretionary purchases to cover staff salaries. This would result in a suspension of book and database purchases that support researchers and document New York's history, as well as ongoing conservation, preservation, and digitization efforts.

31. The loss or delay of federal funding is also impacting several new initiatives that the New York State Library had planned to take in 2025 but uncertainty around federal funding has forced us to pause these initiatives. If funding is delayed past its expected distribution date, the projects will be eliminated, as we will lack the time necessary to complete the projects within federal and state timelines.

32. For example, we had planned to announce a program to subgrant \$500,000 of federal funding to the state's public libraries to support innovative practices in libraries across the state on March 24, 2025. However, we cannot launch a competitive grant program without certainty about the remainder of the 2025 Grant to States Award.

33. We had also planned to develop an activity guide to help libraries and cultural institutions participate in America's 250th Celebrations and were preparing to launch a statewide platform for community service in commemoration of America's 250th. We planned to conserve and digitize 17th and 18th century Dutch documents relating to the early settlements in New York, and mass scan New York State Legislative Documents. We planned to work with the New York



State ConnectAll Office to develop a statewide digital inclusion program through the State's network of public libraries.

34. The New York State Library has a history of timely submissions of quarterly, interim and final financial reports and state program reports for the Grants to States program. Most projects reported on in the state program reports are continued from year to year and have been in place for many years. The Institute provides feedback each year after the annual financial and program reports are completed and the New York State Library always receives positive feedback and compliments on New York State Library projects and what has been accomplished. In addition, the Institute has cited components of the New York State Library's annual report as exemplary, using them as a model for other states to consider.

35. In addition to funding, the New York State Library relies on the Institute for its leadership, programs, data collection, and role as a convener of State library administration agencies. For example, the Institute's Public Library Survey is a critical collection of library data that is not available elsewhere. This data set, and its careful coordination, is essential to researchers seeking to understand national trends in library services and practitioners who are planning the future of libraries. It is extremely helpful for states to compare themselves with other states and for libraries to compare themselves to similar libraries in other states to ensure that best practices are being implemented. Loss of this data set and data collection tool would represent the loss of decades of information that is critical for community development and planning.

36. New York State relies on the Grants to States program through the Institute to support its technical assistance and grant funding for local libraries across New York. The libraries in every local community in New York need the State Library, its staff, and its services. Every action of the State Library is driven by its mission to empower New York State libraries. As local

libraries face numerous and varied challenges, the State Library is committed to designing policies that strengthen their resilience, expand access, and support their long-term success which cannot be achieved unless we have the adequate staff to provide critical support and services. Without the State Library, there is no organization to establish the policies and priorities that guide our libraries, leaving them exposed to threats that could undermine their very existence. Libraries are not merely symbols of access and opportunity; they are the driving force behind those values in every community across our state. The State Library is unwavering in its commitment to this mission, diligently supporting libraries through every facet of its work—whether through essential administrative functions or ambitious statewide initiatives. Threats to the State Library will undermine library services in local communities, including services that New Yorkers rely on.

37. The uninterrupted continuation of the following services depends on a stable State Library:

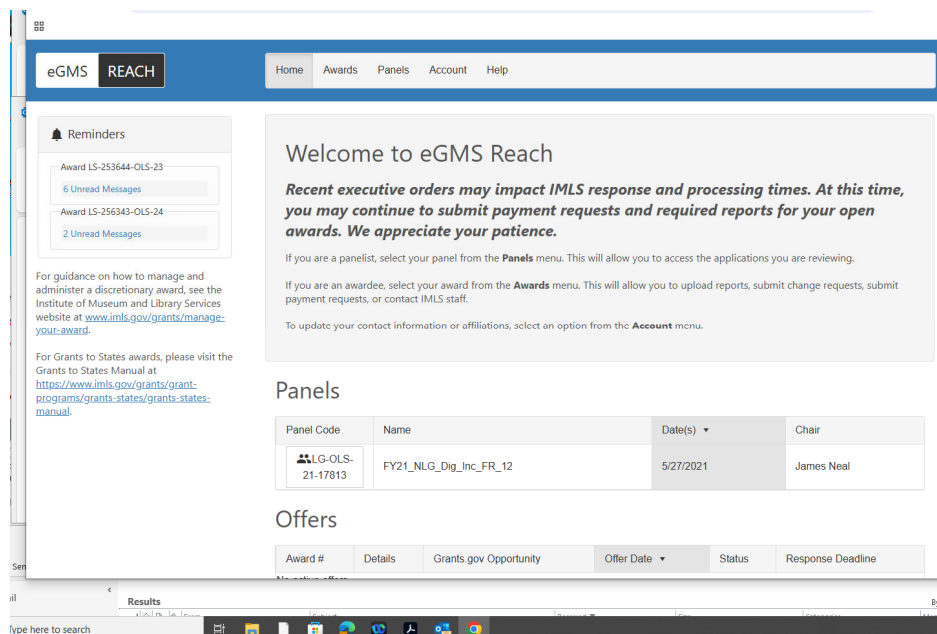
- a. *Serving vulnerable New Yorkers.* New York’s public libraries provide a wide range of materials and services to their communities, providing computer access, job training, literacy education, and more. In 2020 at the height of the COVID-19 epidemic, over 90% of our libraries extended their public services to include telephone or online reference assistance and curbside delivery, virtual programs and homebound delivery, and 85% provided Wi-Fi to those outside the building.
- b. *Providing lifelong learning opportunities for all New Yorkers.* In 2023, 62 million New Yorkers visited their libraries (a 10 million increase from 2022), and checked out 54 million physical books and 27 million e-books. Librarians helped nearly 13 million people with research questions and offered library programs to 2.7 million adults and 4.5 million children and teens. Libraries are a central provider of literacy programs, offering early literacy programs for 2.3 million families, adult literacy programs for 150,000 adults, digital literacy programs for 250,000 community members, and English classes for nearly 400,000 speakers of other languages.
- c. *Providing internet access.* Many New Yorkers rely on libraries for internet access. 8% of households in New York State have no online connectivity, and an additional 8% only access the internet via a mobile device. Thirteen percent of households have no broadband connection, and 29% of households with income under \$35,000 do not have any internet access. Libraries across the state have over 18,000 internet connected computers, offering 6.4 million wired and 19.3 million Wi-Fi sessions

in 2023. More than half of our public libraries rely on the New York State Library’s administration of the Institute’s e-rate funds to support this level of connectivity.

- d. *Providing accessible spaces and resources.* Libraries are committed to serving all New Yorkers. Eighty-one percent of libraries are fully wheelchair-accessible, and nearly every public library in New York State has an accessible entrance. Eighty-two percent of libraries provide services to those who are not able to visit the library, 62% offer virtual reference, and all offer online access to their catalog from outside the library.
- e. *Providing meeting spaces.* In many communities, the library provides the only free public meeting space. Ninety percent of New York’s libraries provide this, with nearly one-third making these spaces available beyond their open hours.

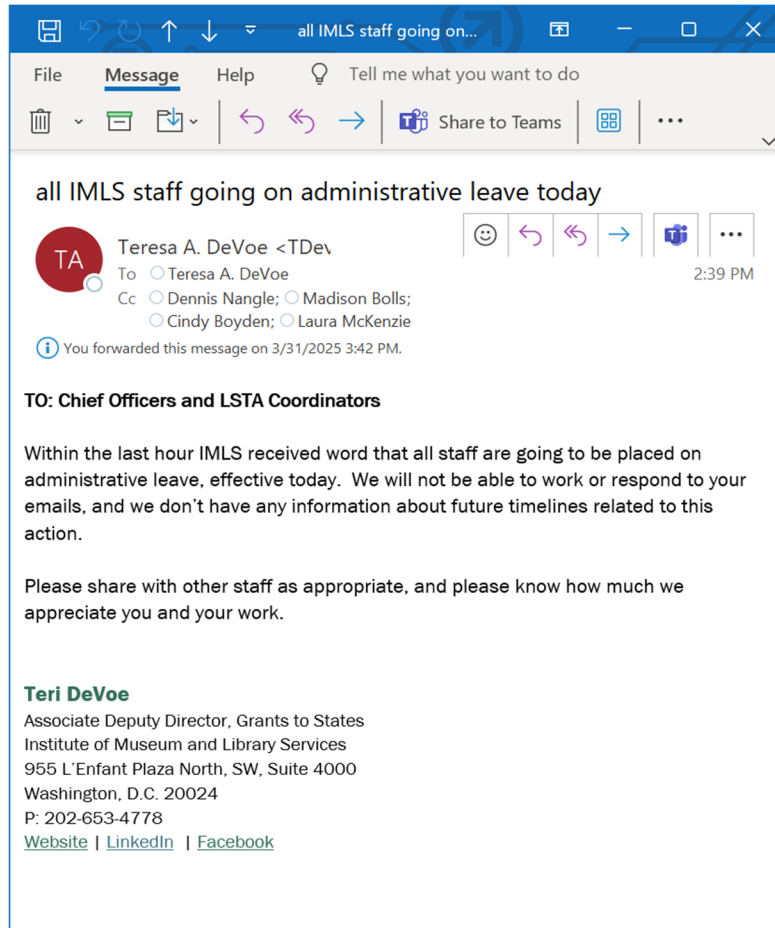
### The Institute’s Response to the Executive Order

38. On March 26, 2025, I accessed the Institute’s eGMS portal, which is used by awardees to manage their grants. The portal had the following message: “Recent executive orders may impact IMLS response and processing times. At this time, you may continue to submit payment requests and required reports for your open awards.”

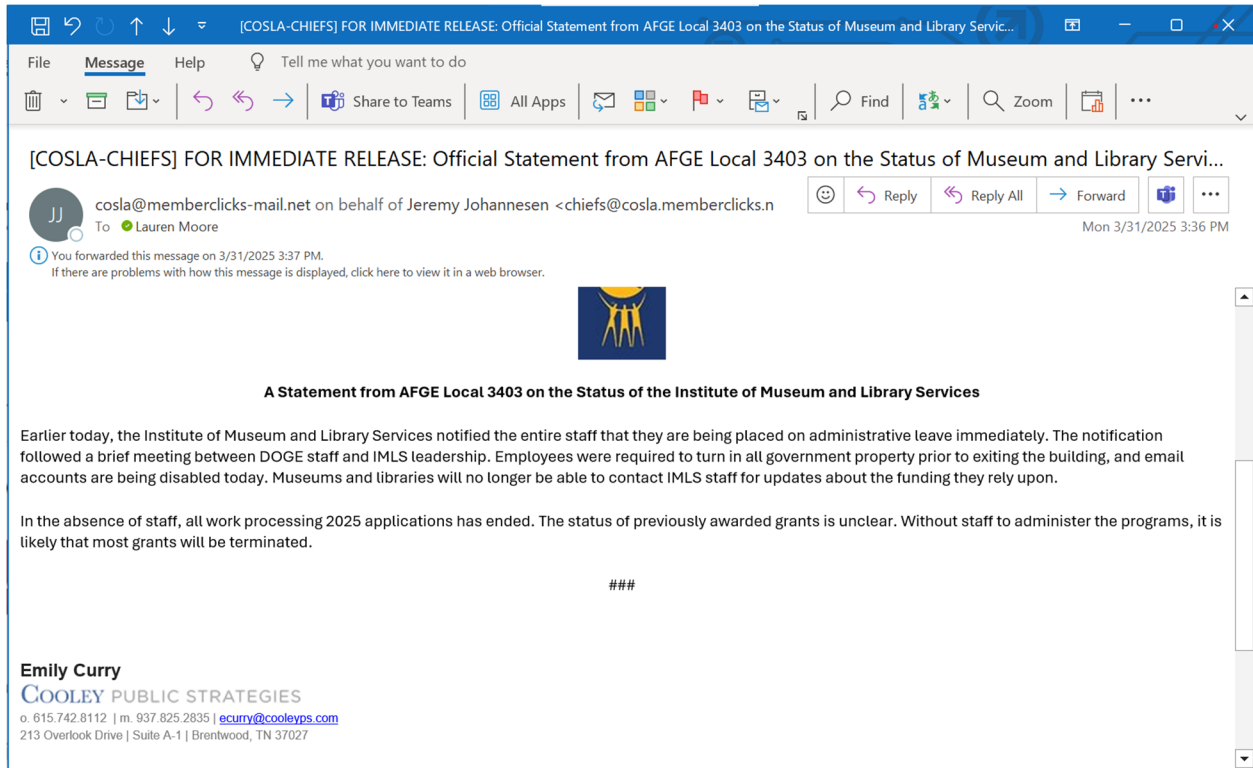


39. As of March 31, 2025, the above message in the eGMS portal has been removed.

40. On March 31, 2025, I received the below email from the Institute of Museum and Library Services advising that all of its staff members were going to be placed on administrative leave effective immediately.



41. On March 31, 2025, I also received the below statement from AFGE Local 3403 on the status of Museum and Library Services, advising that “[t]he status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.”



42. Because there is no staff to administer the Grants to States program, it is unlikely that New York will receive the remainder of its 2025 Grants to States Award by April 22, 2025, as expected, which will cause immediate and irreparable harm to New York for the reasons identified above.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 1, 2025, at Albany, New York.

---

Lauren Moore

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF WENDY CORNELISEN**

Pursuant to 28 U.S.C. § 1746, I, Wendy Cornelisen, hereby declare as follows:

1. I am a resident of Oregon. I am over the age of 18 and have personal knowledge of all the facts stated herein. If called as a witness, I could and would testify competently to the matters set forth below.

2. In March 2022, I was appointed as Oregon's State Librarian. In that role, I am the head of the State Library of Oregon, a state agency. I previously served the state libraries in Georgia and Tennessee.

3. The mission of the State Library of Oregon is to cultivate, preserve, and deliver library and information services to foster lifelong learning and community engagement. Its statutory duties (ORS 357.008) include maintaining library services to meet the state government's reference and research needs; supporting local library services in the state; providing library services to persons who are print-disabled; and promoting library services for children and youth.

4. As State Librarian, I am responsible for managing the State Library of Oregon budget, and I oversee the State Library's request, receipt, and administration of federal funds, among other duties.

5. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Institute of Museum and Library Services (IMLS), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. Given my experience, if Executive Order 14,238 causes IMLS to be unable to administer financial awards and/or programs on which the State Library of Oregon relies and on



which it expects to rely in the future, it will cause significant financial harm to the State of Oregon and hamper the State's efforts to facilitate access to information through providing library services.

The Museum Library Services Act

7. In 1996, Congress established IMLS by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act, which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

8. IMLS, which administers the Library Services and Technology Act, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State with the extension and development of public library services throughout the State.” *Id.* § 9122(4). The State Library of Oregon is a State library administrative agency.

9. In order to receive funds under the Library Services and Technology Act (LSTA), each State library administrative agency must submit to IMLS its five-year state plan, which describes the State library administrative agency's needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of Oregon's five-year plan is Attachment 1 to this declaration.

10. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b), and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b). Independent of the matching requirement,

a state must also meet the LSTA’s “maintenance of effort” requirement. Under the maintenance-of-effort requirement, the amount otherwise allotted under LSTA to a state for a fiscal year is reduced if the level of state expenditures for the previous fiscal year is less than the average of the total of such expenditures for the three fiscal years preceding that year. Oregon has met the maintenance-of-effort requirement throughout the life of the program, and it anticipates doing so in future years.

11. Section 9141 provides that:

Of the funds provided to a State library administrative agency under [20 U.S.C. § 9123] such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals’ needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3)

(A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

The Institute of Museum and Library Services' Impact on the State of Oregon

12. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. Of that amount, Oregon was awarded \$2,597,695, which represents the 66 percent Federal share of the activities in the approved plan.

13. The State Library of Oregon's budget for this year has relied on federal funding of \$2,597,695 and the State Library has made plans, allocated funding for staffing, and issued subgrants to local libraries and other institutions based on the anticipated receipt of Federal funding as promised.

14. The State Library of Oregon uses these federal funds to support many of its programs, including, but not limited to, (a) funding staff for the Library Support and Development

Services division, which provides leadership, grants, statewide services, and consulting to approximately 1,600 academic, public, school, and special libraries, and tribal nations throughout Oregon, and (b) funding subgrants to support local libraries and their outreach activities.

15. The State Library of Oregon uses these federal funds to support all or part of the salaries of 12 employees, principally in the Library Support and Development Services division (Library Support). Library Support provides leadership, grants, statewide services, and consulting to approximately 1,600 academic, public, school, and special libraries, and tribal nations throughout Oregon. These staff advise libraries on children and teens services, early literacy, digital equity, continuing education, community outreach, reference services, school libraries, intellectual freedom, digitization, and public library data. They also manage the program that provides access to statewide databases and services for all Oregonians using federal block-grant funding. Library Support also coordinates statewide library services in partnership with other libraries and library associations, such as the *Answerland* online reference service, the Oregon School Library Information System, and the Statewide Database Licensing Program.

16. The State Library of Oregon also uses these federal funds to award subgrants to local libraries and non-profit organizations to support library services and literacy. The current list of subgrants is Attachment 2 to this declaration. The State Library of Oregon anticipates using its FY25 allotment to award a similar number of subgrants in the second quarter of 2025.

17. Under IMLS's official FY24 award notification dated April 18, 2024, the State Library of Oregon is scheduled to receive more than \$975,000 of additional disbursements by September 30, 2025. More than \$450,000 of that figure is anticipated to be provided to subgrantees. More than \$250,000 of that figure is anticipated to support staff salaries.

18. The State Library seeks reimbursements on an ongoing basis for expenses as it incurs them, submitting requests via the IMLS's online portal at least once a month. Historically, before March 14, 2025, we received reimbursements in the next 1-to-3 business days. When we submitted a reimbursement request on March 14, we were informed that we would be reimbursed in 10-to-12 business days and received the funds on March 26.

19. In addition to administering federal funding to States, IMLS also funds and disseminates research useful to libraries, which the State Library of Oregon relies on for its own programs and further disseminates to libraries throughout the state. For example, in June 2020, IMLS research determined that library materials could be safely circulated without spreading the COVID-19 virus. IMLS, Research Shows Virus Undetectable on Five Highly Circulated Library Materials After Three Days (June 19, 2020), *available at* <https://www.ims.gov/news/research-shows-virus-undetectable-five-highly-circulated-library-materials-after-three-days>. Termination of IMLS's research function will impair the State Library of Oregon's ability to meet its mission to serve its patrons and to support local libraries in Oregon.

20. On March 31, 2025, I received the following email:

**From:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Sent:** Monday, March 31, 2025 11:38:43 AM  
**To:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Cc:** Dennis Nangle <[DNangle@imls.gov](mailto:DNangle@imls.gov)>; Madison Bolls <[MBolls@imls.gov](mailto:MBolls@imls.gov)>; Cindy Boyden <[CBoyden@IMLS.gov](mailto:CBoyden@IMLS.gov)>; Laura McKenzie <[LMcKenzie@imls.gov](mailto:LMcKenzie@imls.gov)>  
**Subject:** all IMLS staff going on administrative leave today

**TO: Chief Officers and LSTA Coordinators**

Within the last hour IMLS received word that all staff are going to be placed on administrative leave, effective today. We will not be able to work or respond to your emails, and we don't have any information about future timelines related to this action.

Please share with other staff as appropriate, and please know how much we appreciate you and your work.

**Teri DeVoe**

Associate Deputy Director, Grants to States  
Institute of Museum and Library Services  
955 L'Enfant Plaza North, SW, Suite 4000  
Washington, D.C. 20024  
P: 202-653-4778

[Website](#) | [LinkedIn](#) | [Facebook](#)

21. As of the date of this declaration, I have received no further communications from IMLS staff, including regarding future reimbursements. If we do not receive reimbursements in a timely manner, the State Library will not have funds available to meet its payroll needs or reimburse its subgrantees in a timely manner.

22. Based on the enactment of Public Law 119-4, commonly known as the Full-Year Continuing Appropriations and Extensions Act, 2025, and the State Library's continuing compliance with IMLS conditions for federal block-grants, the State Library has anticipated continuing to receive federal funds in future years. That expectation would be formalized through an award letter, which was expected in April 2025. Based on that anticipated award, the State Library of Oregon continues to employ its current workforce and is preparing to award subgrants

for the coming year. However, the uncertainty created by Executive Order 14,238 is likely to undermine the State Library's ability to attract and retain employees and may undermine subgrantees willingness to perform their projects due to the uncertainty of repayment.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 1, 2025, at Salem, Oregon.

Dated: April 1, 2025

*s/Wendy Cornelisen*

Wendy Cornelisen





**State Library of Oregon**  
Library Support and Development Services

State Library of Oregon

# LIBRARY SERVICES AND TECHNOLOGY ACT (LSTA) FIVE-YEAR PLAN, 2023-2027

Submitted June 2022

Updated March 2025

Prepared for the Institute of Museum and Library Services



**State Library of Oregon**  
**Library Support and Development Services**

## TABLE OF CONTENTS

INTRODUCTION .....	3
MISSION STATEMENT .....	3
NEEDS ASSESSMENT .....	4
Process for Identifying Needs .....	4
Identified Needs .....	4
Expected Process for Staying Up to Date on Needs.....	5
GOALS AND PROJECTS.....	6
Goal: Oregon libraries break down barriers and the digital divide.....	6
Goal: Oregon libraries honor culture, heritage, and Tribes .....	7
Goal: Oregon libraries support students, youth, and lifelong learners.....	8
Goal: Oregon libraries build relationships to foster community.....	10
Goal: Oregon libraries have the training and resources they need.....	11
Connection of Goals to LSTA Purposes and Priorities.....	12
COORDINATION EFFORTS .....	17
Crosswalk.....	17
Coordination with Other State Agencies and Offices.....	18
EVALUATION PLAN.....	19
STAKEHOLDER INVOLVEMENT .....	19
COMMUNICATION AND PUBLIC AVAILABILITY .....	20
MONITORING .....	20



## State Library of Oregon Library Support and Development Services

### INTRODUCTION

The [Institute of Museum and Library Services \(IMLS\)](#) is the primary source of federal support for the nation's libraries and museums. IMLS administers the [Grants to States program](#), which distributes federal funds to State Library Administrative Agencies. Funds are used to support the [purposes and priorities outlined in the Library Services and Technology Act \(LSTA\)](#).

In Oregon, the State Library Administrative Agency that administers the Grants to States program is the [State Library of Oregon](#). This 2023-2027 LSTA Five-Year Plan, developed by the Library Support & Development Services division of the State Library, addresses the state's current and anticipated library needs and presents strategies for using LSTA funds.

### MISSION STATEMENT

The State Library of Oregon cultivates, preserves, and delivers library and information services to foster lifelong learning and community engagement.

The [Library Support & Development Services division](#) of the State Library provides leadership, grants, and other assistance to improve library service for all Oregonians.



## State Library of Oregon Library Support and Development Services

# NEEDS ASSESSMENT

## Process for Identifying Needs

The State Library contracted with the library consulting firm [Constructive Disruption](#) to evaluate the [2018-2022 LSTA Five-Year Plan](#) and to assess how the State Library could most effectively spend LSTA funds to benefit the Oregon library community. The data gathering process was multi-faceted, including a survey, town halls, focus groups, and interviews with key groups and individuals. To ensure representation, the evaluators particularly focused on hearing from people in underserved and under-resourced communities. By actively seeking wider representation, this evaluation process created room for new priorities and perspectives to emerge.

The Library Support & Development Services division then reviewed the evaluator's [Evaluation Report](#) and [Future Focus Report](#), along with other relevant sources, including a 2021 continuing education needs assessment performed by independent library consultants; the Library Support & Development Services division's 2021 Customer Satisfaction Survey Report; and the [State Library's Strategic Plan \(2020-23\)](#).

## Identified Needs

Five key needs were identified as most important to the State Library and the state's library community. These needs are consistent with the purposes of LSTA and serve as the basis for the goals outlined in this plan.

- **Improving access:** Members of the Oregon library community across library types, regions, and job classifications expressed the greatest need for strong and sustained support to increase access for and engage with their communities. Libraries need and expect the State Library to take a leadership role by supporting projects and initiatives, providing resources and training, advancing community engagement in grantmaking, advancing digital literacy, and focusing on libraries and communities with the greatest need.
- **Culture and heritage:** Libraries want support for their essential roles in preserving and promoting their communities' culture and heritage, while honoring the First Peoples who have been here since time immemorial. The State Library can advance libraries' efforts by assisting with digital collections, funding projects to highlight underheard voices, and working together with Tribal Nations in Oregon to advance their library and information goals.
- **Youth, schools, and lifelong learners:** Members of the Oregon library community want to see continued support for school libraries, community

ATTACHMENT 1, Page 4 of 20  
Declaration of Wendy Cornelisen



## State Library of Oregon Library Support and Development Services

colleges, and other libraries facilitating youth development and education. There are opportunities for the State Library to support economic and workforce development, and to support human services through projects that include families in youth programming and outreach, serving students from underserved communities, and encouraging lifelong library use.

- **Connection and communication:** Members of the Oregon library community expect the State Library to act as a connector, bringing together libraries across geography, service population, library size, and library type, and investing in projects with impact across groups. In addition, libraries want help connecting with their communities and look to the State Library for needed support and tools.
- **Institutional capacity:** Members of the Oregon library community need support improving library operations, particularly in close pairing with standards or best practices. State Library-supported projects with statewide impact are seen as both beneficial and successful, providing resources to those who would otherwise not have access and freeing up libraries to refocus their resources.

### Expected Process for Staying Up to Date on Needs

Throughout the lifespan of this plan, the State Library will monitor the needs of the state's libraries and communities to ensure that goals and projects remain relevant.

Continuing conversations with the [LSTA Advisory Council](#), colleagues from interested organizations, and the library community in general will inform the State Library about continuing and emerging library needs. Regular analysis of proposed and awarded subgrants will similarly inform the State Library about needs of libraries of all types as well as their community partners.

The State Library will also use customer satisfaction surveys and other relevant data sources to assess evolving needs and update projects accordingly.



## State Library of Oregon Library Support and Development Services

### GOALS AND PROJECTS

All projects below are intended to run throughout the length of this plan. Please note that these projects are more objective-oriented than activity-oriented, representing a shift from previous plans. Projects that were included in previous plans are now listed as activities. This shift in approach will allow the State Library to be more focused on outcomes of projects, accountable internally and externally, and flexible in finding innovative approaches to meeting the five goals.

#### Goal: Oregon libraries break down barriers and the digital divide

- **Project: Access for the Underserved**

- Objective: Facilitate access to library services for underserved and under-resourced communities.
- Outcome: Libraries provide culturally relevant services to communities that are underserved and under-resourced.
- Sample activities: Subgrant to support [Libros for Oregon](#), a project of the [REFORMA Oregon](#) chapter, which facilitates Spanish-language collection development in Oregon libraries - particularly in small and rural libraries.
- Existing & potential partners: [REFORMA Oregon](#)
- Potential subgrants: Outreach efforts to communities that are underserved and under-resourced; projects that increase access for persons with disabilities; expanding services for speakers of languages other than English.

- **Project: Community Engagement**

- Objective: Help libraries engage with all internal and external communities by continuously improving library services, practices, and policies.
- Outcome: Libraries are more engaged with all parts of their internal and external communities.
- Sample activities: Facilitation of regional community engagement learning cohorts; community engagement consulting services; continuing education opportunities related to community engagement.



## State Library of Oregon Library Support and Development Services

- Existing & potential partners: [Oregon Library Association \(OLA\)](#); [State of Oregon Cultural Change Office](#); other state agencies doing community engagement work.
- Potential subgrants: Training in community engagement principles and practices; hiring consultants to assist with community engagement efforts.
- **Project: Digital Literacy**
  - Objective: Assist libraries' efforts to increase digital literacy through skills training, navigation assistance, and access to technology.
  - Outcome: Libraries have tools and partnerships to improve digital literacy in their communities.
  - Sample activities: Community college and public library access to the digital literacy assessment tool [Northstar Digital Literacy](#); annual cohorts that participate in [Edge](#), a management tool that guides libraries in setting measurable, strategic goals for digital literacy; small subgrants that fund rural public library collaborations with local [WorkSource Oregon](#) offices to support job seekers and those seeking digital skills training.
  - Existing & potential partners: [WorkSource Oregon](#); [Oregon Department of Veterans' Affairs](#); [local Workforce Development Boards](#); [Vocational Rehabilitation](#); [Adult Basic Skills programs](#).
  - Potential subgrants: Digital navigator programs; digital skills training programs; telehealth projects; e-learning projects.

### Goal: Oregon libraries honor culture, heritage, and Tribes

- **Project: Heritage Collections**
  - Objective: Enhance access to heritage collections and the voices they represent.
  - Outcome: Heritage collections in libraries and partner institutions are accessible, findable, and represent their communities.
  - Sample activities: [Northwest Digital Heritage](#), a collaborative project that helps Oregon-based libraries, museums, and cultural heritage organizations build and share their local digital collections; small subgrants to libraries and other cultural heritage organizations for





## State Library of Oregon Library Support and Development Services

newspaper digitization, through a partnership with the [University of Oregon Libraries' Oregon Digital Newspaper Program](#); a repository of digital heritage materials from small institutions.

- o Existing & potential partners: [Washington State Library](#); [Oregon Heritage](#); [University of Oregon](#); [Oregon Historical Society](#); Tribal Nations.
- o Potential subgrants: Digitization projects; metadata harvesting projects; collection processing subgrants.

- **Project: Tribal Support**

- o Objective: Work with Tribal Nations in Oregon to support access to library, technology, and information services.
- o Outcome: Tribal Nations have access to State Library resources to help them achieve their goals related to library, technology, and information services.
- o Sample activities: Outreach to aligned departments in Tribal governments; dedicated grant programs for Tribal Nations; Tribal newspaper and publication digitization.
- o Existing & potential partners: Oregon's federally recognized Tribes; other Tribes in Oregon; [Legislative Commission on Indian Services](#).
- o Potential subgrants: Projects identified by Tribal Nations that support access to library, technology, and information services.

### **Goal: Oregon libraries support students, youth, and lifelong learners**

- **Project: Information Literacy and Education**

- o Objective: Collaborate with libraries to advance information literacy and education.
- o Outcome: Libraries support the information literacy and educational needs of students and citizens.
- o Sample activities: [Oregon School Library and Information System \(OSLIS\)](#), a collaborative project that provides information literacy resources and tools to students and educators; school library consulting services.



## State Library of Oregon Library Support and Development Services

- Existing & potential partners: [Oregon Association of School Libraries \(OASL\)](#); [Association of College & Research Libraries \(ACRL\)-Oregon](#); [Open Oregon Educational Resources](#); [Information Literacy Advisory Group of Oregon \(ILAGO\)](#).
- Potential subgrants: Open Educational Resources (OER) projects; updating information literacy curriculum standards; school or academic library collection grants; student support projects.
- **Project: Youth Services**
  - Objective: Cultivate impactful library services for youth from birth through young adulthood.
  - Outcome: Libraries provide programming that supports learning and wellbeing for youth of all ages.
  - Sample activities: Youth services consulting services; administration of the state-funded [Ready to Read Grant Program](#), which establishes, develops, and improves early literacy and summer reading programs for youth from birth to 14 years old; [Summer Reading Program](#) support.
  - Existing & potential partners: [OLA Children's Services Division \(CSD\)](#); [OLA Oregon Young Adult Network \(OYAN\)](#); [Oregon Department of Early Learning and Care](#); [OregonASK](#).
  - Potential subgrants: Outreach to youth and families; projects supporting early childhood literacy; teen programming and internships.
- **Project: Lifelong Library Users**
  - Objective: Support library programs and services that encourage lifelong learning and library use.
  - Outcome: Libraries create lifelong learners and library users.
  - Sample activities: Subgrant to support [Oregon Battle of the Books \(OBOB\)](#), a statewide, voluntary reading-promotion program in which teams of students in 3rd-12th grades compete against each other to demonstrate knowledge and understanding of a common set of age-appropriate, high-quality books.
  - Existing & potential partners: [OLA Oregon Association of School Libraries \(OASL\)](#).



## State Library of Oregon Library Support and Development Services

- Potential subgrants: Makerspaces; libraries of things; adult programming series.

### Goal: Oregon libraries build relationships to foster community

- **Project: Data and Stories**

- Objective: Empower libraries to better understand and connect with their communities through data and stories.
- Outcome: Libraries connect and communicate with their communities through data and stories.
- Sample activities: [Annual Public Library Survey](#), which gathers self-reported data from over 140 public library entities in Oregon for use by local, state, and national groups for planning and education; data analysis tools and training that assist Oregon library staff in making data-driven decisions.
- Existing & potential partners: [Oregon Open Data](#).
- Potential subgrants: Subsidies for data analysis tools and training.

- **Project: Library Consulting**

- Objective: Guide and advise libraries on matters of concern to them.
- Outcome: Libraries receive support and referrals on issues affecting service to their communities.
- Sample activities: Consulting services for library staff.
- Existing & potential partners: [Oregon Library Association](#); [Oregon Department of Education](#).
- Potential subgrants: N/A

- **Project: Library Partnerships**

- Objective: Encourage partnership, learning, and shared impact across Oregon libraries.
- Outcome: Libraries collaborate and form partnerships to widen their impact.
- Sample activities: [Answerland](#), Oregon's 24/7 statewide online reference service; subgrant to support the [Sage](#) Courier, which enables



## State Library of Oregon Library Support and Development Services

materials to be transported throughout 15 counties of rural Oregon, covering an area bigger than 30 US states.

- o Existing & potential partners: Answerland partner libraries; [Sage Library System](#).
- o Potential subgrants: Projects to combine library catalogs/systems; joint library efforts to tackle local, regional, or state issues; museum/library partnerships.

### **Goal: Oregon libraries have the training and resources they need**

- **Project: Continuing Education**

- o Objective: Improve the knowledge and skills of library workers across Oregon through relevant and responsive continuing education.
- o Outcome: Library workers have the knowledge and skills they need to effectively serve their communities.
- o Sample activities: [Continuing Education program](#) for library staff to build institutional capacity and improve the library workforce.
- o Existing & potential partners: [Oregon Library Association](#); [OLA Staff Training Round Table](#).
- o Potential subgrants: Regional continuing education events; increasing accessibility to existing library training opportunities.

- **Project: Core Resources**

- o Objective: Equip libraries with core connectivity, technology, and resources needed for basic library service.
- o Outcome: Libraries have access to statewide high-speed Internet, Internet-enabled technology, and core content and tools so they can better direct their resources toward specific community needs.
- o Sample activities: Participation in statewide efforts around broadband and digital literacy; [Statewide Database Licensing Program \(SDLP\)](#), a statewide program that enables Oregonians to access quality research material and learning resources regardless of location; subgrant to support the [Oregon Digital Library Consortium \(ODLC\)](#), a group of 116 libraries from across the state providing digital books to their patrons.



## State Library of Oregon Library Support and Development Services

- Existing & potential partners: [Oregon Library Association](#); [Oregon Broadband Office](#); [Oregon Broadband Advisory Council \(OBAC\)](#); [Link Oregon](#); [Schools, Health, & Libraries Broadband Coalition \(SHLB\)](#).
- Potential subgrants: Device and hotspot lending; increasing Wi-Fi access in library facilities.
- **Project: Standards and Practices**
  - Objective: Connect libraries with current standards and practices.
  - Outcome: Libraries use current standards and practices to elevate their services.
  - Sample activities: [Library Laws of Oregon](#), a selective compilation of the laws, rules, and legal issues directly affecting libraries in the state; Minimum Conditions for Public Libraries administration, in accordance with [HB 2243](#); assisting the Public Library Division of OLA with the ongoing maintenance of the [Oregon Public Library Standards](#).
  - Existing & potential partners: [Oregon Department of Justice](#); [OLA Public Library Division](#).
  - Potential subgrants: Efforts to update library standards.

### Connection of Goals to LSTA Purposes and Priorities

The following table demonstrates how the State Library's goals align with the [purposes and priorities outlined in the Library Services and Technology Act \(LSTA\)](#).

Goals and Projects	LSTA Purposes and Priorities
Goal: Oregon libraries break down barriers and the digital divide <ul style="list-style-type: none"> <li>● Project: Access for the Underserved</li> <li>● Project: Community Engagement</li> <li>● Project: Digital Literacy</li> </ul>	Purpose of LSTA (20 U.S.C. § 9121) <ul style="list-style-type: none"> <li>3. Facilitate access to resources in all types of libraries for the purpose of cultivating an educated and informed citizenry;</li> <li>6. Enable libraries to develop services that meet the needs of communities throughout the Nation, including people of diverse geographic, cultural, and socioeconomic backgrounds, individuals with disabilities, residents of rural and urban areas, Native Americans, military families, veterans, and caregivers;</li> </ul>



**State Library of Oregon**  
**Library Support and Development Services**

7. Enable libraries to serve as anchor institutions to support community revitalization through enhancing and expanding the services and resources provided by libraries, including those services and resources relating to workforce development, economic and business development, critical thinking skills, health information, digital literacy skills, financial literacy and other types of literacy skills, and new and emerging technology;

Grants to States (20 U.S.C. § 9141)

1. Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;
3. (A) Provide training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and (B) Enhance efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;
4. Develop public and private partnerships with other agencies, Tribes, and community-based organizations;
5. Target 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;
6. Target 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 (as defined by the Office of Management and Budget and revised annually in





**State Library of Oregon**  
Library Support and Development Services

	accordance with section 9902(2) of title 42) applicable to a family of the size involved;
<p>Goal: Oregon libraries honor culture, heritage, and Tribes</p> <ul style="list-style-type: none"> <li>• Project: Heritage Collections</li> <li>• Project: Tribal Support</li> </ul>	<p>Purpose of LSTA (20 U.S.C. § 9121)</p> <ol style="list-style-type: none"> <li>3. Facilitate access to resources in all types of libraries for the purpose of cultivating an educated and informed citizenry;</li> <li>9. Ensure the preservation of knowledge and library collections in all formats and enable libraries to serve their communities during disasters;</li> <li>10. Enhance the role of libraries within the information infrastructure of the United States in order to support research, education, and innovation;</li> <li>12. Encourage, support, and disseminate model programs of library and museum collaboration.</li> </ol> <p>Grants to States (20 U.S.C. § 9141)</p> <ol style="list-style-type: none"> <li>2. Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services;</li> <li>4. Develop public and private partnerships with other agencies, Tribes, and community-based organizations;</li> </ol>
<p>Goal: Oregon libraries support students, youth, and lifelong learners</p> <ul style="list-style-type: none"> <li>• Project: Information Literacy and Education</li> <li>• Project: Youth Services</li> <li>• Project: Lifelong Library Users</li> </ul>	<p>Purpose of LSTA (20 U.S.C. § 9121)</p> <ol style="list-style-type: none"> <li>1. Enhance coordination among Federal programs that relate to library, education, and information services;</li> <li>3. Facilitate access to resources in all types of libraries for the purpose of cultivating an educated and informed citizenry;</li> <li>5. Promote literacy, education, and lifelong learning, including by building learning partnerships with school libraries in our Nation's schools, including tribal schools, and developing resources, capabilities, and programs in support of State, tribal, and local efforts to offer a well-rounded educational experience to all students;</li> <li>7. Enable libraries to serve as anchor institutions to support community revitalization through enhancing and expanding the services and resources provided by libraries, including those services and resources relating to workforce development, economic and business development, critical thinking skills, health</li> </ol>





**State Library of Oregon**  
Library Support and Development Services

	<p>information, digital literacy skills, financial literacy and other types of literacy skills, and new and emerging technology;</p> <p>Grants to States (20 U.S.C. § 9141)</p> <ol style="list-style-type: none"> <li>1. Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;</li> <li>4. Develop public and private partnerships with other agencies, tribes, and community-based organizations;</li> <li>6. Target 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 (as defined by the Office of Management and Budget and revised annually in accordance with section 9902(2) of title 42) applicable to a family of the size involved;</li> </ol>
<p>Goal: Oregon libraries build relationships to foster community</p> <ul style="list-style-type: none"> <li>• Project: Data and Stories</li> <li>• Project: Library Consulting</li> <li>• Project: Library Partnerships</li> </ul>	<p>Purpose of LSTA (20 U.S.C. § 9121)</p> <ol style="list-style-type: none"> <li>4. Encourage resource sharing among all types of libraries for the purpose of achieving economical and efficient delivery of library services to the public;</li> <li>11. Promote library services that provide users with access to information through national, State, local, regional, and international collaborations and networks; and</li> <li>12. Encourage, support, and disseminate model programs of library and museum collaboration.</li> </ol> <p>Grants to States (20 U.S.C. § 9141)</p> <ol style="list-style-type: none"> <li>2. Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services;</li> <li>4. Develop public and private partnerships with other agencies, tribes, and community-based organizations;</li> </ol>



# State Library of Oregon

## Library Support and Development Services

<p>Goal: Oregon libraries have the training and resources they need</p> <ul style="list-style-type: none"> <li>• Project: Continuing Education</li> <li>• Project: Core Resources</li> <li>• Project: Standards and Practices</li> </ul>	<p>Purpose of LSTA (20 U.S.C. § 9121)</p> <ol style="list-style-type: none"> <li>2. Promote continuous improvement in library services in all types of libraries in order to better serve the people of the United States;</li> <li>3. Facilitate access to resources in all types of libraries for the purpose of cultivating an educated and informed citizenry;</li> <li>7. Enable libraries to serve as anchor institutions to support community revitalization through enhancing and expanding the services and resources provided by libraries, including those services and resources relating to workforce development, economic and business development, critical thinking skills, health information, digital literacy skills, financial literacy and other types of literacy skills, and new and emerging technology;</li> <li>8. Enhance the skills of the current library workforce and recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;</li> </ol> <p>Grants to States (20 U.S.C. § 9141)</p> <ol style="list-style-type: none"> <li>1. Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;</li> <li>2. Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services;</li> <li>3. (A) Provide training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and (B) Enhance efforts to recruit future professionals, including those from diverse and</li> </ol>
--	---



## State Library of Oregon

### Library Support and Development Services

- underrepresented backgrounds, to the field of library and information services;
7. Develop library services that provide all users access to information through local, State, regional, national, and international collaborations and networks;

## COORDINATION EFFORTS

### Crosswalk

This crosswalk maps the State Library's projects with [IMLS' Measuring Success focal areas](#).

State Goal	IMLS Focal Area(s)	Associated Project	IMLS Intent
<b>Oregon libraries break down barriers and the digital divide.</b>	Information Access, Institutional Capacity	Access for Underserved	Improve users' ability to obtain and/or use information resources
		Community Engagement	Improve the library workforce
		Digital Literacy	Improve users' ability to obtain and/or use information resources
<b>Oregon libraries honor culture, heritage, and Tribes.</b>	Information Access, Institutional Capacity	Heritage Collections	Improve users' ability to obtain and/or use information resources
		Tribal Support	Improve library operations.
<b>Oregon libraries support students, youth, and lifelong learners.</b>	Lifelong Learning, Human Services	Information Literacy and Education	Improve users' formal education
		Youth Services	Improve users' ability to apply information that furthers their parenting and family skills
		Lifelong Library Users	Improve users' general knowledge and skills
<b>Oregon libraries build relationships to foster community.</b>	Institutional Capacity	Data and Stories	Improve library operations
		Library Consulting	Improve the library workforce
		Library Partnerships	Improve library operations
<b>Oregon libraries have the training and resources they need.</b>	Information Access, Institutional Capacity	Continuing Education	Improve the library workforce
		Core Resources	Improve library's physical and technology infrastructure



## State Library of Oregon

### Library Support and Development Services

		Standards and Practices	Improve library operations
--	--	-------------------------	----------------------------

## Coordination with Other State Agencies and Offices

The State Library will coordinate efforts through existing and potential partnerships with:

- [Adult Basic Skills programs](#)
- [Legislative Commission on Indian Services](#)
- [Link Oregon](#)
- [Local Workforce Development Boards](#)
- [Open Oregon Educational Resources](#)
- [OregonASK](#)
- [Oregon Broadband Advisory Council](#)
- [Oregon Broadband Office](#)
- [Oregon Department of Early Learning and Care](#)
- [Oregon Department of Education](#)
- [Oregon Department of Justice](#)
- [Oregon Department of Veterans' Affairs](#)
- [Oregon Heritage](#)
- [Oregon Historical Society](#)
- [Oregon Library Association](#) and its subunits
- [Oregon Open Data](#)
- [Sage Library System](#)
- [Schools, Health, & Libraries Broadband Coalition](#)
- [State of Oregon Cultural Change Office](#)
- [Federally recognized Tribal Nations in Oregon](#)
- [University of Oregon](#)
- [Vocational Rehabilitation](#)
- [Washington State Library](#)
- [WorkSource Oregon](#)

In accordance with this plan and State Library strategic plans, new programs and partnerships may be developed to effectively achieve all goals.

Subgrantees will be encouraged to obtain input from local and statewide partners in preparing proposals and implementing programs in their communities.



## State Library of Oregon Library Support and Development Services

### EVALUATION PLAN

The following will be used to evaluate the success of projects established in this plan:

- Projects will include an evaluation plan that uses data to assess project impact.
- Projects that include components of public and library staff instruction, content creation or acquisition, and planning and evaluation will be reviewed using outcomes-based assessment questions built into the program's reporting system, the [State Program Report](#).
- The Library Support & Development Services division will review the overall effectiveness and impact of LSTA-funded programs in addressing stated goals and outcomes at the conclusion of every grant cycle. Results-based management will be used in developing yearly plans that address current and emerging needs.
- The Library Support & Development Services division will annually survey libraries in the state about their satisfaction with State Library services.
- The evaluation of the full plan will be conducted by an independent evaluator and will encompass retrospective assessments, process assessments, and prospective analysis or other areas as identified by IMLS.

### STAKEHOLDER INVOLVEMENT

The following will be used to involve libraries throughout the state in policy decisions regarding the development, implementation, and evaluation of this plan:

- The [LSTA Advisory Council](#) will serve as the advisory body to the [State Library Board](#) regarding the LSTA program. The Council is made up of 13 members elected by the Board to represent public, academic, special, and school libraries, as well as library users, and underserved or under-represented persons.
- State Library staff will solicit ongoing input from Oregon library staff through consultations and evaluations to determine the needs of Oregon's libraries.
- The State Library will collaborate with the [Oregon Library Association](#) to provide training and programs, support the development of libraries, and proactively address issues facing the library community.



## State Library of Oregon Library Support and Development Services

### COMMUNICATION AND PUBLIC AVAILABILITY

Upon approval, this plan will be made available on the [State Library's website](#), where it will be posted for the entire five-year period. The public may provide comments at any time by [contacting the Library Support & Development Services Program Manager](#). State Library staff will broadcast the plan's availability on Oregon library electronic mailing lists and the State Library's newsletter.

Throughout the duration of the plan, State Library staff will use marketing materials, electronic communications, social media, related documents and information, and formal and informal presentations to communicate LSTA products, processes, and benefits to the library community, stakeholders, and the public.

### MONITORING

State Library staff will continuously track implementation of this plan, and submit reports as required to IMLS, the [LSTA Advisory Council](#), the [State Library Board](#), and others.

Library Support & Development Services staff, in consultation with the [LSTA Advisory Council](#), will monitor the need for amending this plan based on the library environment, changes in funding, and any concerns that may affect plan implementation.





# State Library of Oregon

## Library Support and Development Services

# 2024 LSTA Grant Awards

LSTA grants are one of the many ways the State Library supports library services across Oregon through its federally funded [Library Services and Technology Act \(LSTA\) Program](#), administered on the national level by the Institute of Museum and Library Services' Grants to States Program.

## Competitive Grant

A program for projects that support new/improved library programs or services that will solve a specific problem or meet an identified need of the library's current or potential users.

### Adams Public Library: \$5,030

To improve access to reading technology in a rural community by offering a variety of devices that require no internet access. This includes listening devices that come pre-loaded with audiobook content, "read-alongs" that enable children to hear a book read aloud while they follow along in the text, and tablets for students pre-loaded with high quality, ad-free learning apps and games.

### Clackamas Community College: \$21,088

To increase technology access in the library for low-income students, English for Speakers of Other Languages (ESOL) students, and other students with barriers to technology access. Students will have access to new laptops in library instruction classes, guaranteeing they have the tools needed to fully participate. The library will also provide scanners to meet the current need for ESOL and other students who rely on scanning as part of their coursework, saving students an estimated \$2,200 in copy machine fees.

### Oregon Community College Library Association: \$13,279

Provide access to the valuable training resources provided by PrepStep (an online test preparation tool) to community colleges and their patrons, notably traditionally under-supported groups including GED programs and Spanish-speaking learners.





**State Library of Oregon**  
**Library Support and Development Services**

**Coquille Public Library: \$5,400**

Develop a collection of Social Emotional Learning (SEL) materials and provide programs which foster social and emotional growth to bolster student success in early learning situations and continue to benefit them throughout their schooling, careers, and life.

**Driftwood Public Library: \$20,361**

Provide low-barrier access to library services, materials, and information resources to foster interest in and knowledge of robotics, coding, and STEAM (Science, Technology, Engineering, Art, Math) learning to students and youth both in Lincoln City and in the surrounding service area.

**Harney County Library: \$49,000**

Establish an in-house Makerspace for youth to explore multiple areas of STEAM education, filling a crucial gap in access for rural youth. This innovative space will provide both structured classes and independent hands-on learning that empowers youth to discover new interests, explore career paths and enhance critical thinking skills in a collaborative environment.

**Independent Publishing Resource Center (IPRC): \$49,877**

Transform the accessibility of the IPRC Zine Library, which is home to 25,000+ zines, comics, art books, chapbooks and small press publications that together provide a rich tapestry of Portland's history. Activities include implementing a digital library catalog, assessing and cataloging the current collection, and partnering with local organizations to establish satellite zine libraries.

**Jefferson County Library District: \$47,025**

Foster collaboration between the Jefferson County Library District, local school districts, and other educational organizations to equip students with essential information literacy skills, empowering them for successful college journeys and lifelong learning and engagement.

**Josephine Community Library District: \$50,000**

Connect more Josephine County residents with the technology services and digital skills development needed for them to navigate the modern world more successfully.

**Lane Community College: \$46,250**

Provide tutoring and conversation practice for adult English language-learner community members by building a sustainable model of partnership between the Eugene Public Library and Lane Community College tutoring services.



**State Library of Oregon**  
**Library Support and Development Services**

**Lane County Law Library: \$5,000**

Study existing law library services and resources in each county in Oregon and provide recommendations on how to improve access to and achieve greater collaboration between county law libraries.

**Lincoln County Library District: \$76,610**

Unite the Oceanbooks and Chinook consortia within Lincoln, Tillamook, and Clatsop Counties by migrating all libraries to a shared Koha ILS platform, thereby expanding access and discoverability for library materials to all residents of these counties. This will also create regular regional networking, training, and resource sharing opportunities for this newly united consortium as well as the many other Oregon libraries who use this platform.

**Maggie Osgood Library: \$12,083**

Expand the Maggie Osgood Library Digital Repository to include oral histories and bring the stories of Lowell and surrounding unincorporated areas to life.

**North Bend Public Library: \$9,902**

Improve the technology in the library's meeting spaces to make meetings and events held in the spaces more inclusive and accessible to a hybrid online and in-person audience.

**Northwest Resource Associates Oregon Post Adoption Resource Center Library: \$29,228**

Partner with consultants with cultural expertise and/or lived experience to help extend the Culture Connection Collection to meet the needs of underserved children of color in care who might also be neurodiverse, 2SLGBTQIA+, and/or of specific Tribal heritages. Consultants will also be invited to write, publish, and/or record articles to share their diverse voices and wisdom while incorporating recommended reading from the collection.

**Oakridge Public Library: \$2,800**

Purchase and set-up equipment to host a Documentary Film Festival for the community.

**Springfield Public Library Foundation: \$41,646**

Provide online access to the significant collection of photographs, artifacts, and archives in the Springfield History Museum, to increase in-person and online use of the collections, preserve the existing materials, broaden awareness in the community and with new users, and promote inclusive exhibits.



**State Library of Oregon**  
Library Support and Development Services

## Statewide Program Grant

A program for ongoing statewide programs and projects.

**Overdue: Weeding Out Oppression in Libraries Podcast (Oregon Library Association): \$10,000**

Create and launch new episodes of the *Overdue* podcast.

**Libros for Oregon (Oregon Library Association): \$30,525**

Procure Spanish and Mesoamerican Indigenous language materials on behalf of 8 libraries, who will integrate these materials into their collections and actively engage with their communities to promote the collection.

**Oregon Battle of the Books (Oregon Library Association): \$26,000**

Execute functions essential to the annual Oregon Battle of the Books competition, including executive board meetings, regional and state competition, and book sets for participating schools and their local public libraries .

**Oregon Digital Library Consortium (Libraries of Eastern Oregon): \$50,000**

Purchase electronic books and audiobooks for the 116-library consortium, which provides online reading materials to over half of the state's population.

**Oregon School Library Information System (Oregon Library Association): \$11,100**

Continue to improve this tool that works to increase digital literacy skills for school-aged children across the state. Activities include updating and adding resources that teach the research process and develop critical thinking skills, maintaining the citation maker and website, and promoting awareness and usage of this free to use resource.

**Sage Courier (Sage Library System): \$67,893**

Support the transportation of library materials throughout 15 counties of rural Eastern and Central Oregon, allowing small communities to share resources and costs while connecting more Oregonians to the materials they want.



## State Library of Oregon Library Support and Development Services

### Connectivity and Digital Equity Grants

These two smaller grant programs enhance connectivity and implement digital inclusion programs and services in the community. The Connectivity Grants were open to small and rural public libraries, public community colleges, and federally recognized tribes in the state of Oregon. The Digital Equity Grants were open to libraries who had recently participated in a Digital Equity Edge Cohort (a training program provided by the State Library)

#### Coquille Public Library: \$7,000

Help kids learn and practice the necessary skills to be successful readers by acquiring two learning machines, one for preschool children and one for elementary age children.

#### Echo Public Library: \$6,892.79

Make the library computer workstations accessible and more user-friendly and enable online access to public meetings.

#### Halsey City Library: \$5,565

Provide free access to technology and educational resources in the community. Tablets with educational content will help young children learn early literacy and technological skills, and laptops will improve internet access for adults.

#### Harrisburg Public Library: \$5,981.89

Increase digital access at the library, with a laptop to serve as a new public computer station and an iPad with learning platforms for teen education.

#### Lake County Library District: \$14,780

Increase digital equity for those using the Christmas Valley branch library through better equipment, mobile device circulation, and improved internet capability. With an updated network, the branch will become CIPA compliant and thus able to lend hotspots, laptops, and tablets purchased through an Emergency Connectivity Fund grant in 2022. The branch will also acquire additional desktop computers and charging stations for use in the building.



## State Library of Oregon Library Support and Development Services

### Newport Public Library: \$7,000

Procure mobile hotspots to expand internet access beyond traditional fixed-line infrastructure, and laptops and eReader devices to ensure that individuals have the requisite tools to leverage the internet for education, skill development, and economic empowerment.

### Sweet Home Public Library: \$16,876

Work with local organizations to get information into the hands of those that qualify for lower internet rates or for free/low-cost devices. Also create a private workstation for patrons to attend confidential online meetings, and get a tablet loaded with educational content for young children.

### The Dalles-Wasco County Library: \$7,000

Purchase a quality soundproofed booth with robust noise reduction technology to create a quiet, safe, secure place for community members to virtually meet, concentrate, collaborate, or study.

### Yoncalla Public Library: \$5,000

Purchase equipment to establish a private space for confidential virtual appointments, and to implement software on all computers to become CIPA compliant. This is a necessary step for the library to consider federal E-rate funding support in the future.

## Teen Internship Grant

A program to fund summer opportunities for high school juniors or seniors to develop workforce skills at their local library and engage their interests through the design and implementation of a connected learning project.

Adams Public Library \$2,000

C. Giles Hunt Memorial Library: \$2,500

Canby Public Library: \$3,630

Cedar Mill & Bethany Community  
Libraries: \$3,000

Crook County Library: \$3,600

Echo Public Library: \$3,550

Harney County Library: \$3,146

Hood River County Library District: \$4,000

Lower Umpqua Library District: \$4,500

McMinnville Public Library: \$3,485

Mt. Angel Public Library: \$4,000

North Bend Public Library: \$3,066

Oakland Public Library: \$2,500

Pine Eagle School District: \$4,801

Sandy Public Library: \$4,000

Sweet Home Public Library: \$2,000

The Dalles-Wasco County Library: \$5,000

Willamina Public Library: \$3,300

Woodburn Public Library: \$2,000

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND; et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

C.A. No.:

**DECLARATION OF RHODE ISLAND SECRETARY OF COMMERCE**  
**ELIZABETH TANNER**

Pursuant to 28 U.S.C. § 1746, I, Elizabeth Tanner, hereby declare as follows:

1. I am a resident of the State of Rhode Island. I am over the age of 18 and have personal knowledge of all the facts stated herein, except to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am currently employed as Secretary of Commerce for the Rhode Island Executive Office of Commerce.

3. The Executive Office of Commerce (“EOC”) is a state agency which leads and assists state departments in order to improve the economy, efficiency, coordination and quality of the business climate in the state. The EOC has oversight authority of other state agencies including the Department of Business Regulation and the Quonset Development Corporation. As Secretary, I serve as the Chief Executive Officer of the Rhode Island Commerce Corporation (“RI Commerce”), a quasi-public agency charged with acquiring and developing real and personal property and providing financing to promote and encourage the preservation expansion and sound development of new and existing industry, business, commerce, agriculture, tourism, recreational, and renewable energy facilities, promoting the economic development of the state and the general welfare of its citizens. Previously, I served as Director of the Department of Business Regulation from 2017 to 2022.

4. RI Commerce supports businesses (including underserved businesses) through programs such as Rhode Island Rebounds, a set of State Fiscal Recovery Fund funded programs including technical assistance and direct grants to support small businesses negatively impacted by the COVID-19 pandemic; Supply RI, a program connecting suppliers and small businesses to



larger businesses and institutions to grow in state purchasing; the Minority Business Accelerator, a program providing technical assistance and direct funding to minority- and woman-owned businesses; and the Small Business Assistance Program, a state backed loan program that encourages banks and credit unions to make slightly riskier loans.

5. As Secretary of Commerce, I have connected Minority Business Development Agency resources to Rhode Island's small business and start up community through financing, grant program management, and technical assistance.

6. I have worked with Rhode Island small businesses in various government and private positions for over two decades. During that time, I have become familiar with and leveraged multiple financial and technical support resources for historically underserved business owners. These resources have been at the local, state, regional, federal, and international level.

7. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Minority Business Development Agency (MBDA), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

8. The MBDA is the primary federal agency tasked to assist Minority Business Enterprises (MBEs) in overcoming the history of social and economic disadvantage that has limited their participation in America's economy.

9. The MBDA provides many valuable services to Rhode Island businesses. Those services include one-on-one guidance and expertise at regional MBDA Business Centers, which educate Rhode Islanders on business strategy, access to capital and financial management, entering

new markets, government procurement opportunities, and global exports and international trade, among other matters.

10. The MBDA also provides grants through pilot projects and programs such as Entrepreneurship Education for Formerly Incarcerated Persons and Enterprising Women of Color Business Centers. For example, the Capital Readiness Program provides technical assistance and invests millions in support of minority, veteran, disabled, women, and other underserved entrepreneurs to help incubate new companies in Rhode Island and across the country.

11. One notable beneficiary of MBDA funding is the Rhode Island Small Business HUB, which supports local Rhode Island businesses with free business planning and operational assistance. The HUB consults with companies on their accounting practices, legal issues, marketing ideas, customer experience, human resource management, IT strategy, networking opportunities, and investment potential. The HUB is managed by Skills for Rhode Island's Future, a 501(c)(3) nonprofit economic development organization, and is funded by Congress in partnership with the State of Rhode Island. The HUB participates in the MBDA's Capital Readiness Program, providing a series of workshops, one-on-one counseling sessions, and networking opportunities to help entrepreneurs access the capital necessary to scale their ideas and bring more diversity to the market.

12. MBDA also provides valuable resources such as the MBDA Research Library and the MBDA Data Warehouse, which inform State initiatives with much-needed information on the status of minority-owned businesses in Rhode Island.

13. In providing those services and that funding, the MBDA supports Commerce's mission.

14. Rhode Island runs on small businesses. Of the approximately 105,000 businesses registered in the state in 2023, approximately 98%—counting for about 51% of the state’s workforce—employ under 100 people. Small businesses drive Rhode Island’s economy. Nearly half of all Rhode Island small businesses are owned by members of historically underinvested communities. 91% of businesses surveyed that received RI Rebounds technical assistance services through RI Commerce between 2023 and 2024 reported those services were beneficial to their business.

15. If the MBDA ceased to function in a meaningful way, it is my opinion that the State of Rhode Island would experience depressed economic development as Rhode Island businesses lose the support they rely upon to grow and flourish. Rhode Islanders across the State would suffer when they struggle against generational barriers to enter the market; when they struggle to find businesses that understand and cater to their diverse tastes and needs; and when they struggle to find representation in their government through diverse state vendors.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Providence, Rhode Island.



---

Elizabeth M. Tanner, Esq.

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*

**DECLARATION OF MISTY DELGADO**

Pursuant to 28 U.S.C. § 1746, I, Misty Delgado, hereby declare as follows:

1. I am over the age of eighteen and understand the obligations of an oath.
2. I have personal knowledge of all facts stated herein or have knowledge of the matters based on my review of information and records gathered by my staff.
3. I am currently employed as the Chief of Staff for the Rhode Island Department of Children, Youth & Families (DCYF).
4. DCYF is the state child welfare, children's mental health, and juvenile corrections services agency for the State of Rhode Island. DCYF is statutorily responsible for protecting the physical and social well-being and development of Rhode Island's children and families. While this is our statutory responsibility, the care and effort provided by DCYF staff, and our community-based providers goes far beyond what is required. DCYF and its partners strive daily to improve family and child well-being outcomes. Ensuring families thrive and feel supported within their community is a strong value of ours.
5. DCYF seeks to improve family and child well-being by enhancing supports and utilizing alternative response measures as a strategy for preventing child maltreatment. Timely and equitable access to services is critical to supporting vulnerable children and families that are at risk of engaging in our system. DCYF has worked diligently with its partners to create an infrastructure that ensures that families can access the services they need when they need them.
6. As Chief of Staff, I oversaw labor relations between DCYF and its approximately 655 employees, 596 of whom belong to unions. Currently, DCYF has collective bargaining agreements with the following unions: Rhode Island Council 94 AFSCME AFL-CIO, Locals 314, 2876, 2392, Rhode Island Alliance of Social Service Employees, SEIU Local 580, Rhode Island Brotherhood of Correctional Officers Professional Unit, National Association of Government,

Local 79, - Howard Union of Teachers American Federation of Teachers, Local 1171, and the Rhode Island Probation and Parole Association. Those agreements include provisions referring disputes to mediation through FMCS. *See* Attachment A.

7. Over the past seventeen months, I have been involved in numerous negotiations with DCYF employees involving contract disputes, grievances, collective bargaining agreements, and other personnel matters.

8. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Federal Mediation and Conciliation Service (FMCS), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

9. FMCS offers experienced mediators, training, and facilitation services to employers and unions nationwide, fostering collaborative labor-management relationships, and preventing costly disruptions in production, services, and supply chains, ensuring economic stability and growth.

10. For example, FMCS provided a mediator to help resolve a grievance between the Department of Children, Youth and Families and a union in Fall 2024. The dispute involved determining whether there was a violation of the CBA by reassigning an employee from one division to another to handle critical event reviews. Had the dispute continued, the State faced a serious disruption to critical state services such as monitoring and reviewing of critical events including but not limited to near-fatalities and fatalities of children. Instead, however, the crisis was averted through FMCS’s mediation—which was provided at no cost.




11. FMCS provided a skilled mediator who was knowledgeable and objective. Through their services, a resolution was reached and a strike averted. If the matter had not been resolved through FMCS, DCYF's ability to provide its most vulnerable children with the security and stability they require could have been crippled for an indefinite period of time.

12. In my opinion, FMCS's dispute resolution services outlined above are critical for resolving labor disputes in Rhode Island because the agency provides experienced, third-party mediators from outside the State to resolve entrenched conflicts where the State is a party.

13. If FMCS ceased to function in a meaningful way, it is my opinion that the State would suffer from prolonged labor disputes that could disrupt the provision of essential state services, including our child welfare support services. If the State were forced to replace FMCS services with private mediators, the estimated cost to the State could amount to hundreds of thousands of dollars per year. Those costs would rise even higher if the State were pulled into costly litigation, which could result in a major judgment against the State.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Providence, Rhode Island.

  
Misty Delgado, Chief of Staff DCYF



**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*

**DECLARATION OF KAREN MELLOR**

I, Karen Mellor, pursuant to 28 U.S.C. § 1746, hereby declare that the following is true and correct:

1. I am over the age of eighteen and understand the obligations of an oath.
2. I have personal knowledge of all facts stated herein or have knowledge of the matters based on my review of information and records gathered by my staff.
3. I am the Chief of Library Services at the Rhode Island Office of Library and Information Services (“OLIS”), and I have held this role since 2013. As Chief, I am responsible for the strategic vision and programming of OLIS, the state library agency for Rhode Island. As of August 2023, I am also responsible for the strategic vision and management of Digital Services, which includes knowledge management, web services, and online government applications available through RI.gov. Both units are part of the Rhode Island Division of Enterprise Technology Strategy and Services within the Department of Administration.
4. I have worked at the Office of Library and Information Services since 1999, first as a Library Program Specialist and then as a Library Program Manager. I graduated from Brown

University with an AB in Semiotics and then earned my Masters in Library and Information Science from Simmons University.

5. I submit this declaration in connection with the announcement by the Institute of Museum and Library Services (“IMLS”) on March 31, 2025, that it was placing all staff on Administrative Leave, effective immediately. *See* Attachment A. On the same date, I received an email from IMLS informing me that IMLS staff would no longer be available to assist with the grant programs or other services. *See* Attachment B. One day later, on April 1, 2025, I received notice that IMLS would recall 12 staff as a “skeleton crew.”
6. IMLS is an agency within the National Foundation on the Arts and the Humanities headed by a Director responsible for the development and implementation of policy to ensure the availability of museum, library, and information services adequate to meet the essential information, education, research, economic, cultural and civic needs of the people of the United States and to carry out programs of research and development, data collection, and financial assistance “to extend and improve the museum, library, and information services of the people of the United States” and thereby ensure that such services “are fully integrated into the information and education infrastructure of the United States.” 20 USC § 9103.
7. OLIS was created by R.I. Gen. Laws § 29-3.1-1 “to cooperate with the Institute of Museum and Library Services of the United States of America in the carrying out of the purposes of any and all acts of Congress for the benefit of library and information services within this state.”
8. OLIS has the mission of “strengthening, connecting and empowering libraries to advance knowledge, connect communities. and enrich the lives of all Rhode Islanders.”
9. As Chief of OLIS, I am responsible for allocating IMLS funding to support the OLIS-administered library network coordinating resources, access, programs, and services to 48

public library systems, 12 academic libraries, 81 public school libraries, and 8 special libraries for a total of 149 libraries with 178 library facilities, and to residents of the state of Rhode Island. Approximately 370,725 Rhode Islanders (34% of the population) hold public library cards. Approximately 1,000 Rhode Islanders are served through OLIS' Talking Books Library. 136,154 K-12 students and 32,190 undergraduates at Rhode Island's state colleges and universities have access to learning tools and research databases coordinated by OLIS. In total, more than half (over 540,000 people) of the state's population have direct access to services and programs provided by or coordinated by OLIS, and the entire population of the state has the opportunity to freely use the state's libraries and OLIS online services.

10. Given my experience, I do not think that IMLS can meet its obligations to administer the programs described below.

**Grants to States Program**

11. I am familiar with the Grants to States program, a formula grant program whereby IMLS must pay State Library Administrative Agencies ("SLAAs"), including OLIS, the Federal share of the cost of activities described in the State plan as approved by the IMLS Director. 20 U.S.C. §§ 9133-34.
12. OLIS is the State library agency that submits the Five-Year State Plan, as required by 20 USC § 9134, and receives reimbursement from IMLS for the Federal Government's share of the costs of implementing that Plan every two months. Every grant under the Grants to States Program is active for a two-year period. All funding for the execution of this plan has been expended on services and programs that directly benefit Rhode Island's libraries and residents of the state since the inception of the IMLS in 1996.

13. OLIS allocates a significant amount of IMLS Grants to States Program funding to individual libraries and library-serving organizations through subgrants. For example, in FY2024, OLIS distributed \$42,084 in IMLS funding to 42 public libraries for their summer reading programs via a formula grant process. OLIS also distributed \$203,760 in IMLS funding via competitive grants to libraries for various projects, including digitization of historic copies of local newspapers, services for veterans and differently abled individuals, social services, learning programs, and collection development. OLIS funds projects both big and small. For example, OLIS provided \$900 in funding to Jamestown Philomenian Library to support summer reading programs for children and teens. Libraries in the City of Providence received a total of \$37,865 to support summer reading programs; a project at the Community Libraries of Providence for engaging children with local nature through outdoor programming, implementation of interactive nature stations using technology, and exhibits at the library; and an internship in digital librarianship at the Providence Public Library for a student from the University of Rhode Island Graduate School of Library and Information Studies.
14. OLIS also relies on Grants to States funding for its own staff, programs, and contractual services. In 2024, 45% of the OLIS budget, including the equivalent of 6 full-time employees, was covered by the Grants to States Program.
15. The State of Rhode Island has received Grants to States funds from the federal government every year since the program's inception in 1996.
16. Rhode Island is currently in year three of its Five-Year State Plan for Library Services and Technology Act Funding (2023-2027), which was approved by the Library Board of Rhode Island on June 13, 2022, submitted to the IMLS State Programs Office in June, 2022, and approved by IMLS on September 14, 2022.

17. In 2024, IMLS distributed \$180 million to fund 1,500 projects in all 50 states, the District of Columbia, 5 territories, and 3 Freely Associated States through the Grants to States Program.

18. In 2024, Rhode Island received \$1,413,623 through the Grants to States Program.

19. In accordance with its Five-Year State Plan, OLIS allocates the Grants to States funding to support the following programs:

- a. A Resource Sharing Program to facilitate efficient statewide sharing of materials among public, academic, school and other libraries, and achieves savings for municipalities and academic institutions while expanding access to educational, informational, and recreational reading materials for all Rhode Islanders; facilitate borrowing and sharing of physical materials among libraries through an interlibrary loan program outside of the state; and provide access to databases, learning resources, and ebooks through a centralized online portal (AskRI) and partner websites;
- b. The Talking Books Library, Rhode Island's Regional Library for the Blind and Print Disabled, providing access to public library services for state residents who are unable to use traditional print materials due to visual or print disability;
- c. A Digitization, Preservation and Disaster Preparedness Program to provide tools and resources to assist with disaster preparedness; increase access to collections at libraries through digitization; develop a single point of access to the digital collections of libraries, museums and cultural heritage organizations through the establishment of a RI Digital Library;
- d. A Continuing Education Program to develop a regular schedule of training, workshops, and meetings aligned with needs identified in the library community, including topics such as youth services, library management, adult services, special collections, and

- trustee training; develop programs in partnership with other organizations; provide physical materials and online resources to support learning; and coordinate with other organizations to develop a systematic and coordinated approach to the professional development of librarians and library staff;
- e. A Reading and Literacy Program to coordinate reading programs for children, teens and adults at public and school libraries statewide and partnerships with organizations to promote, support or develop statewide programs focused on early literacy, grade level reading, and statewide reading; provide training for library staff on the implementation of local reading programs for youth of all ages and abilities; support for book award programs and collection development activities; and subgrants to public libraries to support summer reading programs for children and teens;
  - f. A 21st-Century Literacy Program to coordinate and provide trainings statewide at libraries on topics such as digital, financial, health, and information literacy, plus partnerships with state agencies and organizations to expand access to relevant programs and trainings;
  - g. A Community Outreach and Engagement Program to work with partnering organizations to lead programs and identify resources to create welcoming environments in libraries that minimize linguistic, cultural and other barriers to access; work with partners to increase participation in the profession; identify resources, programs, and partners to better meet the needs of underserved groups such as veterans, older adults, individuals with disabilities, minorities, families with economic challenges, and individuals who are incarcerated or families impacted by incarceration;

and award subgrants to support the development of programs and services to address specific library and information needs in local communities;

- h. A Community Connectors Program to seek partnerships and collaborate with organizations to expand access to statewide programs in adult education, workforce development, and small business support, and identify and promote opportunities for libraries to collaborate with statewide or local social service agencies to deliver services or resources at libraries;
  - i. A Local Library Development Program to provide consultant services to support and advance youth services, adult services, and library management; collect data, publish analyses, and provide evaluative tools and information; publish online resources for the public and library community such as library directories, library job postings, news, and events; strengthen library connections through participation in library organizations and networks; provide grants to support innovative projects and programs at libraries; and conduct a systematic program of outreach to libraries to better align project objectives and services.
20. Any delays, interruptions, or reductions in funding as a result of a reduction of force in IMLS will have a direct impact on access to libraries and library materials across the State by hobbling OLIS's ability to implement the Five-Year State Plan as described above.
21. The State currently anticipates receiving the above-listed funds and continuing to fund the programs.
22. The State does not have the budgetary resources or flexibility to make up for the lost funding.
23. In addition to administering funds, IMLS supports Rhode Island libraries by providing guidance with its National Strategic Plan, input into the formation of Rhode Island's Five-Year



State Plan, regular conferences and peer-to-peer meetings on library development, data collection and analyses, and various other trends in library science,

24. Thus, if IMLS funding is disrupted, library access for thousands of Rhode Islanders would suffer, hobbling OLIS in its efforts to foster literacy, support learning and workforce development, and enhance community throughout the State.

I declare under penalty of perjury under the laws of the United States of America that the foregoing is true and correct.

Executed this 1st day of April, 2025, in Providence, Rhode Island.



---

Karen Mellor  
Chief of Library Services  
Rhode Island Office of Library and Information Services

## **EXHIBIT A**



Acknowledged Receipt: \_\_\_\_\_

Date: \_\_\_\_\_

March 31, 2025

To: ALL IMLS Employees

From: Director of Human Resources

Re: Administrative Leave for IMLS Employees

This is to inform you that you are being placed on administrative leave (i.e., non-duty paid status) starting Monday, March 31, 2025, up to a period of 90-days. You will be on administrative leave with full pay and benefits. This administrative leave is not being done for any disciplinary purpose.

While you are on administrative leave, you are not permitted on IMLS premises. I regret that such directions are necessary, but we must safeguard legitimate IMLS interests and systems. If you wish to enter IMLS premises for official IMLS business, you must first contact me to arrange your visit.

While you are on administrative leave, OHR will handle your time and attendance. Your email will be suspended. You can reach me at my desk number, 202-653-4728, or via email: [adotson@imls.gov](mailto:adotson@imls.gov)

Please understand that this action is not punitive but rather is taken to facilitate the work and operations of the agency. Your pay and benefits will not be affected and will continue during this period.

Please contact me if you have any questions about this letter.

Sincerely,

*Antoine L. Dotson*

Antoine L. Dotson  
Director of Human Resources

## **EXHIBIT B**



---

**FOR IMMEDIATE RELEASE: Official Statement from AFGE Local 3403 on the Status of Museum and Library Services**

---

**From** Mellor, Karen (OLIS) <karen.mellor@olis.ri.gov>

**Date** Mon 3/31/2025 3:38 PM

**To** Paul Meosky <pmeosky@riag.ri.gov>

[External email: Use caution with links and attachments]

---

**This Message Is From an External Sender**

This message came from outside your organization.

Report Suspicious

From AFGE (government workers union), a few more facts.

---

**From:** Emily Curry <[ERCurry@cooleypublicstrategies.com](mailto:ERCurry@cooleypublicstrategies.com)>

**Sent:** Monday, March 31, 2025 3:32:51 PM

**Subject:** FOR IMMEDIATE RELEASE: Official Statement from AFGE Local 3403 on the Status of Museum and Library Services

Please see statement below from the American Federation of Government Employees Local 3403. For questions, please email [ercurry@cooleypublicstrategies.com](mailto:ercurry@cooleypublicstrategies.com)



**A Statement from AFGE Local 3403 on the Status of the Institute of Museum and Library Services**

Earlier today, the Institute of Museum and Library Services notified the entire staff that they are being placed on administrative leave immediately. The notification followed a brief meeting between DOGE staff and IMLS leadership. Employees were required to turn in all government property prior to exiting the building, and email accounts are being disabled today. Museums and libraries will no longer be able to contact IMLS staff for updates about the funding they rely upon.

In the absence of staff, all work processing 2025 applications has ended. The status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.

###

**Emily Curry**

COOLEY PUBLIC STRATEGIES

o. 615.742.8112 | m. 937.825.2835 | [ecurry@cooleyps.com](mailto:ecurry@cooleyps.com)

213 Overlook Drive | Suite A-1 | Brentwood, TN 37027

To unsubscribe, send a request to [info@cosla.org](mailto:info@cosla.org). For more information, contact COSLA Executive Director Jeremy Johannesen at [jjohannesen@cosla.org](mailto:jjohannesen@cosla.org).

---

Chief Officers of State Library Agencies · 201 E. Main St., Ste. 810, Lexington, Kentucky 40507,  
United States · [859-514-9151](tel:859-514-9151)

[Remove My Email](#) · [Privacy Policy](#) [[memberclicks.com](https://memberclicks.com)]

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*



**DECLARATION OF MATTHEW TAIBI**

Pursuant to 28 U.S.C. § 1746, I, Matthew Taibi, hereby declare as follows:

1. I am over the age of eighteen and understand the obligations of an oath.
2. I have personal knowledge of all facts stated herein or have knowledge of the matters based on my review of information and records gathered by my staff.
3. I am currently employed as the Secretary-Treasurer and Principal Officer of General Teamsters Local 251 located in East Providence, R.I.
4. I represent nearly 5,000 union members across the transportation and healthcare industries, and an additional over 1,000 members in other industries. Our members include bus drivers, truck drivers, package delivery workers, mechanics, energy infrastructure maintenance workers, healthcare workers, and other employees providing critical infrastructure support across the State of Rhode Island.
5. Over the last 11 years, I have participated in hundreds of management-labor disputes on behalf of Local 251, including negotiations involving collective bargaining agreements, grievances, strikes, lockouts, and arbitrations.
6. By contract, disputes between Local 251 and employers may be referred to mediation by the Federal Mediation and Conciliation Service (FMCS). To my knowledge, dozens of disputes have been referred to FMCS over the past 11 years. Many of those disputes were successfully mediated, preventing escalations that could have had devastating impact on critical infrastructure services throughout Rhode Island.
7. For example, a 2018 strike over two weeks by school bus drivers in Providence affected over 9,000 students and cost the city at least \$600,000 for the eleven-day walkout.

8. In 2022 to 2023, Providence school bus drivers were set to strike again if contract negotiations fell through. However, the potential crisis was averted with the assistance of mediation through FMCS.

9. Currently, four more school bus contracts are either open or are set to open in the immediate future, and another six are set to open next year, impacting almost 900 school bus workers in Rhode Island. If negotiations fall through, thousands of students in over ten school districts may not have reliable transportation to school and the cost to the employers could be significant.

10. In addition to our bus drivers, Local 251 represents 2,500 healthcare workers in Rhode Island hospitals, including at Rhode Island Hospital, the only Level 1 Trauma Center in the state. In other words, Rhode Island Hospital is the only hospital in the state which has board-certified trauma surgeons and surgical critical care teams on staff, and which has operating rooms open and staffed around the clock, able to care for all patients (pediatric and adult) in the state with acute, complex trauma and life threatening injuries (such as gunshot victims and people seriously injured in motor vehicle accidents). Failed contract negotiations would lead to massive disruptions in the state's fragile healthcare ecosystem, creating risk to and threatening the health and wellbeing of every person throughout the state. In 2015, a mediator played a crucial role in assisting negotiations to avoid a strike.


11. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Federal Mediation and Conciliation Service (FMCS), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the

performance of any statutory functions and associate personnel to the minimum presence and function required by law.

12. In my opinion, FMCS's dispute resolution services outlined above are critical for resolving labor disputes in Rhode Island because the agency provides experienced, third-party mediators from outside the State to resolve entrenched conflicts where the State or a municipality is a party.

13. If FMCS ceased to function in a meaningful way, it is my opinion that the State and municipalities in Rhode Island would suffer from prolonged labor disputes that could disrupt transportation, healthcare, and other critical services throughout the State.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3rd, 2025, at Smithfield, Rhode Island.

---

Matthew Taibi

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND; et al;

*Plaintiffs,*

v.

DONALD J. TRUMP, et al;

*Defendants.*

Case No.:

**DECLARATION OF ANIND DEY**

I, Anind K. Dey, hereby declare:

1. I am a resident of the State of Washington. I am over the age of 18, competent to testify as to the matters herein, and make this declaration based on my personal knowledge, except as to those matters stated upon information and belief. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am the Dean of the University of Washington Information School (iSchool). I have been Dean of the iSchool since January 2018. The iSchool includes undergraduate and graduate programs in the fields of informatics, library science, information management, and museum studies. The iSchool has roots dating back over 100 years, when the University of Washington established a program for educating untrained librarians in the Pacific Northwest. The iSchool is nationally recognized for its leadership on information literacy and librarianship in the 21st century.

3. I am aware of an Executive Order titled “Continuing the Reduction of the Federal Bureaucracy,” which directs several small agencies, including the Institute of Museum and Library Services (IMLS), to “eliminate [their] non-statutory components and functions” and “reduce the performance of their statutory functions and associated personnel to the minimum presence and function required by law.” If not stopped, this Executive Order and the minimalization of IMLS will cause significant, existential harm to the UW iSchool and libraries and librarians writ large.

4. As the Dean of the UW iSchool, I am aware of the federal grants our faculty receive from IMLS to fund their research and scholarship. iSchool faculty currently receive eleven grants totaling \$3.3 million. As detailed below, if this funding is lost, many of these projects will be forced to stop. In addition, critical funding for paying graduate students would be lost. The iSchool has some general account funding that it can provide to partially fill the gap, but I can only commit to doing so through the end of this academic year.

5. For example, iSchool faculty receive a number of grants through the Laura Bush 21st Century Librarian Program. The Laura Bush 21st Century Librarian Program supports large-scale, robust professional training programs for libraries and librarians, which ultimately ensures that all communities—including rural communities—have access to high quality library services.

IMLS is the only funder of the Laura Bush 21st Century Librarian Program. The Laura Bush grants received by iSchool faculty include:

a. *Empowering Neurodivergent Librarians to Lead Inclusion in Libraries.*

This project researches the capacity of libraries to recruit, onboard, retain, and advance neurodivergent librarians. The project includes conducting interviews with neurodivergent librarians, library supervisors, and peer employees; conducting a nation-wide survey of neurodivergent librarians; creating a curricular module using participatory design; and delivering training at American Library Association and MLIS programs. The project will produce training programs to be used across libraries and information schools to foster inclusivity of neurodivergent library staff. iSchool faculty received an award of \$491,500 for a multi-year project and runs through July 31, 2025.

b. *Valuing Library and Archives Labor: Assessing the Implications of Internships and Fellowships on the Library and Archives Community.* This research examines how internships and fellowships impact the recruitment, training, and retention of a diverse workforce in libraries and archives. The underrepresentation of racial and ethnic minorities in library and archives workforces limits those institutions' abilities to effectively serve diverse communities. This project is funded by a \$318,989 grant and runs through July 31, 2025. Without research-driven strategies to address these disparities, libraries and archives will continue to struggle to meet the information needs of all Americans, undermining their mission to

provide equitable access to knowledge. This funding also supports a PhD student.

- c. *Open-Source Hardware Assembly, Repair, and Sustainability.* This program develops tools for scientists and clinicians to better document, share, and assemble software, and enables scientific instruments to be shared in cost-effective ways. The UW iSchool is one of the only laboratories in the United States supporting open-source hardware of this kind. This grant funds the work and stipends of two PhD students. The program is funded by a \$317,332 grant and runs through July 31, 2025.

6. The UW iSchool also receives a number of IMLS grants through its National Leadership Grants for Libraries Program. The National Leadership Grants for Libraries Program supports projects that develop, enhance, or disseminate replicable practices, programs, models, or tools to strengthen library and archival services for the American public. National Leadership Grants received by iSchool faculty include:

- a. *Misinformation Media Literacy: Supporting Libraries as Hubs for Misinformation Education.* The goal of this grant is to build a national media literacy program, designed specifically for librarians, to help everyday citizens identify and deal with online scams, deepfakes, and other challenges in today's online environments. The program has already trained over 1,000 librarians and others. This project is funded by a \$749,727 grant, and runs through September 30, 2026. If this grant is lost, the program would have to be shut down—including all resource



development, websites, and training sessions for librarians who use these resources.

- b. *Supporting the development of digital playful exploratory resources to combat mis/disinformation through online intergenerational co-design.*

This project uses co-design methods with children, teens, educators, and librarians to develop (1) a flexible tabletop role-playing game focused on digital civic engagement and (2) a curriculum that helps librarians design their own activities to support youth. This project is funded by a \$249,917 grant and runs through January 31, 2026. If this grant is lost, work on the project will have to stop, which would mean losing an unfinished prototype of a potentially strong game-based learning curriculum that helps youth navigate challenges such as misinformation, cyberbullying, trolling, sexting, and other online risks.

- c. *Scaling Community Through Archives: A National Program to Expand Community Archives.* In conjunction with the Tacoma Public Library and Internet Archive, this project examines how urban and rural public libraries can develop and sustain community archives. The project equips public library staff with the skills and resources necessary to document their communities' histories, ensuring that local stories are preserved for future generations. This project is funded by a \$399,485 grant, and runs through July 31, 2027. If this grant is lost, the project will be forced to shut down; this would mean halting training sessions and resource development and ending financial support for eight public library partners.

It would further mean community archive projects, particularly those representing marginalized or underrepresented communities, would be lost from the official historical record and our collective memory.

- d. *Improving Access to Critical Games for Game Education at Cultural Heritage Institutions.* This research project, in collaboration with the Video Game History Foundation and The Strong National Museum of Play, aims to improve access to significant games in game education and cultural heritage institutions and aims to establish best practices for wider access by researchers, educators, and archivists. This project is supported by a \$249,628 grant and runs through July 31, 2026. Losing this grant would hinder efforts to identify and preserve historically significant video games and would diminish the ability to preserve and study video games as a vital part of American cultural heritage and technological history.
- e. *LIS Forward: Shaping Future Directions for LIS in iSchools.* This grant supports engagement and coalition building across information schools and the library profession to strengthen research and education that broadly and directly benefits libraries and students of librarianship. This project is funded by a \$149,832 grant and runs through August 31, 2025. Without this grant, the iSchool would need to discontinue outreach and engagement activities. The loss will undermine academic and professional endeavors to improve librarianship programs to support the needs of libraries and the communities they serve.

- f. *This Site is Fake Dot Com.* This grant supports collaboration between researchers and public and K-12 librarians to create resources and programs for teaching information literacy skills to youth. This project is funded by a \$249,884 grant and runs through July 31, 2027. This project will be shut down immediately if funding is lost. The project was about to launch a series of workshops for their cohort of 13 libraries. These partner libraries would also collectively lose \$39,000 over the period of the grant. In addition, the termination of this program would result in the loss of library staff training opportunities, information literacy resources, curricula, and other support for literacy programs, and online access to project resources.
- g. *Supporting the Development of Youth Digital Civic Engagement Through the Co-Design of Table-Top Games.* This project focuses on the co-design of digital play-based resources to help librarians support youth around mis- and disinformation learning. Losing this grant would mean that iSchool faculty cannot run final testing and evaluation on the designs to understand the potential learning impact of the project.

7. iSchool faculty also receive federal IMLS funding as subrecipients of other institutions' grant awards, and had anticipated additional funding in the coming months.

8. As detailed above, the IMLS is a significant source of funding for the iSchool's academic research and outreach activities to libraries and librarians across Washington State. IMLS is the most significant funder of libraries, archives, and museums, driving innovation and essential services nationwide. Although it composes only a small portion of the overall federal

budget, its impact is far-reaching. It is one of the few federal agencies devoted to the pursuit of creating a public that is well-informed—a vital public good.

9. As of the date of this declaration, iSchool faculty have not lost any grants directly awarded to them. However, I have learned that two of the iSchool's Ph.D. students received funding through a University of South Carolina program funded by IMLS that was terminated effective April 1, 2025. Based on the notice I saw, that grant was terminated because it was “inconsistent” with IMLS’ priorities and because of the Executive Order. I fear that this is only the first in a long line of grant terminations that will impact iSchool faculty and students.

10. Beyond the immediate loss of funding to the iSchool, eliminating IMLS support would disrupt vital community programs, like job skills training, English language classes, and internet access, and would hobble programs for supporting and developing the librarianship profession. These harms would be acutely felt by rural and tribal libraries that are already under-resourced and at risk. If iSchool faculty are forced to end partnerships with these libraries, I worry that some of them may be forced to reduce their services, if not entirely close. Losing IMLS funding will end one of the primary sources for building the capacity of thousands of libraries across the United States to support their communities.

I declare under penalty of perjury under the laws of the United States of America that the foregoing is true and correct.

DATED and SIGNED this 3rd day of April 2025, at Seattle, Washington.

  
\_\_\_\_\_  
ANIND K. DEY, PH.D.

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

Case No.:

**DECLARATION OF SARA JONES**

I, Sara Jones, declare as follows:

Pursuant to 28 U.S.C. § 1746, I, Sara Jones, hereby declare:

1. I am a resident of the State of Washington. I am over the age of 18, competent to testify as to the matters herein, and make this declaration based on my personal knowledge, except as to those matters stated upon information and belief. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am currently employed by the Washington State Library as the State Librarian. I have served as the State Librarian since February 2021. As State Librarian, I am the chief executive officer of the State Library. I have worked as a librarian in local and state libraries, including as the Nevada State Librarian, for over 30 years.

3. The Washington State Library has existed in some form since territorial times. The State Library's duties are set forth in statute. *See* RCW 27.04.045. Among other duties, the State Library is responsible for "exerting leadership in information access and the development of library services," maintaining a library at the state capitol grounds in Olympia, Washington, serving as a depository for state and federal government documents and newspapers, and promoting and facilitating electronic access to public information and services. In addition, the State Library provides services to the disabled and those held in Department of Corrections facilities and state hospitals. The Washington State Library is nationally recognized for its leadership in providing services to incarcerated and hospitalized communities.

4. In addition to these statutorily-mandated duties, the State Library supports libraries and librarians of all types in Washington State. For example, the State Library licenses research databases, ensuring affordable access to high-quality research tools. The State Library oversees the Washington Digital Library Consortium, which serves 40 library systems; the Consortium lends over one million eBooks and audiobooks annually. The State Library also hosts the Washington Digital Heritage program. Through this program, the State Library provides grants to local and tribal libraries, museums, and historical societies to digitize newspapers and local materials and host them online for access by all. The State Library also provides 24/7 reference help through its AskWA Chat service; the State Library covers 50% of the cost for this service, with participating libraries covering the rest.

5. The State Library also provides significant support for libraries in rural and underserved communities. The State Library purchases hardware and contracts for broadband internet for libraries through its LibTech program. The State Library also hosts, maintains, and provides technical support for websites for thirteen small rural libraries. Further, the State Library helps tribal libraries secure funding, update technology, and improve services.

6. The State Library also supports the librarian profession. The State Library provides continuing education and training opportunities; offers grant funding for professional development; develops best practices; and generally, provides support and advocacy on behalf of the profession. In addition, the State Library offers certified trainings for K-12 school librarians.

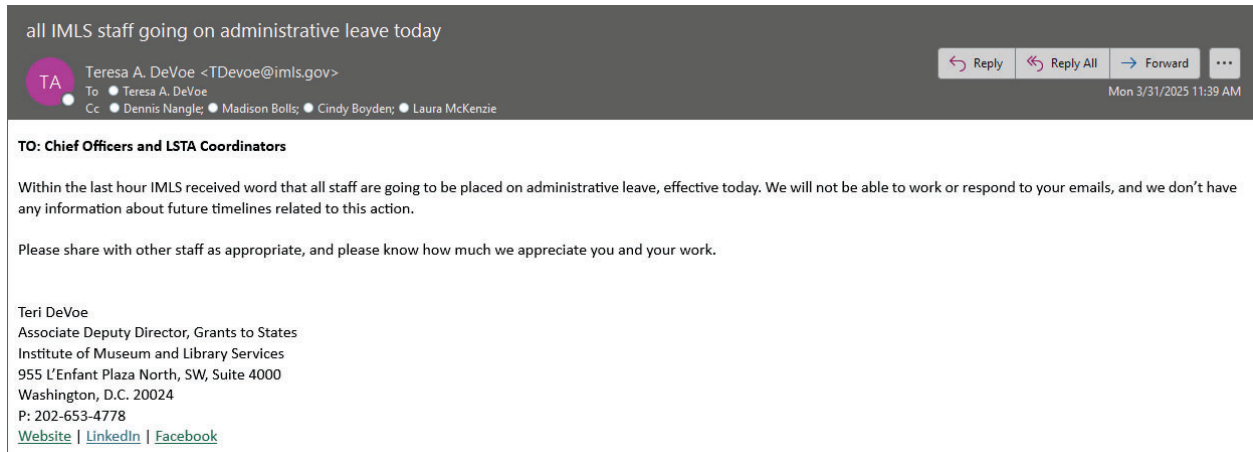
7. As State Librarian, one of my responsibilities is accepting and managing grants received by the State Library. The State Library receives significant funding from a small federal agency called the Institute of Museum and Library Services (IMLS).

8. I am aware of an Executive Order titled “Continuing the Reduction of the Federal Bureaucracy,” which directs IMLS to “eliminate its non-statutory components and functions” and “reduce the performance of their statutory functions and associated personnel to the minimum presence and function required by law.”

9. On March 31, 2025, I received an email from IMLS Associate Deputy Director Teri DeVoe stating that all IMLS staff were being placed on administrative leave effective immediately,



and that IMLS staff would not be able to work or respond to emails during leave. A true and correct copy of the email I received from Associate Deputy Director DeVoe is screenshotted below:



10. On April 2, 2025, I was notified by IMLS Acting Director Keith Sonderling that the Washington State Library's Grants to States award (Grant Application No. ASST\_NON\_LS-256847-OLS-24\_5950) was terminated effective April 1. The notification stated that Washington's grant was "inconsistent with IMLS' priorities," and that the President's Executive Order "mandates" that all of IMLS's "non-statutorily required activities and functions" be eliminated. A true and correct copy of the notice I received is attached hereto as Exhibit A.

11. The Executive Order and the minimalization of IMLS has and will cause significant harm to the existence and functions of not only the State Library, but also to libraries and librarians writ large.

12. *Grants to States Program.* The State Library received a block grant for \$3,948,629 for FY 2023-2027 as part of the Grants to State Library Administrative Agencies Program. My understanding is that federal law requires IMLS to award each State grants pursuant to the Library Services and Technology Act. Any funding on top of the base grant is calculated by a formula that awards States additional funding based on population.

13. In order to receive funds under the Library Services and Technology Act, each State's library administrative agency must submit to IMLS a five-year state plan, which describes the State library administrative agency's needs and goals and the ways in which the State intends to use the federal funding to meet those needs. 20 U.S.C. § 9134. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. *Id.* § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b), and pays to each State the federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

14. A true and correct copy of Washington's recently-cancelled grant plan is attached hereto as Exhibit B; this plan was approved in 2023, and was scheduled to run through 2027. Pursuant to the five-year plan submitted by the State Library, the State Library intended to use its Grants to States funding to provide access to high-quality education, literacy and reading, and lifelong learning programs to all Washingtonians; continue developing state-wide digital initiative programs; expand the reach of the Washington Talking Book and Braille Library and other accessible library and information resources; continue to support the incarcerated and hospitalized in their recovery, release, and re-entry by providing direct library and information services to these communities; and develop a library profession that reflects the state-wide community and fosters the capacity of libraries to serve all constituents.

15. *National Leadership Grants – Libraries.* In addition to the Grants to States Program, the State Library is currently receiving funds from two grants awarded as part of IMLS's National Leadership Grant program. In cooperation with the Wisconsin State Library and the University of Wisconsin, the State Library received a \$249,500 grant to develop and disseminate a report and digital toolkit to guide libraries in implementing games-based services, centered

around tabletop games. Although not traditionally within the scope of what many believe to be a library's job, this project recognizes the larger role that libraries play in our communities and fosters connections between constituents and public services. This grant was awarded in Fiscal Year 2024, and work on this project has only just begun.

16. The State Library also received a National Leadership Grant for \$149,668 for a multi-year project in collaboration with the Washington State Department of Corrections. The State Library is in the final year of a project piloting a national effort to develop strategies and tools to address disparities in library services for the incarcerated. As part of this project, the State Library and the Department of Corrections worked together to develop best practices, performance standards, and adaptable models for other States to use as they develop their own programs for offering library services to the incarcerated. Around \$60,000 of this grant award remains to be disbursed to Washington.

17. *Access to Data.* In addition to awarding grants, IMLS serves as a repository for information about libraries across the nation. As the State Librarian, one of my duties is to collect data from local libraries about attendance, book check-out rates, and other information about how our constituents use our libraries. That information is then shared with IMLS, along with information from libraries from all 50 states. This information is important for several reasons. For example, if a community wants to build a library for the first time, the IMLS data contains information the community can review to determine what resources and facilities might be appropriate, given what worked for libraries in similar communities.

18. *State Library Grants to Local Libraries.* The State Library also awards grants to public, tribal, K-12, and community college libraries. As discussed above, the State Library is involved in preserving Washington State's heritage, and provides funding and technological

assistance to local and tribal libraries and historical societies to digitize important pieces of Washington history.

19. The State Library offers a number of other funding sources for local, tribal, and school and college libraries. For instance, the State Library recently offered grants to local libraries to fund summer jobs for teens interested in a career in libraries. The State Library also provides funding for hardware and technology contracts for local libraries through the LibTech program. The State Library truly exerts statewide influence; it has ensured broadband internet access for libraries from Island and Skagit Counties in the far northwest, to rural Asotin and Benton Counties in the southeast, to central Kittitas and Adams Counties. Without the support of the State Library, the libraries serving these areas would likely have no reliable access to broadband internet. In addition, the State Library provides funding and support to local libraries that host summer reading programs. Studies show that youth who participate in summer reading programs do not experience a “summer slide” and do not require remedial education when they return to school in the fall.

20. The minimalization of IMLS is already harming Washington and the State Library. As indicated above, I have learned that IMLS has placed *all* staff on administrative leave, and its Associate Deputy Director has indicated that no work will be done for the foreseeable future. Moreover, as indicated above, Washington has received notice that its statutorily-mandated Grants to States award has been terminated. Indeed, the State Library had submitted a drawdown request on April 1, seeking reimbursement for around \$1 million under our federal awards. Rather than receiving reimbursement, however, I received the Notice terminating our award. I have not received notice as of the date of this declaration as to whether the State Library’s National Leadership Grants will be terminated, though given the action taken on our Grants to States award,

I suspect that those grants will be terminated, too. I have significant concerns about the State Library's ability to meet its financial obligations.

21. This threat to our State Library's funding comes at a precarious time for Washington. Our state is one of several states facing a budget shortfall. Washington is facing a forecasted budget deficit of more than \$12 billion over the next four years. Moreover, the State Library was already underfunded. The State Library is funded in part by a \$3 surcharge on the filing of recording instruments. In recent years, however, due to the economic climate, fewer people have been buying or refinancing homes, which has translated into the filing of fewer and fewer recording instruments and the subsequent transfer of fewer and fewer dollars to the State Library. In the current fiscal year, the State Library has already been receiving stabilizing funds from the State general fund. For the upcoming fiscal biennium, the State Library is requesting an additional \$6.7 million from the Legislature to help close the gap, but, given the state-wide budget shortfall, it is unlikely that the State Library will receive even a fraction of this request. That request assumed that the State Library would continue to receive its statutorily-required Grants to States award; with the loss of this federal funding, the State Library is likely to be significantly underfunded.

22. Loss of federal funding from IMLS will cause significant harm to the Washington State Library. The State Library's Grants to States federal funding supported 32 partially or fully funded Library Development Staff, staff at the Washington Talking Book and Braille Library, and prison and hospital library staff. Jobs supported by federal funding will have to be eliminated if that funding is not restored. Moreover, the State Library will have to significantly cut back—if not entirely eliminate—its eBook, audiobook, research database, and reference offerings. Washington's nationally recognized institutional library programs for the hospitalized and

incarcerated will be endangered, as will programming at the Talking Book and Braille Library. Innovative community projects like the tabletop gaming grant and digital newspaper pilots will cease if those grants are terminated too. Local, tribal, K-12, or community college libraries will not be able to fill this tremendous gap in services.

23. In addition to the financial losses that will be caused by the Executive Order, the lack of funding from IMLS and the lack of support for libraries will cause significant harm to Washington. Local and tribal libraries trusted that the State Library would be able to host their communities' histories through the Digital Heritages program. Over one million pages from more than one hundred historical Washington newspapers, and over one million other local historical records from more than 300 contributors across Washington have been digitized as part of this program. If the State Library is no longer able to support the program, entire communities could lose access to their history. Moreover, the State Library's important work for literacy and access to materials for those who cannot read print books will be significantly hampered.

24. The ramifications of this Executive Order cannot be overstated. For example, I have already heard from a talented library professional on my staff that she is going to have to start looking for another, more stable position that is not subject to the whims of federal funding. Beyond seeing many librarians leave the profession if funding cannot support their positions, a lack of funding for those *pursuing* careers in library services may result in the loss of an entire generation of librarians.

25. Libraries are essential to Washington communities. They provide free internet, job training, and access to books and resources for people of all backgrounds. Federal funds make this possible. Without them, countless programs and services would disappear, leaving many communities without access to the resources upon which they rely. Fewer librarians means fewer

individuals dedicated to fostering literacy, community, and access to information, and our society cannot afford to leave anyone behind.

I declare under penalty of perjury under the laws of the United States of America that the foregoing is true and correct.

DATED and SIGNED this 3 day of April 2025, at Tumwater, Washington.

  
SARA JONES



# Exhibit A



**INSTITUTE OF MUSEUM AND LIBRARY SERVICES  
ACTION MEMORANDUM**

April 1, 2025

**FROM:** Keith Sonderling, Acting Director

**SUBJECT:** Authorization for Termination of Grant(s)

**Purpose:**

This memorandum authorizes the termination of federal grants administered by the Institute of Museum and Library Services (IMLS), effective April 1, 2025, in alignment with the agency's updated priorities and the President's Executive Order 14238, *Continuing the Reduction of the Federal Bureaucracy*, issued on March 14, 2025.

**Action:**

I hereby authorize the termination of the attached federal grant(s), effective April 1, 2025, pursuant to the terms in the attached exhibit(s).

**Attachment:**

See the attached *Exhibit Grant Notice* for the template of the individual grant termination notice to be issued to each of the grantees.

**Contact:**

Questions regarding this action may be directed to [grant-notices@imls.gov](mailto:grant-notices@imls.gov).

**Sincerely,**

*Keith Sonderling*

**Keith Sonderling**

Acting Director

[ksonderling@imls.gov](mailto:ksonderling@imls.gov)

955 L'Enfant Plaza SW #4000, Washington, DC 20024

**Attachment:** Exhibit Grant Notice



**INSTITUTE OF MUSEUM AND LIBRARY SERVICES**

**NOTICE OF GRANT TERMINATION**

April 1, 2025

Sara Jones  
Kimberly Blackwell  
Mike Buschman

sara.jones@sos.wa.gov, kimberly.blackwell@sos.wa.gov, mike.buschman@sos.wa.gov

Dear IMLS Grantee,

This letter provides notice that the Institute of Museum and Library Services (IMLS) is terminating your federal grant (Grant Application No. ASST\_NON\_LS-256847-OLS-24\_5950) effective April 1, 2025, through the termination clause in your Award Agreement.

This grant is unfortunately inconsistent with IMLS' priorities. Independently and secondly, the President's March 14, 2025 executive order mandates that the IMLS eliminate all non-statutorily required activities and functions. *See Continuing the Reduction of the Federal Bureaucracy*, E.O. 14238 (Mar. 14, 2025). Therefore, the IMLS hereby terminates your grant in its entirety effective April 1, 2025.

Please remember that your obligations under the Grant Agreement continue to apply. Additionally, an audit may be conducted by IMLS after the termination of the agreement.

Please contact [grant-notice@imls.gov](mailto:grant-notice@imls.gov) with only urgent questions. We wish you well.

Sincerely,

/s/ Keith Sonderling

Keith Sonderling

Acting Director

ksonderling@imls.gov

955 L'Enfant Plaza SW #4000, Washington, DC 20024

# Exhibit B



# Washington State Library

## Library Services and Technology Act

### 2023-2027 Plan

# Acknowledgements

## Office of the Secretary of State

Steve Hobbs, *Secretary of State*

Sara Jones, *Washington State Librarian*

## Washington State Library Staff, especially

Mike Buschman, *Library Development Manager*

Danielle Miller, *Manager of the Washington Talking Book & Braille Library*

Laura Sherbo, *Manager of Branch Library Services*

## Library Council of Washington

Jennifer Ashby, *Asotin County Library, Public Libraries Under 100,000*

Andrew Chanse, *Spokane Public Library, Underserved Populations*

Patricia Devine, *UW National Network of Libraries of Medicine, Special Libraries*

Francisco Garcia-Ortiz, *Yakima Valley Libraries, Cultural Representative*

Lynn Kanne, *Seattle Central College, Academic Libraries 2-year*

Chris Martin, *King County Library System, Technology*

Joy Neal, *La Conner Regional Library, Rural Libraries*

Stephanie Ratko, *Pierce County Library, Technology in Libraries*

Jane Rizika, *Tumwater School District, School Libraries*

Barbara Walters, *North Central Regional Library, Public Libraries Serving Over 100,000*

Anind Dey, *University of Washington, iSchool Dean, Ex-Officio*

Sara Jones, *Washington State Library, State Librarian, Ex-Officio*

Mike Buschman, *Washington State Library, Library Development Manager & LSTA Coordinator, Ex-Officio*



Brian Murphy, *Project Manager*

Kizz Prusia, *Analyst*

## Contents

<b>Acknowledgements.....</b>	<b>16.....</b>	<b>2</b>
------------------------------	----------------	----------

Introduction.....	5
Mission and Vision .....	5
Goals Summary .....	5
Big Ideas in the Plan .....	6
Plan Structure .....	6
Section 2. Needs Assessment .....	7
Overview and Assessment Summary .....	7
LSTA Evaluation Report .....	8
Library Council of Washington .....	10
Other Data Sources .....	12
Section 3. WSL 2023-2027 Goals .....	14
Overview .....	14
Goals and Strategies .....	14
Goal 1: Promote economic growth, access to education, and lifelong learning for all .....	14
Goal 2: Preserve and share Washington’s stories using methods and tools that balance accessibility with respect for the storytelling culture.....	17
Goal 3. Serve all who cannot read standard print statewide .....	19
Goal 4. Support the incarcerated and hospitalized in their recovery, release, and re-entry .....	21
Goal 5. Develop broadly representative professional library staff and leaders and build capacity among libraries across the state to serve all constituents .....	23
Section 4. WSL’s LSTA-Funded Programs .....	25
LSTA Funded Programs .....	25
LSTA Programs Activities.....	26
Section 5. Coordination Efforts.....	32
Section 6. Evaluation Plan .....	34
Section 7. Partner Involvement .....	35
Section 8. Communications and Public Availability .....	36
Section 9. Monitoring .....	37
Section 10. Compliance and Assurances .....	38

## List of Exhibits

Exhibit 1 Overview of Goals .....	5
Exhibit 2 “Big Ideas” in the Plan.....	17
	6



Exhibit 3 Goal 1 LSTA Requirements.....	15
Exhibit 4 Goal 1 Supporting Strategies .....	16
Exhibit 5 Goal 2 LSTA Requirements.....	17
Exhibit 6 Goal 2 Supporting Strategies .....	18
Exhibit 7 Goal 3 LSTA Requirements.....	19
Exhibit 8 Goal 3 Supporting Strategies .....	20
Exhibit 9 Goal 4 LSTA Requirements.....	21
Exhibit 10 Goal 4 Supporting Strategies.....	22
Exhibit 11 Goal 5 LSTA Requirements .....	23
Exhibit 12 Goal 5 Supporting Strategies.....	24
Exhibit 13 WSL Goals and Programs Checklist.....	25
Exhibit 14 Goal 1 Program Activities.....	26
Exhibit 15 Goal 2 Program Activities.....	27
Exhibit 16 Goal 3 Program Activities.....	28
Exhibit 17 Goal 4 Program Activities.....	29
Exhibit 18 Goal 5 Program Activities.....	30
Exhibit 19 WSL Partnerships.....	32

## Introduction

The Washington State Library (WSL) LSTA Five-Year Plan (Plan) establishes goals and priorities for the use of federal funding by WSL. The Plan is a requirement of the Library Services and Technology Act (LSTA) of 1996 as reauthorized in 2003 and 2010. WSL prepared this Plan to outline the use of LSTA funding consistent with the purposes of LSTA. The Plan describes how federal funding will be used to support all types of libraries to advance library services within the State.

The 2023-2027 Plan outlines specific projects and activities to measure progress towards goals. The Plan also seeks to further support opportunities, expanded access, and outreach to underserved populations through existing and new strategies. This version of the Plan reflects WSL's commitment to creating a broadly representative profession through recruitment and retention and providing library services to underserved communities through grants, subsidies, training, and programming.

## Mission and Vision

Washington State Library connects Washingtonians to libraries and library services. WSL's vision and mission statements speak to the significant role libraries have in creating and educating communities. These statements highlight WSL's commitment to making information and resources available to everyone and supporting communities, as well as professionals. In addition, these statements are aligned with the purposes and priorities of the LSTA program. WSL's vision and mission statements are outlined below:

- **Vision Statement:** The State Library: Connecting Washington through the power of libraries.
- **Mission Statement:** The Washington State Library builds prosperous and informed communities by providing technology, access to information, resources, and professional support.

## Goals Summary

Following recommendations from the 2018-2022 Plan Evaluation, this Plan features revised goals for the next five-year period. A summary of these goals is shown in Error! Reference source not found. below.

### Exhibit 1 Overview of Goals

#### Goals for 2023-2027 Five-Year Plan

Goal 1. Promote economic growth, access to education, and lifelong learning for all.

Goal 2. Preserve and share Washington's stories using methods and tools that balance accessibility with respect for the storytelling culture.

Goal 3. Serve all who cannot read standard print statewide

Goal 4. Support the incarcerated and hospitalized in their recovery, release, and re-entry.

Goal 5. Develop broadly representative professional library staff and build capacity among all libraries to serve all constituents.

The five goals presented above are arranged in order based on scale of impact from statewide, to programmatic and population specific, and the library profession itself. Both Goal 1 and Goal 2 are intended to meet statewide efforts for education, literacy and reading, lifelong learning, and sharing

history. Goal 3 and Goal 4 are more programmatic and population specific and are intended to serve those who cannot read standard print and the incarcerated and hospitalized. Goal 5 is intended to support the profession and individual libraries. WSL’s efforts to achieve each goal may result in overlapping impacts as well.

## Big Ideas in the Plan

The Plan includes several new ideas to address gaps in library services across the state. These ideas are shown in **Exhibit 2** below and are arranged by goal and strategy:

**Exhibit 2 “Big Ideas” in the Plan**

Goal	Strategy
Goal 1	<ul style="list-style-type: none"> <li>Strategy 1.8: Expand collaboration with community-based organizations embedded in underserved communities in both rural and urban areas.</li> </ul>
Goal 2	<ul style="list-style-type: none"> <li>Strategy 2.7: Expand which stories are told/shared as part of Washington State’s history – include other stories such as Chinese Railway workers, Tribal stories, etc.</li> </ul>
Goal 2	<ul style="list-style-type: none"> <li>Strategy 2.9: Design digitization resources suitable for Tribal needs. Respect Tribal concerns regarding public access to digitized resources, either clarifying that access on existing platforms can be controlled to restrict non-Tribal access or supporting a platform that allows this functionality.</li> </ul>
Goal 4	<ul style="list-style-type: none"> <li>Strategy 4.4: Expand the Institutional Library Services (ILS) program to serve youth in the juvenile justice system.</li> </ul>
Goal 5	<ul style="list-style-type: none"> <li>Strategy 5.6: Increase WSL staff and resources dedicated to raising awareness of funding opportunities and providing technical assistance, including planning for long-term sustainability, project implementation, and hands-on mentoring for less resourced libraries. Consider options to organize promotions and technical support through channels and staff dedicated to serving targeted library types.</li> </ul>
Goal 5	<ul style="list-style-type: none"> <li>Strategy 5.7: Increase efforts in consortial purchasing to leverage collective library expertise in vetting potential products and services, seeking to include the negotiating and purchasing power of more libraries in consortial purchasing efforts.</li> </ul>

These strategies are a culmination of ideas WSL has either considered pursuing or new opportunities altogether that were developed based on inputs in the needs assessment (see Section 2: Needs Assessment). The combination of Strategy 1.8, Strategy 2.7, Strategy 4.4, and Strategy 5.6 are around the ideas of increasing existing WSL services or expanding into new areas. Both Strategy 2.9 and Strategy 5.7 are around the idea of how to leverage and/or redesign existing programs. The idea

## Plan Structure

The Plan follows the guidance from the Institute of Museum and Library Services (IMLS) regarding development of a State Plan to receive funds under the Grants to States program. The Plan is arranged into several sections, including a needs assessment to indicate statewide needs, an updated set of goals, and strategies, and plans for LSTA funded programs. Additional sections of the plan include coordination efforts, evaluation plan, vested partner involvement, communications and public availability, monitoring, compliances, and assurances. In addition, the Plan aligns with the IMLS Measuring Success Focal areas.

## Section 2. Needs Assessment

### Overview and Assessment Summary

A needs assessment was developed to inform WSL's plans for library services to address in the five-year period. The key takeaways that guide WSL's LSTA 2022-2027 plans are:

1. **No "One Size fits All" Solutions.** The vast differences across the state impacts libraries as institutions, library staff, and the communities they serve. The need is for WSL to provide resources for large and small libraries, to support efforts to increase the expertise of staff and library leaders, and to help libraries serve all communities, including rural and urban.
2. **Resources intended for Tribes and Tribal Libraries.** The partner interviews surfaced Tribal concerns with public access to digitized resources. The use of digital programs and resources can be beneficial if access is managed to maintain cultural significance and relevance. The need is for WSL to design digital programs and resources to meet the needs of Tribal libraries.
3. **Workforce Development.** Discussion with the LCW indicated libraries have a role in workforce development for both libraries and external job seekers. The need is for WSL to support efforts to increase the broad representation of staff and library leaders and to continue providing resources for job seekers.
4. **Partnerships for Impact.** WSL maintains several partnerships, which enable more impact. The need is for WSL to continue building partnerships and to leverage them to provide services. An example of this is consortial purchasing, which benefits libraries and allows for more efficient use of resources.
5. **Affordable Access to Broadband Internet Service.** Discussions with WSL leadership and the LCW highlighted the importance of access to broadband internet service, which serves as a gateway to essential information and services. The need is for WSL to expand programs that support the opportunity provided by access to broadband internet to all.
6. **Capacity Building for Libraries and Library Staff.** The discussion with LCW showed that while grant funding is beneficial, the programs and resources also age over time. The need here is for advanced planning for grant funding, technology needs, and emergency planning.
7. **Social Services Support for Libraries.** Discussions with WSL leadership and with LCW indicated libraries play an increasingly significant role in connecting residents with relevant social services. The need is for additional training of library staff and leaders, stronger systems for incident reporting, and more processes to connect those in need with social service providers.
8. **Trusted Source for Information.** Vested partner interviews and discussion with the LCW indicated libraries are a trusted source of information. The need is for WSL to use resources to continue to inform and engage the community around the importance of accurate and trustworthy information.
9. **Awareness Raising of Libraries and for Residents.** The discussion with LCW showed there is an ongoing need to raise awareness of the role libraries play and the resources they provide. The need is for WSL to help libraries keep members of the community informed.
10. **Reach of WSL programs.** The discussions with WSL leadership and the LCW showed WSL-funded programs are effective and beneficial. The need here is to consider how WSL programs could be expanded to reach more individuals, increase the number of users, and provide additional benefits.

WSL used several data sources to document the State's library needs including Office of Financial Management (OFM), guidance from the WSL State Librarian and LSTA Grants Manager, and a discussion with the Library Council of Washington (LCW). Additional sources that have informed the needs assessment include the Governor's priority issues and demographic research about statewide trends. Together, these sources combine to form a summary of the major needs in types of libraries throughout Washington State.

## LSTA Evaluation Report

The Washington State Library (WSL) engaged BERK Consulting to conduct the independent Five-Year Evaluation of the 2018-2022 Five-Year Plan. The results of the evaluation report were a set of overall recommendations and goal-specific recommendations that could inform the 2023-2027 Plan.

### *Evaluation Methods*

The overall approach to the evaluation involved close collaboration with WSL to refine methods for engaging partners, gathering qualitative information, and assessing the funding and activities outlined in the State Program Report (SPR) data. Data was collected through three primary methods: systematic review of State Program Report (SPR) data provided through IMLS by WSL, small group sessions with library leaders across the state, and a survey to reach peer libraries and librarians. Other sources referenced included the 2013-2017 Five-Year Plan, and 2013-2017 Evaluation to understand previous issues faced by WSL and implementation of previous recommendations.

### *Analysis*

The evaluation relied on quantitative SPR data and qualitative information from the group sessions and surveys. In accordance with the evaluation guidelines, these complementary data sources were analyzed with a focus on WSL's 2018-2022 Five-Year Plan goals, funding allocations. Additional attention was also given to population groups that represented a substantial focus for receiving funding.

### *Summary of Evaluation Recommendations*

The 2023-2027 LSTA Five-Year Plan builds off a series of recommendations from the 2018-2022 LSTA Plan Evaluation. From the evaluation report, there are eight goal specific recommendations and three overall recommendations. These recommendations consider WSL's most significant strength is its ability to convene and promote collaboration between and among libraries of all types in the state.

### *Goal-Specific Recommendations*

#### **Goal 1: Promote economic growth, access to education, and lifelong learning for all.**

WSL's purpose in this area is to contribute to the state's economic prosperity and cultural richness by supporting relevant and high-quality education, literacy and reading, and lifelong learning. The Evaluation Report recommendations for this goal include:

- **Digital Literacy.** Prioritize Digital Literacy investments to support life success in an increasingly online world and to best leverage state and federal broadband resources.
- **Resource Promotion.** With the recent availability of LinkedIn, Northstar, and other employment resources, additional promotion is needed to ensure they are well adopted and used.

**Goal 2: Preserve and share Washington's stories using methods and tools that balance accessibility with respect for the storytelling culture.** WSL has dedicated programs to connect Washingtonians to their history through digital initiatives and preservation strategies. WSL supported libraries in telling stories of local communities and celebrating a common heritage. The Evaluation Report recommendation for this goal includes:

- **Digitization for Tribes.** Respect Tribal concerns regarding public access to digitized resources by either clarifying that access on existing platforms can be controlled to restrict non-Tribal access or supporting a platform that allows this functionality.

**Goal 3. Serve all who cannot read standard print statewide.** WSL's Goal in this area is to expand the reach and effectiveness of the Washington Talking Book & Braille Library (WTBBL) with innovative outreach initiatives to increase overall user population, establish and strengthen borrower relationships, and promote high-quality accessible library and information resources. The Evaluation Report recommendation for this goal includes:

- **WTBBL.** Continue to support and promote WTBBL, which provides essential services to residents who are blind, visually impaired, or have other physical or reading disabilities.

**Goal 4. Support the incarcerated and hospitalized in their recovery, release, and re-entry.** WSL's Goal in this area is to expand and enhance the provision of direct library and information services to incarcerated and hospitalized populations in support of education, literacy, recovery, recreation, and re-entry. The Evaluation Report recommendation for this goal includes:

- **Institutional Libraries Program.** Work with the Secretary of State legislative team and appropriate State funding representatives to restore ILS staffing levels to pre-Great Recession levels.

**Goal 5. Develop professional library staff and build capacity among all libraries to serve all constituents.** WSL's desire in this area is to elevate the quality of library service and caliber of library staff through statewide projects, facilitation, consulting, grants, training, and by modeling best practices to build capacity in libraries statewide. The Evaluation Report recommendations for this goal include:

- **Awareness Raising and Technical Assistance.** Increase WSL staff and resources dedicated to raising awareness of funding opportunities and providing technical assistance, including planning for long-term sustainability, project implementation, and hands-on mentoring for less resourced libraries. Consider options to organize promotions and technical support through channels and staff dedicated to serving targeted library types.
- **Consortial Purchasing.** Increase efforts to leverage collective library expertise in vetting potential products and services, seeking to include the negotiating and purchasing power of more libraries in consortial purchasing efforts.
- **SimpleE/Palace.** Expand collaboration with other state library agencies and organizations like the Urban Library Council and the State Libraries of California, Connecticut, and Rhode Island, as well as the Canadian Urban Library Council (CULC) for broader expansion and adoption of this platform. Widespread adoption and purchasing power are necessary for success.

## Overarching Recommendations

In addition to the Goal-specific recommendations listed above, the evaluation of the 2018-2022 Five-Year Plan makes the following overarching recommendations for consideration in the development of the 2023-2027 Five Year Plan.

- **Recommendation:** Retain the existing five Goals established in the 2018-2022 Plan, which work well to structure WSL's efforts. Ensure resources are targeted effectively at supporting rural and underserved urban communities.
- **Recommendation: All Libraries.** Find something for all libraries, leveraging large libraries' expertise and commitment to the success of all Washington libraries. Many of the programs funded by LSTA resources are beneficial for smaller and less-resourced libraries. Goal-specific recommendations contained in this evaluation seek to enhance potential benefits for smaller libraries by providing additional resources for awareness and technical assistance. While larger libraries may benefit less from such resources, they can benefit significantly from, and be valuable participants in, a well-organized statewide consortial purchasing effort as noted under Goal 5.
- **Recommendation: Facilities and Technology, as well as Collections.** Contemporary library services are delivered as much through high-functioning facilities and technology as through high-quality collections. Partner interview participants encouraged WSL to treat facilities and technology with the same importance as collections, and to organize resources, staff expertise, and capacity around all three topics. Technology was particularly emphasized given its increasing importance as a gateway to additional resources, both for library staff and community members. Related sub-recommendations include:
  - **Increase advocacy** among state government, including the Secretary of State Office, the Department of Enterprise Services, the Department of Commerce and the Broadband Office, the legislature, and others to emphasize the importance of digital access as well as, and sometimes in tension with, cybersecurity.
  - **Prioritize funding opportunities that facilitate digital access and digital literacy** for Washington state residents, particularly among populations that have limited access to resources. To ensure access to broadband and digital literacy skills specifically address underserved communities, expand collaboration with community-based organizations embedded in underserved communities in both rural and urban areas.

## Library Council of Washington

In the development of this Plan, WSL held a feedback session with the Library Council of Washington (LCW), a representative advisory body that supports the State Librarian and Office of the Secretary of State in administering the LSTA program and in helping develop Washington's libraries in general. The purpose was to review statewide trends, discuss the results of the 2018-2022 evaluation report, and generate ideas to be included in the 2023-2027 Five-Year Plan. The themes captured during this session with LCW are outlined further below.



### *Overall*

- **Centralized Resources.** A few LCW members discussed the importance of centralizing shared resources across libraries. They noted that some tools are expensive for individual libraries to build on their own, and that there is a need for centralized trainings about addiction, mental illness, and other basic services.
- **Emergency Planning.** LCW members explained libraries played a significant role in the pandemic response starting in 2020. They suggested that WSL could help with future emergency planning.
- **Libraries' Role in Combating Misinformation.** Several LCW members agreed on the importance of libraries' role in being a trusted source for information and learning how to discern misinformation.
- **Tools for Libraries.** Several LCW members noted the importance of tools for libraries and librarians. They suggested using software, such as SharePoint, and incident reporting software designed for libraries.

### *Advancing the Profession*

- **Local Staff.** LCW members commented on the value of having professionals from the local community work in nearby libraries. This was noted as especially important for paraprofessionals who work in the ILS program and may need additional support to be successful and remain in their roles.
- **Professional Development for Existing Librarians.** Members highlighted the importance of budgeting and other general managerial skills, in addition to library-specific skillsets.
- **Staff Recruitment, and Retention.** All LCW members highlighted the importance of increasing the broad representation of library staff across the state. Recruiting and retaining staff who represent the communities they serve is needed and should be supported.

### *Collaboration and Partnership*

- **Access to Resources.** LCW members discussed the value of collaboration and how to help promote access to resources across the state or in smaller communities. These members noted there could be more support for both identification of what is available, as well as help with consolidation and further digitization.
- **Health and Social Care.** LCW members discussed how librarians can partner with social work agencies. They noted that there are platforms like [Unite Us](#), a national non-profit database that exists to provide care coordination. These members suggested establishing a social work model with the ability to track referrals of vulnerable populations.
- **ILS Program Expansion.** Several LCW members shared thoughts about expanding the ILS program to serve youth in the juvenile justice system.

### *Community Outreach and Engagement*

- **Local Resources and Capacity.** Several LCW members commented on the need to build local resources including systems and relationships in the community. However, they noted that building capacity in relationships can be a challenge due to other demands on time.

- **Meeting Community Needs.** One LCW member emphasized “high-touch” communities and vulnerable populations. They noted the importance of looking beyond the services and technology to focus on communities as a whole. Other LCW members agreed about social services provided by libraries and the need to help people connect with information in different ways.

#### *Library Services for All*

- **Embedding Access.** All LCW members agreed with the importance of access being built into the 2023-2027 plan. Build on the library principle of free and equal access to information for all community members.
- **Engagement for Digital Services.** LCW members noted the importance of digital opportunity and how engagement can help reduce barriers. They noted that working with community partners (e.g., Rotary, Internet Service Providers, etc.) can increase opportunity for all.
- **Digital Divide.** All LCW members noted that the digital divide is continuing to widen, especially regarding broadband access. Several members suggested planning ahead for using library resources to support broadband access.
- **Community Colleges.** One LCW member explained that there is a difference in service delivery between community colleges across the state.
- **Data.** Several LCW members highlighted the importance of complete data. They noted developing partnerships with higher education partners and others to provide more extensive and detailed data about communities. Having complete data can help inform service delivery.
- **Rural and Urban Services.** All LCW members agreed with the idea that library service varies in the state by community because access to resources is different in rural and urban communities. They noted this makes statewide comparisons difficult to assess.

#### *Shifting Funding*

- **Consortial Buying.** LCW members were supportive of ideas raised in the evaluation to expand participation in consortial buying.
- **Equipment Planning and Purchasing.** A few LCW members pointed out that within the five-year planning horizon, equipment purchased with pandemic-related funding will start to age out. These members explained that advanced planning could help libraries manage equipment and plan for future equipment needs.
- **ILS Program Funding.** An LCW member shared that in the recent Washington State Legislative Session, funding was allocated to support additional staffing for the ILS program in all nine correctional facilities. They noted this additional funding could open the ability to shift LSTA funding to more innovative/complementary programs.

## Other Data Sources

#### *Washington Governor State Priority Issues*

Statewide trends and priorities also inform strategic priorities for WSL and libraries in the state. Governor Jay Inslee identified five goal areas for focus during his term as follows:

- World-class education;
- Prosperous economy;
- Sustainable energy & clean environment;
- Healthy & safe communities, and;
- Efficient, effective & accountable government.

The goals and strategies in this Plan align with these goal areas, as these are all areas where libraries can (and do) make an impact.

#### *Statewide Trends*

WSL used census and demographic data about the State's population to inform the Plan. The projections sourced were from the Washington State Office of Financial Management (OFM) and focused on population changes.

The projections indicate changes to Washington's statewide population overall, along ethnic background, and portion of the population that is older. The total population will feature an increase with an anticipated 5% increase in population. The statewide population will become more heterogeneous with an increase in Black, Indigenous, and People of Color (BIPOC) members of the community. The portion of the population over 65 will also increase. These trends are expected to continue into the future.

## Section 3. WSL 2023-2027 Goals

### Overview

WSL has developed a set of refined goals and strategies for the 2023-2027 LSTA Five-Year Plan. These goals and strategies reflect the input from the needs assessment, the recommendations from the evaluation of the 2018-2022 plan, and the LSTA purposes and priorities.

The goals of WSL as it relates to LSTA funding include the following:

### Goals and Strategies

The goals for the 2023-2027 Plan build upon the goals from the previous plan. The updated goals are as follows:

- **Goal 1: Promote economic growth, access to education, and lifelong learning for all.** Contribute to the State's economic prosperity and cultural richness by supporting relevant and high-quality education, literacy and reading, and lifelong learning.
- **Goal 2: Preserve and share Washington's stories using methods and tools that balance accessibility with respect for the storytelling culture.** Connect Washingtonians to their history, employing digital initiatives and other preservation strategies to tell the stories of local communities and to celebrate our common heritage.
- **Goal 3. Serve all who cannot read standard print statewide.** Expand the reach and effectiveness of the WTBBL with innovative outreach initiatives to increase overall user population, establish and strengthen borrower relationships, and promote high-quality accessible library and information resources.
- **Goal 4. Support the incarcerated and hospitalized in their recovery, release, and re-entry.** Expand and enhance the provision of direct library and information services to incarcerated and hospitalized populations in support of education, literacy, recovery, and re-entry.
- **Goal 5. Develop broadly representative professional library staff and build capacity among all libraries to serve all constituents.** Elevate the quality of library service and caliber of library staff through statewide projects, facilitation, consulting, grants, training, and by modeling best practices to build capacity in libraries statewide.

### Goal 1: Promote economic growth, access to education, and lifelong learning for all

WSL's purpose in this area is to contribute to the state's economic prosperity and cultural richness by supporting relevant and high-quality education, literacy and reading, and lifelong learning. This Goal reflects WSL's recognition that libraries have a role to play in helping residents increase their awareness and participation in literacy and digital literacy programs, as shown in **Exhibit 3** and the Goal's supporting strategies in **Exhibit 4**.

### Exhibit 3 Goal 1 LSTA Requirements

Goal 1. Promote economic growth, access to education, and lifelong learning for all.	
Timing	<ul style="list-style-type: none"> <li>2023-2027</li> </ul>
Priorities	<ul style="list-style-type: none"> <li>Aligns with Governor’s state priority issues provide world-class education, support a prosperous economy, and ensure healthy and safe communities.</li> </ul>
Needs Met (from Section 2 Needs Assessment)	<ul style="list-style-type: none"> <li>Need 1. No “One Size fits All” Solutions;</li> <li>Need 4. Partnerships for Impact</li> <li>Need 10. Reach of WSL Programs</li> </ul>
Primary LSTA Purpose	<ul style="list-style-type: none"> <li>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 in order to support such individuals’ needs for education, lifelong learning, workforce development, and digital literacy skills.</li> <li>Develop library services that provide all users access to information through local, State, regional, national, and international collaborations and networks.</li> </ul>
IMLS Focal Areas	<ul style="list-style-type: none"> <li>Lifelong Learning, Information Access, Economic and Employment Development, and Human Services</li> </ul>
IMLS Intents	<ul style="list-style-type: none"> <li>Improve users’ formal education; Improve users’ general knowledge and skills;</li> <li>Improve users’ ability to discover information; Improve users’ ability to obtain and/or use information resources;</li> <li>Improve users’ ability to use resources and apply information for employment supports; Improve users’ ability to use and apply business resources;</li> <li>Improve users’ ability to apply information that furthers their personal, family or household finances; Improve users’ ability to apply information that furthers their personal or family health; Improve users’ ability to apply information that furthers their parenting and family skills;</li> </ul>
Outcomes	<ul style="list-style-type: none"> <li>Residents of the state will increase their awareness and participation in literacy and digital literacy programs.</li> <li>Underserved and marginalized populations, as defined in “Talent and Prosperity for All” (the Washington State Workforce Development Plan), will improve their digital literacy skills and improve their employability.</li> <li>Library services and resources will be more readily available and easy to access by library patrons regardless of their location in the State.</li> </ul>

**Exhibit 4 Goal 1 Supporting Strategies**

2023-2027 Strategies	Description
Supporting Strategy 1.1	<ul style="list-style-type: none"> <li>Coordinate with libraries, Workforce Development, and organizations that support underserved and marginalized individuals to support adult basic education, non-traditional learning, life-skills training, and digital literacy for academic and job readiness.</li> </ul>
Supporting Strategy 1.2	<ul style="list-style-type: none"> <li>Work with the State Board for Community and Technical Colleges and the Department of Corrections to improve employability of incarcerated individuals in preparation for their release by improving their digital literacy skills.</li> </ul>
Supporting Strategy 1.3	<ul style="list-style-type: none"> <li>Improve employment prospects for the recently released by supporting them to receive certifications, trainings, apprenticeships, and other opportunities.</li> </ul>
Supporting Strategy 1.4	<ul style="list-style-type: none"> <li>Partner with educational institutions, libraries, and other organizations on initiatives and programming to promote reading, literacy, and literature, especially utilizing local authors and timely, relevant topics.</li> </ul>
Supporting Strategy 1.5	<ul style="list-style-type: none"> <li>Adopt messaging and communications materials about how WSL and libraries combat misinformation.</li> </ul>
Supporting Strategy 1.6	<ul style="list-style-type: none"> <li>Prioritize Digital Literacy investments to support life success in an increasingly online world and to best leverage state and federal broadband resources.</li> </ul>
Supporting Strategy 1.7	<ul style="list-style-type: none"> <li>Review and implement methods to promote employment resources (LinkedIn, Northstar, etc.), so they are well adopted and fully used.</li> </ul>
Supporting Strategy 1.8	<ul style="list-style-type: none"> <li>Expand collaboration with community-based organizations embedded in underserved communities in both rural and urban areas.</li> </ul>

## Goal 2: Preserve and share Washington's stories using methods and tools that balance accessibility with respect for the storytelling culture.

WSL's Goal in this area is to connect Washingtonians to their history, employing digital initiatives and other preservation strategies to tell the stories of local communities and to celebrate our common heritage, as shown in **Exhibit 5** and its supporting strategies in **Exhibit 6**. This Goal reflects WSL's recognition that Washingtonians can increase their appreciation of state and local history and use digital collections and resources to foster economic growth, strengthen education, and promote community pride. This Goal is also aligned with the Governor's state priority to build partnerships among local libraries, their communities, and the Washington State Library.

### Exhibit 5 Goal 2 LSTA Requirements

Goal 2. Preserve and share Washington's stories using methods and tools that balance accessibility with respect for the storytelling culture.	
Timing	<ul style="list-style-type: none"> <li>2023-2027</li> </ul>
Priorities	<ul style="list-style-type: none"> <li>Aligns with the Governor's state priority to build partnerships among local libraries, their communities, and the Washington State Library</li> </ul>
Needs Met	<ul style="list-style-type: none"> <li>Need 2. Resources intended for Tribes and Tribal Libraries</li> <li>Need 6. Capacity Building for Libraries and Library Staff</li> </ul>
Primary LSTA Purpose	<ul style="list-style-type: none"> <li>Establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in 9134(b)(6), for the purpose of improving the quality of and access to library and information services.</li> <li>Target library services to individuals of varied geographic, cultural, and socioeconomic backgrounds, to individuals with disabilities, and to individuals with limited functional literacy or information skills.</li> </ul>
IMLS Focal Areas	<ul style="list-style-type: none"> <li>Lifelong Learning and Information Access</li> </ul>
Projects	<ul style="list-style-type: none"> <li>The Washington Rural Heritage (WRH) project is a collaborative digitization program serving public libraries, tribal libraries, and partnering cultural organizations, such as historical societies and museums.</li> <li>The Washington Digital Newspapers program digitizes papers across five main geographic regions and strives to add non-English language papers and news within our state.</li> <li>Digital Public Library of America (DPLA) Support Services provide training, consulting, and grants to libraries seeking to develop digital collections and content. They also re-catalog, remediate, or enhance metadata in the regional DPLS service hub.</li> </ul>
Outcomes	<ul style="list-style-type: none"> <li>Washingtonians will increase their appreciation of state and local history and use digital collections and resources to foster economic growth, strengthen education, and promote community pride and engagement.</li> <li>Teacher-librarians, teachers, librarians, and residents of the state will increase their knowledge and use of primary source materials from</li> </ul>



the Washington State Library online, through local libraries, and in classrooms.

- Library staff working with the Washington State Library will increase their knowledge of digitization, develop partnerships with outside organizations, and engage community members to contribute to the preservation and dissemination of local history.

#### Exhibit 6 Goal 2 Supporting Strategies

2023-2027 Strategies	Description
Supporting Strategy 2.1	<ul style="list-style-type: none"> <li>▪ Highlight the collections of Washington libraries and partner organizations through innovative discovery and metadata initiatives.</li> </ul>
Supporting Strategy 2.2	<ul style="list-style-type: none"> <li>▪ Preserve and maintain access to newspapers (news media) published in Washington State.</li> </ul>
Supporting Strategy 2.3	<ul style="list-style-type: none"> <li>▪ Establish digitization guidelines and coordinating mechanism to ensure efficient and effective preservation and maintenance access to news media published in Washington State.</li> </ul>
Supporting Strategy 2.4	<ul style="list-style-type: none"> <li>▪ Manage and maintain a collaborative digitization program to highlight the collections of libraries, museums, and heritage organizations throughout the state. Increase visibility and access to unique and at-risk materials, including privately held family collections of Washingtonians.</li> </ul>
Supporting Strategy 2.5	<ul style="list-style-type: none"> <li>▪ Provide technical assistance with continued education and professional development for libraries without archivists and support local library capacity for digitization projects.</li> </ul>
Supporting Strategy 2.6	<ul style="list-style-type: none"> <li>▪ Develop and implement a preservation plan for different file types (Dynamic Content, Born Digital, etc.).</li> </ul>
Supporting Strategy 2.7	<ul style="list-style-type: none"> <li>▪ Expand which stories are told/shared as part of Washington State's history. Include other stories such as Chinese Railway workers, Tribal stories, etc.</li> </ul>
Supporting Strategy 2.8	<ul style="list-style-type: none"> <li>▪ Ensure microfilm access and conversion is effective, centralized, and supports local needs.</li> </ul>
Supporting Strategy 2.9	<ul style="list-style-type: none"> <li>▪ Design digitization resources suitable for Tribal needs. Respect Tribal concerns regarding public access to digitized resources by either clarifying that access on existing platforms can be controlled to restrict non-Tribal access or supporting a platform that allows this functionality.</li> </ul>

### Goal 3. Serve all who cannot read standard print statewide

WSL's Goal in this area is to expand the reach and effectiveness of the Washington Talking Book & Braille Library (WTBBL) with innovative outreach initiatives to increase overall user population, establish and strengthen borrower relationships, and promote high-quality accessible library and information resources. This Goal reflects WSL's desired outcome of WTBBL increasing the awareness and participation of eligible individuals throughout the state in their services and programs, as shown in **Exhibit 7** and its supporting strategies in **Exhibit 8**.

#### Exhibit 7 Goal 3 LSTA Requirements

Goal 3. Serve all who cannot read standard print statewide.	
Timing	<ul style="list-style-type: none"> <li>2023-2027</li> </ul>
Priorities	<ul style="list-style-type: none"> <li>Aligns with the Governor's state priority issues to provide direct services to those unable to read standard print materials.</li> </ul>
Needs Met	<ul style="list-style-type: none"> <li>Need 4. Partnerships for Impact</li> <li>Need 6. Capacity Building for Libraries and Library Staff</li> <li>Need 9. Awareness Raising for Libraries and for Residents</li> </ul>
Primary LSTA Purpose	<ul style="list-style-type: none"> <li>Establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in 9134(b)(6), for the purpose of improving the quality of and access to library and information services.</li> <li>Target library services to individuals of varied geographic, cultural, and socioeconomic backgrounds, to individuals with disabilities, and to individuals with limited functional literacy or information skills.</li> </ul>
IMLS Focal Areas	<ul style="list-style-type: none"> <li>Lifelong Learning and Information Access</li> </ul>
IMLS Intents	<ul style="list-style-type: none"> <li>Improve users' formal education; Improve users' general knowledge and skills;</li> <li>Improve users' ability to discover information; Improve users' ability to obtain and/or use information resources;</li> </ul>
Outcomes	<ul style="list-style-type: none"> <li>WTBBL will expand its reach across the state and also raise awareness of library services offered.</li> <li>Increase user base through outreach to veterans, youth, non-native English speakers, and older adults who are not yet library patrons.</li> <li>Continue to connect residents with new, accessible reading material in the format they need, where they need it.</li> </ul>

**Exhibit 8 Goal 3 Supporting Strategies**

2023-2027 Strategies	Description
Supporting Strategy 3.1	<ul style="list-style-type: none"> <li>Grow outreach and public awareness initiatives. Develop strategic campaigns to connect specific eligible user groups with library service, with a focus on veterans, youth, and the elderly.</li> </ul>
Supporting Strategy 3.2	<ul style="list-style-type: none"> <li>Increase awareness and use of WTBBL services through additional messaging about WTBBL and build awareness among libraries and library staff. Enhance access to education, information, and literacy support for Washington's youth through innovative programming, outreach, and statewide partnerships.</li> </ul>
Supporting Strategy 3.3	<ul style="list-style-type: none"> <li>Increase access to WTBBL audiobooks through more local production in English and Spanish, duplication on demand, personalized readership programs, and download instruction and support.</li> </ul>
Supporting Strategy 3.4	<ul style="list-style-type: none"> <li>Realign volunteer priorities. Strengthen and expand the volunteer base.</li> </ul>
Supporting Strategy 3.5	<ul style="list-style-type: none"> <li>Develop and implement accessibility systems to leverage the expertise of WTBBL for statewide efforts and local implementation</li> </ul>
Supporting Strategy 3.6	<ul style="list-style-type: none"> <li>Continue to support and promote the WTBBL, which provides essential services to residents who are blind, visually impaired, or have other physical or reading disabilities.</li> </ul>

## Goal 4. Support the incarcerated and hospitalized in their recovery, release, and re-entry

WSL's Goal in this area is to expand and enhance the provision of direct library and information services to incarcerated and hospitalized populations in support of education, literacy, recovery, recreation, and re-entry, as shown in **Exhibit 9** and its supporting strategies in **Exhibit 10**. This Goal reflects WSL's desired outcome that incarcerated individuals of correctional facilities and patients of hospitals will increase their appreciation for, and understanding of, the value of library programs they receive focused on literacy, personal growth, and education.

### Exhibit 9 Goal 4 LSTA Requirements

Goal 4. Support the incarcerated and hospitalized in their recovery, release, and re-entry.	
Timing	<ul style="list-style-type: none"> <li>2023-2027</li> </ul>
Priorities	<ul style="list-style-type: none"> <li>Aligns with the Governor's state priority issues to provide direct services to residents of these facilities and builds partnerships between DOC, DSHS, local libraries, and their communities.</li> </ul>
Needs Met	<ul style="list-style-type: none"> <li>Need 1. No "One Size fits All" Solutions</li> <li>Need 3. Workforce Development</li> <li>Need 10. Reach of WSL Programs</li> </ul>
Primary LSTA Purpose	<ul style="list-style-type: none"> <li>Establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in 9134(b)(6), for the purpose of improving the quality of and access to library and information services.</li> <li>Develop library services that provide all users access to information through local, State, regional, national, and international collaborations and networks.</li> </ul>
IMLS Focal Areas	<ul style="list-style-type: none"> <li>Lifelong Learning and Information Access</li> </ul>
IMLS Intent	<ul style="list-style-type: none"> <li>Improve users' formal education; Improve users' general knowledge and skills;</li> <li>Improve users' ability to discover information; Improve users' ability to obtain and/or use information resources;</li> </ul>
Outcomes	<ul style="list-style-type: none"> <li>Incarcerated individuals of correctional facilities and hospital patients will increase their appreciation for, and understanding of, the value of library programs they receive focused on literacy, personal growth, and education.</li> <li>Library users will gain increased awareness by their participation in programming and develop enhanced skills and abilities as a result.</li> <li>Library users will increase their literacy, love of reading, and personal growth because of WSL programs.</li> <li>Library users will have additional awareness of and access to employment opportunities and resources.</li> </ul>

**Exhibit 10 Goal 4 Supporting Strategies**

2023-2027 Strategies	Description
Supporting Strategy 4.1	<ul style="list-style-type: none"> <li>Provide direct library service to incarcerated and hospitalized populations to the extent allowed to staff of these institutions.</li> </ul>
Supporting Strategy 4.2	<ul style="list-style-type: none"> <li>Work with the Department of Corrections and other partners to identify re-entry resources and training and make those available as part of a coordinated program to support incarcerated individuals preparing for re-entry.</li> </ul>
Supporting Strategy 4.3	<ul style="list-style-type: none"> <li>Partner with DSHS to expand support of active treatment and recovery for patients of Eastern and Western State Hospitals.</li> </ul>
Supporting Strategy 4.4	<ul style="list-style-type: none"> <li>Expand the ILS program to serve youth in the juvenile justice system.</li> </ul>
Supporting Strategy 4.5	<ul style="list-style-type: none"> <li>Work with the Secretary of State legislative team and appropriate state funding representatives to restore ILS staffing levels to pre-Great Recession levels.</li> </ul>

## Goal 5. Develop broadly representative professional library staff and leaders and build capacity among libraries across the state to serve all constituents

WSL's desire in this area is to elevate the quality of library service and caliber of library staff through statewide projects, facilitation, consulting, grants, training, and modeling best practices to build capacity in libraries statewide. This Goal reflects WSL's desired outcome of library staff who participate in WSL projects and programs being able to increase their topical knowledge and skill level to serve their customers more effectively, as shown in **Exhibit 11** and supporting strategies in **Exhibit 12**.

### Exhibit 11 Goal 5 LSTA Requirements

Goal 5. Develop broadly representative professional library staff and leaders and build capacity among libraries across the state to serve all constituents	
Timing	<ul style="list-style-type: none"> <li>2023-2027</li> </ul>
Priorities	<ul style="list-style-type: none"> <li>Aligns with the Governor's state priority issues to build capacity to enhance library service to the local community and develop partnerships between local libraries and their communities.</li> </ul>
Needs Met	<ul style="list-style-type: none"> <li>Need 5. Affordable Access to Broadband Internet Service</li> <li>Need 7. Social Services Support for Libraries</li> <li>Need 8. Trusted Source for Information</li> </ul>
Primary LSTA Purpose	<ul style="list-style-type: none"> <li>To (a) provide training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services, and (b) enhance efforts to recruit future professionals to the field of library and information services.</li> <li>Develop library services that provide all users access to information through local, State, regional, national, and international collaborations and networks.</li> </ul>
IMLS Focal Areas	<ul style="list-style-type: none"> <li>Institutional Capacity</li> </ul>
IMLS Intents	<ul style="list-style-type: none"> <li>Enhance library's workforce; Improve library's physical and technology infrastructure; Improve library's operations.</li> </ul>
Outcomes	<ul style="list-style-type: none"> <li>Library staff who participate in WSL projects and programs will increase their topical knowledge and skill level to serve their customers more effectively.</li> <li>Library staff working on LSTA funded grants and training will have increased knowledge and skills to produce clear milestones and concrete outcomes for use in project reporting.</li> <li>Residents of the state will gain increased benefit from the collaborative efforts of libraries.</li> <li>Library staff and leaders will be more representative of the communities they serve.</li> </ul>

**Exhibit 12 Goal 5 Supporting Strategies**

2023-2027 Strategies	Description
Supporting Strategy 5.1	<ul style="list-style-type: none"> <li>Provide training in a variety of formats to local library staff to enhance their knowledge, skills, and abilities to better serve their communities.</li> </ul>
Supporting Strategy 5.2	<ul style="list-style-type: none"> <li>Develop and utilize standardized and effective project management practices for libraries receiving funding and undertaking projects.</li> </ul>
Supporting Strategy 5.3	<ul style="list-style-type: none"> <li>Create grant opportunities that include professional training opportunities, resources, and service/program development.</li> </ul>
Supporting Strategy 5.4	<ul style="list-style-type: none"> <li>Partner with libraries to build organizational capacity and deliver cooperative services to provide enhanced library service to the residents of the state.</li> </ul>
Supporting Strategy 5.5	<ul style="list-style-type: none"> <li>Support Library staff and trustees to develop capacity to respond to and teach about misinformation</li> </ul>
Supporting Strategy 5.6	<ul style="list-style-type: none"> <li>Increase WSL staff and resources dedicated to raising awareness of funding opportunities and providing technical assistance, including planning for long-term sustainability, project implementation, and hands-on mentoring for less resourced libraries. Consider options to organize promotions and technical support through channels and staff dedicated to serving targeted library types.</li> </ul>
Supporting Strategy 5.7	<ul style="list-style-type: none"> <li>Increase efforts in consortial purchasing to leverage collective library expertise in vetting potential products and services, seeking to include the negotiating and purchasing power of more libraries in consortial purchasing efforts.</li> </ul>
Supporting Strategy 5.8	<ul style="list-style-type: none"> <li>Expand collaboration with other state library agencies and organizations, like the Urban Library Council and the State Libraries of California, Connecticut, and Rhode Island, as well as the Canadian Urban Library Council (CULC), for broader expansion and adoption of this platform. Widespread adoption and purchasing power are necessary for continued success.</li> </ul>
Supporting Strategy 5.9	<ul style="list-style-type: none"> <li>Develop partnerships with higher education partners to provide relevant and extensive data profiles about communities.</li> </ul>



## Section 4. WSL's LSTA-Funded Programs

### LSTA Funded Programs

This Plan provides an overview of WSL's goals and activities for the 2023-2027 period. This section focuses on WSL's high-level supporting projects, anticipated outcomes, and intended audiences.

#### Exhibit 13 WSL Goals and Programs Checklist

LSTA-Funded Programs/Projects	Goal 1.	Goal 2.	Goal 3.	Goal 4.	Goal 5.
Ask-WA					✓
Digital Literacy	✓				
DPLA Support Services		✓			
Grants to Libraries					✓
Institutional Libraries				✓	
IT Services					✓
K-12 Teacher-Librarian					✓
K20 Library Support					✓
Librarians Supporting Student Success					✓
Off the Page: Downloadable Audiobooks & eBooks					✓
One Community, One Book	✓				
Professional Development Grants					✓
Statewide Assistance to Libraries					✓
Statewide Database Licensing					✓
The Center for the Book	✓				
Training					✓
Washington Digital Newspapers		✓			
Washington Rural Heritage (WRH)		✓			
Washington Talking Book & Braille Library			✓		
Workforce Development	✓				
Youth Services					✓

## LSTA Programs Activities

### Exhibit 14 Goal 1 Program Activities

#### Goal 1. Promote economic growth, access to education, and lifelong learning for all.

##### Supporting Strategies 1.1; 1.2; 1.3; and 1.8

Intended Audience	<ul style="list-style-type: none"> <li>Primary: Underserved and marginalized groups</li> <li>Secondary: Library staff</li> </ul>
Implementation Type	<ul style="list-style-type: none"> <li>Statewide project</li> <li>Training and grants</li> </ul>
IMLS Intent	<ul style="list-style-type: none"> <li>Improve users' ability to use resources and apply information for employment support</li> </ul>
Project Name/Description	<ul style="list-style-type: none"> <li>The Workforce Development project is actively working with local libraries, academic institutions, and workforce development entities to bring resources to this service area.</li> <li>Digital Literacy supports libraries' ability to offer digital literacy activities and increase overall digital literacy in their communities by offering staff development workshops, sub-grants, and exposure to a variety of new technology devices.</li> </ul>

##### Supporting Strategies 1.4; 1.5; 1.6; and 1.7

Intended Audience	<ul style="list-style-type: none"> <li>Primary: All residents of the state</li> <li>Secondary: Library staff and other partners serving this population</li> </ul>
Implementation Type	<ul style="list-style-type: none"> <li>Statewide project</li> </ul>
IMLS Intent	<ul style="list-style-type: none"> <li>Improve users' general knowledge and skills.</li> <li>Improve users' ability to participate in community conversations around topics of concern</li> </ul>
Project Name/Description	<ul style="list-style-type: none"> <li>The Center for the Book program promotes literacy and a love of books, reading, and libraries by shining a spotlight on the contribution of reading and libraries in strengthening communities and in fostering civic engagement. The portion of this program that is state-funded will be included as part of WSL's match and maintenance of effort (MOE).</li> <li>One Community, One Book programs and grants are designed to bring communities together to engage with ideas that grow from a shared reading experience.</li> </ul>

## Exhibit 15 Goal 2 Program Activities

### Goal 2. Preserve and share Washington's stories using methods and tools that balance accessibility with respect for the storytelling culture.

#### Supporting Strategies 2.1; and 2.2

Intended Audience	<ul style="list-style-type: none"> <li>Primary: Teachers, students, researchers, and others interested in the history of Washington</li> <li>Secondary: Library staff and other partners serving this population</li> </ul>
Implementation Type	<ul style="list-style-type: none"> <li>Statewide project</li> <li>Training and grants</li> </ul>
IMLS Intent	<ul style="list-style-type: none"> <li>Improve users' ability to discover information resources.</li> <li>Improve users' ability to obtain and/or use information resources.</li> </ul>
Project Name/Description	<ul style="list-style-type: none"> <li>The Washington Rural Heritage (WRH) project is a collaborative digitization program serving public libraries, tribal libraries, and partnering cultural heritage organizations, such as historical societies and museums.</li> <li>The Washington Digital Newspapers program digitizes papers across five main geographic regions and strives to add non-English language papers and news from the varied cultures within our state.</li> <li>Digital Public Library of America (DPLA) Support Services provide training, consulting, and grants to libraries seeking to develop digital collections and content. They also re-catalog, remediate, or enhance metadata for inclusion in a regional DPLA Service Hub.</li> </ul>

#### Supporting Strategies 2.3; 2.4; 2.5; 2.6; 2.7; 2.8; and 2.9

Intended Audience	<ul style="list-style-type: none"> <li>Primary: All residents of the state</li> <li>Secondary: Library staff and other partners serving this population</li> </ul>
Implementation Type	<ul style="list-style-type: none"> <li>Statewide project</li> <li>Training and grants</li> </ul>
IMLS Intent	<ul style="list-style-type: none"> <li>Improve users' general knowledge and skills.</li> <li>Improve users' ability to discover information resources.</li> <li>Improve users' ability to obtain and/or use information resources.</li> </ul>
Project Name/Description	<ul style="list-style-type: none"> <li>The WRH collaborative digitization program.</li> </ul>

**Exhibit 16 Goal 3 Program Activities**

Goal 3. Serve all who cannot read standard print statewide	
Supporting Strategies 3.1; 3.2; 3.3; 3.4; 3.5; and 3.6	
Intended Audience	<ul style="list-style-type: none"> <li>Primary: Underserved and marginalized individuals</li> <li>Secondary: Library staff and other partners serving this population</li> </ul>
Implementation Type	<ul style="list-style-type: none"> <li>Statewide program</li> <li>Training and outreach</li> </ul>
IMLS Intent	<ul style="list-style-type: none"> <li>Improve users' general knowledge and skills.</li> <li>Improve users' ability to participate in their community.</li> </ul>
Project Name/Description	<ul style="list-style-type: none"> <li>The WTBBL builds community and provides equal access to information and reading materials for Washington residents unable to read standard print.</li> </ul>

**Exhibit 17 Goal 4 Program Activities**

Goal 4. Support the incarcerated and hospitalized in their recovery, release, and re-entry.	
Supporting Strategies 4.1 ; 4.2; 4.3; 4.4; and 4.5	
Intended Audience	<ul style="list-style-type: none"> <li>Primary: DSHS and DOC resident populations and facility staff</li> <li>Secondary: Library staff and other partners serving this population</li> </ul>
Implementation Type	<ul style="list-style-type: none"> <li>Statewide program</li> <li>Collection development and programming</li> </ul>
IMLS Intent	<ul style="list-style-type: none"> <li>Improve users' ability to obtain and/or use information resources</li> <li>Improve users' ability to participate in their community</li> <li>Improve users' general knowledge and skills.</li> </ul>
Project Name/Description	<ul style="list-style-type: none"> <li>The Institutional Libraries serve state hospital and correctional facility residential populations, with the delivery of professional library and information services to support their needs. Each state hospital and correctional facility branch provides material for re-entry, recovery, education, and recreation, as well as a prosocial space where incarcerated individuals can access resources needed to make positive changes.</li> </ul>

**Exhibit 18 Goal 5 Program Activities**

**Goal 5. Develop broadly representative professional library staff and build capacity among all libraries to serve all constituents.**

Supporting Strategies 5.1; 5.2; and 5.3

Intended Audience	<ul style="list-style-type: none"> <li>Primary: Library staff</li> <li>Secondary: All residents of the State</li> </ul>
Implementation Type	<ul style="list-style-type: none"> <li>Training</li> </ul>
IMLS Intent	<ul style="list-style-type: none"> <li>Improve the library workforce.</li> <li>Improve library operations.</li> </ul>
Project Name/Description	<ul style="list-style-type: none"> <li>Training serves library staff from all types of libraries to increase their effectiveness in working with their community.</li> <li>The K-12 Teacher-Librarian project facilitates the development of curriculum and training programs for teacher-librarians and other K-12 library staff around the state.</li> <li>The Youth Services project facilitates learning, interaction, and sharing of best practices for library staff in early learning and youth services.</li> <li>Professional Development Grants allow local libraries the opportunity to send their staff to training events and to bring in trainers to enhance the knowledge and skills of library staff and trustees.</li> <li>Grants to Libraries fund development of new or enhanced library programs and services</li> </ul>

Supporting Strategies 5.4; 5.5; 5.6; 5.7; 5.8; and 5.9

Intended Audience	<ul style="list-style-type: none"> <li>Primary: All residents of the State</li> <li>Secondary: Education and Higher Education Partners</li> </ul>
Implementation Type	<ul style="list-style-type: none"> <li>Statewide project</li> <li>Consulting and training</li> </ul>
IMLS Intent	<ul style="list-style-type: none"> <li>Improve users' general knowledge and skills.</li> <li>Improve users' ability to discover information resources.</li> <li>Improve users' ability to obtain and/or use information resources.</li> </ul>
Project Name/Description	<ul style="list-style-type: none"> <li>The Statewide Database Licensing Project leverages the combined purchasing power of the State's nonprofit public, tribal, academic, K12, research, and hospital libraries to save resources in purchasing subscriptions to a suite of research database products.</li> <li>Off the Page: Downloadable Audiobooks and eBooks assists a wide range of Washington libraries in offering eBooks and downloadable audiobooks to their patrons by providing group purchase opportunities that make these formats more affordable, especially for smaller libraries.</li> </ul>

- The Ask-WA program provides a range of online reference services for Washington residents by creating a network of collaboration and support among libraries through the state.
- Statewide Assistance to Libraries and Technology Services shares WSL staff expertise with libraries throughout the state to reduce local library expenses and increase the capacity of library staff to provide a higher level of service to their communities than might otherwise be possible.
- K20 Library Support and other IT Services develop and provide all users with access to information through reliable high speed Internet connectivity and infrastructure.
- Librarians Supporting Student Success provides library faculty in Community and Technical Colleges (CTC) training on teaching practices and assessment. These faculty will apply what they have learned at their local CTC.



## Section 5. Coordination Efforts

WSL encourages the development of partnerships and the coordination of resources to provide more effective service delivery. In **Exhibit 19** the partnerships WSL is developing are outlined:

### Exhibit 19 WSL Partnerships

Project Area	State Agency/Office Partnership	Approach
Youth Services	<ul style="list-style-type: none"> <li>Department of Early Learning</li> <li>Office of the Superintendent of Public Instruction</li> <li>Washington State University Extension services (4-H)</li> </ul>	<ul style="list-style-type: none"> <li>Serve on committee(s)</li> <li>Explore common interests</li> <li>Participate in OSPI grants</li> <li>Work together on projects and activities to further early learning</li> </ul>
K-12	<ul style="list-style-type: none"> <li>Office of the Superintendent of Public Instruction Washington State Board for Community and Technical Colleges</li> </ul>	<ul style="list-style-type: none"> <li>Explore common interests</li> <li>Work together on projects and activities to further student learning</li> <li>Work together to increase the number of summer reading sites</li> <li>Work together on Open Electronic Resources (OERs)</li> </ul>
Technology Services	<ul style="list-style-type: none"> <li>Washington K-20 Educational Network</li> <li>Education Service Districts (ESDs)</li> <li>Pacific Northwest Gigapop</li> <li>Washington State Broadband Office</li> </ul>	<ul style="list-style-type: none"> <li>Serve on committee(s)</li> <li>Improve broadband and upgrade network services to public libraries residing on the K-20 network</li> <li>Put Washington libraries in position to take advantage of federal funds for broadband expansion and use</li> <li>Contract troubleshooting and other service issues to local ESD</li> </ul>
Workforce Development/Digital Literacy	<ul style="list-style-type: none"> <li>Work Source Washington</li> <li>Washington State Community and Technical Colleges</li> <li>Washington Department of Corrections</li> <li>Washington Service Corps</li> </ul>	<ul style="list-style-type: none"> <li>Serve on committee(s)</li> <li>Explore common interests</li> <li>Work together on activities to further digital literacy and job readiness</li> </ul>
Digitization/Access to Electronic Resources	<ul style="list-style-type: none"> <li>Oregon State Library</li> </ul>	<ul style="list-style-type: none"> <li>Explore common interests for partnering</li> </ul>
Institutional Library Services	<ul style="list-style-type: none"> <li>Washington Department of Corrections</li> <li>Washington Department of Social and Health Services</li> </ul>	<ul style="list-style-type: none"> <li>Work together on activities to further successful reentry into society</li> </ul>

	<ul style="list-style-type: none"> <li>State Board for Community and Technical Colleges</li> </ul>	
Washington Talking Book & Braille Library	<ul style="list-style-type: none"> <li>Washington State School for the Blind (WSSB)</li> <li>Washington State Department of Services for the Blind</li> </ul>	<ul style="list-style-type: none"> <li>Coordination of service</li> </ul>
Ask-WA Virtual Reference Service	<ul style="list-style-type: none"> <li>Washington State Four-Year Universities</li> <li>Washington State Community and Technical Colleges</li> </ul>	<ul style="list-style-type: none"> <li>Cooperative purchasing</li> <li>Coordinated service provision</li> </ul>

WSL will continue to work with other State agencies to coordinate resources, programs, and activities. Where appropriate, WSL will leverage other sources of funding to enhance federal and state investment in areas such as elementary and secondary education, early childhood education, workforce development, and other federal programs and activities that relate to library services.

## Section 6. Evaluation Plan

WSL will develop and conduct the evaluation of the 2023-2027 LSTA plan with guidance from WSL leadership, the assistance of the LCW, and an independent evaluator. The evaluation will be conducted in accordance with LSTA requirements.

The evaluation plan will be inclusive of WSL's statewide programs and initiatives, grants program, activities which are part of its services to the blind and physically handicapped, and activities which are part of its services to residents of state institutions. Potential data sources for the evaluation may include:

- Annual review of the State's LSTA Five-Year Plan as compiled for the LSTA annual reporting process;
- Assessments or surveys that are part of workshops and training programs;
- Anecdotal evidence and personal accounts from partners and library users;
- Baseline surveys, performance measures, and/or benchmarks and follow-up surveys to measure needs and the changes which have occurred;
- Evaluation of grants to libraries including the overall impact of the project, as well as the extent to which individual project objectives were met;
- Focus groups and/or forums that are used to support statewide library development planning or the other activities of the Washington State Library; and
- Outcomes previously gathered.

With the implementation of this plan, the Washington State Library will be positioned to conduct periodic assessments of the various projects and programs underway.

## Section 7. Partner Involvement

WSL gathers information and advice from Advisory Councils, the LCW, community-based and other partners. WSL relies on Advisory councils as integral to the way WSL conducts its business and the thirteen members of the LCW represent distinct facets of the Washington library community. Each year, Library Development asks the LCW to review its proposed work plan for use of the coming year's LSTA funds.

Major ongoing projects such as Statewide Database Licensing, Ask-WA (Virtual Reference), and Downloadable Audiobooks have advisory committees which advise the project manager on policies and direction. Library Development staff uses the methods outlined below to gather information and advice:

- Booths at the library association conferences in the State of Washington. This allows individuals to ask questions and provide feedback in person, and for WSL staff to provide information.
- Statewide groups, such as:
  - Library Leadership Council (directors and deans of 2-year college libraries).
  - Public Library Directors
  - Tribal Librarians Group
  - Washington Library Association
  - Pacific Northwest Library Association
  - Humanities Washington
- Project related site visits.

The State Librarian reports directly to the Deputy Secretary of State, and indirectly to the Secretary of State. Continuous dialog between these partners, the State Librarian, program managers, and Library Development staff provide a rich understanding of the value of LSTA funded projects and activities for our executive managers and other division directors which leads to broad support of WSL.

The State Librarian, Library Development Program Manager and Library Development staff interact daily with members of the library community, including library directors and trustees, on a variety of issues relating to programs funded through LSTA.

Library Development staff compile data on the use of LSTA funds by legislative district and by congressional district. These information sheets are used by agency management and the State Librarian in visits with legislators and members of Congress. They are also made available on WSL's website.<sup>1</sup> The congressional district fact sheets are also available online.<sup>2</sup>

While OFM might not seem a partner, it is the budget arm of the Governor's Office. Through direct interaction with our policy analyst, legislators and legislative staff, WSL provides information relating to LSTA along with other state funded activities.

---

<sup>1</sup> <http://www.sos.wa.gov/library/libraries/projects/factsheets>

<sup>2</sup> <https://www.sos.wa.gov/library/libraries/libDev/publications.aspx#factsheets>.

## Section 8. Communications and Public Availability

This Plan is a component of the WSL Strategic Plan. Library users and their satisfaction with services are a driving force for WSL's operation. WSL relies heavily on formal and informal customer assessment and other feedback to set priorities and to design, deliver, and evaluate programs and services.

WSL leadership believes public policy is enhanced by the involvement of those affected by that policy. As such, WSL will use a variety of methods in sharing and making public the 2023-2027 LSTA Plan and the services that result from it. These methods include:

- Announcing the plan on major library association lists, which include those maintained by the Washington Library Association and its major divisions, Library Leadership Council, and the Association of College and Research Libraries-Northwest Chapter;
- Announcing the plan and activities which result from the plan in WSL presents: News from Washington Libraries online newsletter;
- Posting grant and other announcements on the major library association lists;
- Providing the LSTA Plan to LCW for sharing among its various constituencies;
- Posting the Plan and related documents on the Library's [website](#);
- Using Facebook, Twitter and other social media to further create awareness of the Plan and the projects and activities that follow;
- Using opportunities to offer presentations and exhibits at conferences. WSL typically has a booth at the major conferences for the Washington Library Association at which it provides information about LSTA-funded activities and services. The Washington State Librarian attends twice-yearly meetings of the State's public library directors where she speaks about WSL and LSTA. The Washington State Librarian and/or the Library Development Manager attends the meetings of the Library Leadership Council, i.e., two-year college library deans and directors either in-person or virtually;
- WSL staff members also receive feedback throughout the course of their work, through in-person conversations, phone and e-mail conversations, and via the feedback link on the WSL website, and;
- Other methods of outreach may also be used

## Section 9. Monitoring

Monitoring the implementation of the plan and the success in meeting the various goals listed within the plan will be the responsibility of both WSL staff and LCW.

- Individual programs and projects will be reviewed on an annual basis when developing the LSTA State Programs Report;
- Sub-grants will be monitored by WSL staff on a regular basis using a variety of methods including site visits, review of quarterly reports and final reports, and claims for reimbursement;
- Outcomes and related assessment activities will be developed and implemented as a normal part of project planning and operation;
- Periodic auditing of the federal program and sub-grantees will be conducted by the Washington State Auditor's Office;
- Success in implementing the plan will also be assessed as part of the LSTA Plan five-year evaluation process, and;
- Deviations from the LSTA Plan will be handled by WSL staff in consultation with affected parties and, when necessary, IMLS.

## Section 10. Compliance and Assurances

The following pages contain the required certifications and assurances and are attached to the Plan:

- Assurances for Non-Construction Programs
- State Legal Officer's Certification of Authorized Certifying Official
- Assurance of compliance with Internet Safety requirement



**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF BENJAMIN MILLER,**  
**DIRECTOR OF LIBRARY SERVICES TEAM,**  
**WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION**

Pursuant to 28 U.S.C. § 1746, I, Benjamin Miller, hereby declare as follows:

1. I am a resident of Wisconsin. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. In November 2020, I was appointed as the Director of the Library Services Team (within the Division for Libraries and Technology) for the Wisconsin Department of Public Instruction (DPI).

3. DPI serves as Wisconsin's State library administrative agency and is responsible for empowering Wisconsin libraries to best serve their communities by: overseeing compliance with State law by Wisconsin's school and public libraries and library systems; providing

consulting to all libraries in Wisconsin in a wide variety of areas; and administering state and federal aid to Wisconsin's library systems.

4. As the Director of the Library Services Team, I am responsible for the administration of any State-based or federal funding directed to libraries across Wisconsin.

5. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Institute of Museum and Library Services (IMLS), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. Given my experience, and upon information and belief, Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs on which DPI relies and on which DPI expects to rely in the future, causing significant harm to DPI and the libraries DPI serves across the State.

#### The Museum Library Services Act

7. In 1996, Congress established the IMLS by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act (LSTA), which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

8. IMLS, which administers the LSTA, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A "State library administrative agency"

is an “official agency of a State charged by the law of the State with the extension and development of public library services throughout the State.” *Id.* § 9122(4). DPI is the State library administrative agency in Wisconsin.

9. In order to receive funds under the LSTA, each State library administrative agency must submit to IMLS its five-year state plan, which describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of Wisconsin’s “LSTA Five-Year Plan” is attached.

10. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b), and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

11. Section 9141 provides that:

Of the funds provided to a State library administrative agency under [20 U.S.C. § 9123] section such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals’ needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3)

(A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

The Institute of Museum and Library Services' Impact in Wisconsin

12. In Federal Fiscal Year (FFY) 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. Wisconsin received \$3,230,831.00, which represents the Federal share of the activities in the approved plan, totaling 66 percent.<sup>1</sup>

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here:  
<https://www.imls.gov/sites/default/files/2024-04/imls1stastateallotmenttablefy2024.pdf>.

13. DPI uses these federal funds to support many of its programs, including: workforce development training for public library staff; summer reading, including resources and support for all ages; all-age literacy; training and collaboration between public library staff serving youth and school media specialists; interlibrary loan via the “WISCAT” statewide catalog; cooperative cataloging for public library systems; digital access to digital resources; and creation of Wisconsin’s “Internet Discount Finder”. DPI also supports innovation and collaboration between libraries and public library systems which has led to the development of self-sustaining programs like the “Wisconsin Public Library Consortium Digital Library”. DPI staff funded by these federal funds also provide consulting to libraries across Wisconsin on topics such as youth services, inclusive services, literacy for all ages and library administration and policy, in addition to specific school library media services. IMLS-funded projects have resulted in the development of resources for public and school libraries including: library trustee and director administrative handbooks; a public library system merger guide; a public library staff compensation report; a statewide data landscape study report; and library space planning and facilities management tools.

14. Wisconsin also uses these federal funds to pay the salaries of 16.1 full-time employees.

15. In addition to administering federal funding to States, IMLS also provides the following programs and services: the collection of nationwide data, which libraries and State library administrative agencies use to compare and better understand their communities and address their libraries’ emerging issues and changing service needs; and funding for Wisconsin’s tribal nation libraries to develop and enhance library services for American Indian communities.

16. DPI’s budget for DPI’s fiscal year has relied on receiving \$3,230,831.00 in IMLS funds and DPI made plans and allocated funding for staffing who execute statutorily-required

services and who provide consulting services for all libraries in areas including youth services, continuing education, workforce development and building spaces projects. DPI also, based on the anticipated receipt of Federal funding promised, made plans and allocated funding for grants which support: core public library system services support; cooperative cataloging projects; professional learning opportunities for public library staff; collaborative data projects; “WebJunction” professional learning support; backup and digitized materials archives collaboration projects; and teen internship pilot programs.

17. DPI relies on annual funding from IMLS to fund staff positions that provide consulting, access to state digital resources, and efficiencies for collaborative programs that benefit libraries and residents across the State. DPI also utilizes IMLS funding for grant programs to public library systems used to provide direct services to Wisconsin residents. Those grants are in service of the three goals within Wisconsin’s “LSTA Five-Year Plan”: cultivating connections and collaborations with other libraries, organizations, and stakeholder groups in order to engage community members, address challenges, maximize strengths, and implement impactful, scalable ideas; providing easy access to residents to information, tools, resources, people and spaces to make learning, exploration and discovery possible for all individuals and communities statewide; and equipping library staff with tools and support to serve the needs of their communities.

18. Upon information and belief, any pause in DPI’s federal funding would result in the loss of 16.1 DPI staff positions, leaving only 2.9 full-time employees to fulfill all statutorily-required library functions. A staff reduction like this would lead to a delay, or total discontinuation, of services to the 467 public libraries in Wisconsin and of services provided directly to Wisconsin library users, such as the interlibrary loan program, which saw 15 million materials loaned between

libraries in 2023. Public libraries would lose consulting services on youth services, continuing education, workforce development, games and learning and adult services.

19. If DPI does not receive its expected FFY 2024 reimbursement, DPI will be unable to pay grants already awarded. Such a loss of funding would result in libraries with grant-funded projects either having to take on unexpected costs or abandon those projects/programs. Upon information and belief, the loss of this funding would also result in the termination of support to Badgerlink, Wisconsin's online library and the process would begin to terminate the 16.1 full-time employees of DPI providing services to public libraries.

20. DPI and its staff are strong fiscal stewards; in fact, the staff was awarded the 2023 Francis Keppel award for "excelling in the completeness, promptness, and high quality of local public library data". IMLS recognized Wisconsin for expending American Rescue Plan Act funding down to the penny in response to the Covid-19 pandemic. Wisconsin has consistently received praise from IMLS for completing annual state program reports in a timely and efficient manner, according to the required format.

21. Upon information and belief, for FFY 2025, DPI would expect to receive disbursements/reimbursements of dollar amounts similar to last FFY's allotments under our current Federal awards.

22. DPI expects to receive its next disbursement/reimbursement of IMLS funds on April 22, 2025. If DPI does not receive such disbursements/reimbursements, DPI will freeze its grant program, wind down all non-statutory program activities, and reduce or dismiss Library Services staff funded through LSTA funding.

23. In addition to funds, DPI's Library Services staff utilize the data collected by IMLS, as well as reports and studies generated by the IMLS National Leadership grant and Laura Bush



21st Century librarian programs, to inform best practices and consulting services provided to Wisconsin public and school libraries and public library systems.

24. Without the data provided by IMLS annual surveys and IMLS-funded research into library services and best practices, DPI and Wisconsin's school and public libraries and public library systems would lack the information they need for effective future planning, program development, and innovation to meet the changing information needs of Wisconsin's residents.

25. Terminating LSTA funding already allocated to Wisconsin and possibly ending future LSTA funding will irreparably harm Wisconsin's libraries and the communities they serve. In particular, and upon information and belief, rural libraries and tribal nation libraries dependent on this funding and services from IMLS project will likely be forced to close, as they have limited financial options. Upon information and belief, potential program cuts in libraries across the state will result in students without summer reading programs or unemployed residents without the resources they rely on to improve job readiness and help find them new employment. Upon information and belief, without statewide programs like the "WISCAT Interlibrary Loan Platform" and interlibrary loan services, public libraries will struggle to provide access to the materials their residents need for education, small business support, and recreation. Further, and upon information and belief, public library systems will be forced to reduce services such as interlibrary delivery and professional learning opportunities. Libraries are the centers of our communities. The loss of federal funding will force libraries to cut back on programs and services that offer life-changing opportunities to the citizens of Wisconsin.

26. On March 31, 2025, DPI received the below email from the IMLS advising that all of its staff members were going to be placed on administrative leave, effective immediately.

**From:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Sent:** Monday, March 31, 2025 2:39 PM  
**To:** Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
**Cc:** Dennis Nangle <[DNangle@imls.gov](mailto:DNangle@imls.gov)>; Madison Bolls <[MBolls@imls.gov](mailto:MBolls@imls.gov)>; Cindy Boyden <[CBoyden@IMLS.gov](mailto:CBoyden@IMLS.gov)>; Laura McKenzie <[LMcKenzie@imls.gov](mailto:LMcKenzie@imls.gov)>  
**Subject:** all IMLS staff going on administrative leave today

**EXTERNAL SENDER: Do not open attachments or click on links unless you recognize and trust the sender.**

**TO: Chief Officers and LSTA Coordinators**

Within the last hour IMLS received word that all staff are going to be placed on administrative leave, effective today. We will not be able to work or respond to your emails, and we don't have any information about future timelines related to this action.

Please share with other staff as appropriate, and please know how much we appreciate you and your work.

**Teri DeVoe**

Associate Deputy Director, Grants to States  
Institute of Museum and Library Services  
955 L'Enfant Plaza North, SW, Suite 4000  
Washington, D.C. 20024  
P: 202-653-4778  
[Website](#) | [LinkedIn](#) | [Facebook](#)

27. On March 31, 2025, DPI also received the below statement from AFGE Local 3403 on the status of Museum and Library Services, advising that “[t]he status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.”



**A Statement from AFGE Local 3403 on the Status of the Institute of Museum and Library Services**

Earlier today, the Institute of Museum and Library Services notified the entire staff that they are being placed on administrative leave immediately. The notification followed a brief meeting between DOGE staff and IMLS leadership. Employees were required to turn in all government property prior to exiting the building, and email accounts are being disabled today. Museums and libraries will no longer be able to contact IMLS staff for updates about the funding they rely upon.

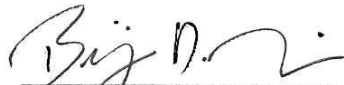
In the absence of staff, all work processing 2025 applications has ended. The status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.

28. Because there is no staff to administer the Grants to States program, Wisconsin is unable to ascertain the status of receiving the 2025 Grants to States Award as expected by April 22, 2025, which will cause immediate and irreparable harm to Wisconsin and its libraries.

29. Upon information and belief, due to immediate placement of all IMLS staff on administrative leave, Wisconsin will suffer the harms described throughout this Declaration, specifically those described in paragraphs 18-19, 22, 24 and 25. Further, in the total absence of ability to consult with IMLS staff on matters of comparative data, research and grant guidance, DPI's response to libraries across the state will be delayed and the scope of services DPI's

consultants and other staff are able to provide to those libraries will be significantly reduced. These delays and reduction in services will cause harm to Wisconsin and its libraries.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Sauk City, Wisconsin.

  
\_\_\_\_\_  
Benjamin Miller

## **EXHIBIT A**



# **LSTA Five-Year Plan**

---

## **Wisconsin Department of Public Instruction LSTA Five-Year Plan (2023-2027)**

**Plan commissioned by:  
Division for Libraries and Technology (DLT)**

**Plan document prepared by:  
Melissa McLimans & Laura Damon-Moore  
Library Strategists & Consultants  
WiLS  
June 2022**



<b>Introduction</b>	<b>2</b>
<b>Needs Assessment</b>	<b>3</b>
Introduction	3
Evaluation Report Review	4
Complementary Data Sources and Advisory Input	5
System Director Meetings	5
American Rescue Plan Act (ARPA) Focus Groups	5
Public Library System Redesign (PLSR) Documentation	6
Statewide Strategic Planning Themes	6
School Library and Media Specialist Conversation	6
Data Analysis	6
Plan for Ongoing Needs Assessment	7
<b>Goals</b>	<b>7</b>
Introduction	7
Goal I	8
Background/description	8
Needs	8
Projects	9
Goal II	11
Background/description	11
Needs	11
Projects	12
Goal III	14
Background/description	14
Needs	14
Projects	15
<b>Coordination Efforts</b>	<b>16</b>
Crosswalk	17
<b>Evaluation Plan</b>	<b>20</b>
<b>Stakeholder Involvement</b>	<b>20</b>
<b>Communication and Public Availability</b>	<b>20</b>
<b>Monitoring</b>	<b>21</b>
<b>Assurances</b>	<b>21</b>



## Introduction

The Department of Public Instruction (DPI) is the Wisconsin state agency, which serves to advance public education and library services. The DPI functions as Wisconsin's State Education Agency (SEA) and State Library Administrative Agency (SLAA). As part of the DPI's Division for Libraries and Technology (DLT), the Library Services Team's mission is to *empower Wisconsin libraries to best serve their communities*. To achieve this mission, the Library Services Team uses state and federal funds to offer a range of services for public, school, academic, tribal, and special libraries in Wisconsin.

The Library Services Team carries out its mission of empowerment using the following values as lenses to inform their work:

- Providing vision on library issues, topics, and emerging trends.
- Facilitating connections so libraries can do more together.
- Working to acknowledge unique perspectives to best meet the needs of all.
- Supporting libraries in their efforts to encourage curiosity and new ideas, allowing them to overcome barriers and solve problems.

The Library Services Team values unique perspectives and believes listening to all voices is critical in its mission to empower libraries to best serve their communities. The Library Services Team knows that a more diverse, representative library workforce is critical to ensuring that a wide range of voices are driving library work in the state, and that the team must work to increase and support a more diverse workforce. Diversity includes race, as well as language spoken, age, ability, and more. The 2023-2027 Five-Year Plan will allow the Library Services Team to listen, learn, and respond as it uses Library Services and Technology Act (LSTA) funding to create a more equitable reality of services and resources accessible for libraries and for all Wisconsin residents.

Stakeholder feedback is central to the allocation of resources provided to support libraries throughout Wisconsin. The Library Services Team considers library organizations of all types, as well as the staff that work in and with those organizations, to be the primary stakeholders of the team's work. The Library Services Team works closely with school and public library stakeholders to conceptualize LSTA grant categories and implement projects. In addition to specific projects, the team's ongoing priorities most closely tied to LSTA are listed below:

- **BadgerLink** is Wisconsin's online library, providing Wisconsin residents with a foundational collection of licensed electronic database resources, augmenting those available through K-12 schools, public libraries, public and private universities and technical colleges, medical and health-care facilities and practitioners, and state agencies. BadgerLink databases are

funded through the Wisconsin Biennial Budget, but LSTA funds the technology services and staff that make the resources available to users.

- **Public Library Development Consultants** provide leadership, expert assistance, planning, coordination, and funding management for the improvement of library systems and public libraries so Wisconsin residents will have convenient and equitable access to knowledge and information resources.
- **School Libraries** receive LSTA funds to augment the work done by the School Library Education Consultant through collaborative projects between school and public libraries to bolster eBook collections available to students and facilitate information sharing at the regional, state, and national level.
- **WISCAT/ILL** is a resource sharing tool that can be used by Wisconsin libraries of all types and sizes to locate materials for interlibrary loan (ILL), as well as a cost effective method by which libraries can convert their collections to the MARC bibliographic standard for use as the basis of local automation projects.
- **Wisconsin Digital Archives** is a full-text digital collection of Wisconsin state documents that preserves and makes available a record of major state government programs. The Library Services Team manages the digital preservation technology, makes the collection discoverable through OCLC, WISCAT, Recollection Wisconsin, and the Digital Public Library of America (DPLA), coordinates collection development, and adds digital content to electronic catalog records.

## Needs Assessment

### Introduction

A process of evaluation and data analysis occurred in 2021 to assess progress on Wisconsin's 2018-2022 Five-Year Plan, and to gather input and ideas to inform the 2023-2027 Five-Year Plan. Qualitative and quantitative data were gathered through a mixed methods approach to evaluate the state's current plan, including feedback on the Library Services Team's progress in meeting the 2018-2022 LSTA goals. The resulting data sets used in the evaluation process were also used in planning for the 2023-2027 Five-Year Plan. Additional information to inform the 2023-2027 Five-Year Plan was gathered through intentional, forward-looking stakeholder engagement. Existing complementary datasets were also provided to the Library Services Team, in an effort to further include diverse voices and to avoid duplicating previous information gathering efforts.

## Evaluation Report Review

The evaluation process utilized a mixed-method design that pulled data from a variety of sources to create a holistic picture of the 2018-2022 Five-Year Plan's strengths and challenges. These data sources included:

1. the State Program Report (SPR) data;
2. LSTA budgetary data for FFY 2018, 2019, and 2020;
3. focus groups with stakeholders across the state;
4. a statewide survey disseminated electronically to library staff; and
5. interviews with select Library Services Team staff.

When taking a comprehensive look at the 2018-2022 Five-Year Plan, stakeholders perceived the goals as broad and in alignment with their own work at individual libraries and organizations. Participants indicated the goals felt relevant, timely, and flexible enough to weather the unexpected and unprecedented COVID-19 pandemic and its impact on communities. The strengths of the current plan were especially clear in the activities under Goals 1 (Technology), 2 (Resource Sharing), and 3 (Leadership Capacity). While these goals were broad and expansive, clear outputs to indicate achievement were identified.

Goals 4 (Community Engagement) and 5 (Inclusive Services) made significant progress and resonated strongly with stakeholders as being of high importance and in alignment with initiatives at organizations and in communities across the state. However, stakeholder feedback suggested it might be difficult to measure success in the areas of Community Engagement and Inclusive Services. Many participants indicated the focus areas of these goals are more about learning and implementing continuous processes and approaches to their work, rather than representing a clear endpoint for achievement.

A challenge associated with fully achieving Goal 4 (Community Engagement) was the data utilization component. Survey participants rated the data-utilization objective lowest in terms of movement towards full achievement, and focus groups identified opportunities for growth in the area of increasing data capacity for libraries.

With regards to Goal 5 (Inclusive Services), the primary area of challenge was due specifically to the goal's wording. Because of the specific metric mentioned in the goal language of "increased participation of youth and under-represented populations," the lack of end-user baseline data on participation in these activities made it difficult to assess if these opportunities moved the needle towards a higher level of participation.

**View the complete Evaluation Report.**

## **Complementary Data Sources and Advisory Input**

In addition to the extensive evaluation of the 2018-2022 Five-Year Plan, which included future-facing questions about various needs and priorities of stakeholders, the Library Services Team reviewed additional data sets to help ensure the 2023-2027 Five-Year Plan was stakeholder-driven.

These data sources included:

### **System Director Meetings**

Wisconsin's library ecosystem includes sixteen public library systems, each with a director. This data set comprised notes from regular public library system director meetings and included themes and ideas that were largely future-facing in terms of near- and long-term priorities and needs.

### **American Rescue Plan Act (ARPA) Focus Groups**

The 2023-2027 Five-Year Plan process occurred at the end of information gathering, mainly through focus groups, with stakeholders related to the use and disbursement of ARPA grants. This process included broad engagement with public libraries and public library systems, and had a special focus on digital resources and information technology. Current and future needs of communities were discussed in depth. This data set comprised notes from group discussions as well as collaborative JamBoards with comments and ideas from focus group participants.

### **Public Library System Redesign (PLSR) Documentation**

Since 2016, Wisconsin has engaged in a long-term redesign effort related to public library systems across the state. The Library Services Team referenced information from throughout the PLSR project including workgroup system service model information, supporting rationale for the [PLSR Steering Committee recommendations](#), and information gathered during the Team's implementation efforts in 2020 and 2021. Broad engagement in a variety of settings is ongoing with public libraries, library systems, and students in Library and Information Studies graduate degree programs. The focus of these conversations is largely future-facing. This data set included documentation of PLSR implementation activities and overall redesign recommendations.

## **Statewide Strategic Planning Themes**

Themes and priorities were identified during approximately 30 strategic planning processes for libraries and library systems over a period of 8-10 years (planning years from 2019 - 2027) and compiled to create a data set. The strategic planning processes were completed by LSTA Plan Consultants for a wide variety of public libraries and library systems, with varying service populations, community demographics makeup, and geographic distribution around the state. The themes and priorities in this data set were anonymized and reflect broad future-facing community priorities and needs.

## **School Library and Media Specialist Conversation**

School library and media specialists were identified as a key stakeholder group during the new Five-Year Plan development process. The LSTA Plan Consultants attended a standing, statewide virtual networking meeting of school library and media specialists in order to ensure these important partner voices were contributing to the 2023-2027 Five-Year Plan. This data set included notes taken during a facilitated conversation, as well as participant comments and ideas gathered in response to posed questions. Participants were invited to follow up with additional ideas and comments after the meeting.

## **Data Analysis**

The Library Services Team utilized a collaborative theme analysis approach to identify and articulate overarching themes emerging from the data related to stakeholder and community priorities and resource gaps. Following the theming work by the Library Services Team, the LSTA Plan Consultants collated the themes to streamline similar concepts.

The following priorities and needs were documented and collated:

- Access to lifelong learning opportunities, technologies, and tools
- Collaboration between libraries and within communities
- Scalability and capacity
- Marketing and communications
- Staffing and professional development
- Resource sharing
- Innovation
- Ongoing data tracking and assessment

## Plan for Ongoing Needs Assessment

To ensure the 2023-2027 Five-Year Plan remains relevant and responsive to the needs and priorities of libraries and their communities, the Library Services Team plans to perform ongoing needs assessment, using touchpoints that will be built into their project plans in addition to the coordinated input periods that are part of the budget planning annual calendar. These touchpoints include processes to continuously engage stakeholders to learn about needs and develop activities to meet those needs; determine appropriate evaluation plans and regular data gathering and assessment; and obtain input on the best approaches for implementing the activities.

An annual overall LSTA program cycle evaluation will be implemented each year. Feedback from stakeholders will be incorporated into the budget development process, which will include ongoing assessment of current spending. The following annual schedule will ensure full and active stakeholder engagement in the Five-Year Plan and clear communication:

- Fall: Library Services Team staff receive feedback from stakeholders on needs
- Winter: Draft budget created using stakeholder feedback and grant details finalized
- Spring: The Library Services Team finalizes the grant budget and publishes guidelines outlining specific requirements for subawards
- Summer (goal of July 1): Subaward performance period begins

## Goals

### Introduction

Wisconsin's goals for the 2023-2027 Five-Year Plan are listed in order of priority. All goals reflect the needs of Wisconsin residents, but the first goal has the broadest reach directly addressing the needs and priorities of the people of Wisconsin, especially those that use libraries and library resources. The second goal focuses on Wisconsin's multitype libraries and the people who make up the library workforce across the state. The first two goals build to the third goal centering on partner organizations and institutions around the state. While each goal focuses on a vital aspect of the Wisconsin landscape, the order of the LSTA goals demonstrates the Library Services Team's priority commitments to residents in the state.

### Goal I

*Wisconsin residents have easy access to information, tools, resources, people, and spaces to make learning, exploration, and discovery possible for all individuals and communities statewide.*

## Background/description

Through the projects within Goal I, the Library Services Team will ensure Wisconsin residents, including IMLS target audiences, can connect through their libraries with information, tools, spaces, and people with as few barriers as possible. A robust and well-supported network of people and resources will help ensure this is and continues to be possible and straightforward for libraries of all kinds and sizes.

IMLS Focal Areas: Lifelong Learning, Information Access, Human Services, Economic and Employment Development

## Needs

Goal I was developed in response to the following statewide needs identified during the needs assessment and data analysis: innovation; access to lifelong learning opportunities, technologies, and tools; scalability and capacity; resource sharing; collaboration between libraries and within communities; ongoing data tracking and assessment; and inclusive services.

The overarching needs demonstrating the urgency of this goal were clearly shown by the needs assessment. The comment below from a focus group participant is one of many to spotlight the importance of LSTA-funded projects and activities for libraries to effectively work within and support their communities:

*Comparing the current [LSTA Five-Year] plan to our [library's] strategic plan, I can definitely see matches especially when it comes to technology and resource sharing; when it comes to our wish to improve access to Wi-Fi and what's, you know, available through LSTA grant funding. Helping reduce [the] digital divide is just one of our library goals. Resource sharing has been wonderful because that has allowed us to use the funds in different ways..., and then our purchases are able to be more targeted specifically to our residents.* (Comment has been edited for length and clarity.)

Focus group participants highlighted a number of tools and platforms the Library Services Team was able to provide due to LSTA funding, including BadgerLink, WISCAT, and Beanstack. One participant noted that the addition of Beanstack meant funds were freed up to support other local priorities. Another made the following comment about BadgerLink:

*I don't know that a lot of my smaller academic library colleagues will be able to hack it without BadgerLink. So I think it's been a tremendous resource for many of us across systems, and to have that available to our students. I think public libraries probably don't even know that we use it at the academics, but we rely heavily on BadgerLink.* (Comment has been edited for length and clarity.)



As Library Services Team staff met with public library and library system staff to understand community needs prior to ARPA grant distribution, participants made it clear that the state agency should be focused on supporting library services that meet the needs of communities. Focus group participants saw the need for libraries that are “safe spaces to be,” that serve “patrons with complex concerns,” and that connect Wisconsin residents with critical resources, from social services to workforce development.

The importance of ensuring access to libraries and library resources is inclusive of all residents in Wisconsin, particularly historically marginalized groups, bore out in the survey responses to Q15. The groups that respondents felt should be most prioritized included: individuals with limited functional literacy or information skills (72%); individuals living below the poverty line (71%); and ethnic or minority populations (65%).

Survey respondent priorities are often reflected in state demographics. According to the [2020 American Community Survey 5-Year Estimates](#) from the U.S. Census, over 11% of Wisconsin's population is living in poverty, with 14.2% of children living in poverty. Though Wisconsin has fewer people at or below a level 1 literacy rate than national averages, according to the [National Center for Education Statistics](#), the state has an estimated 15% of its population at or below this level, meaning a significant portion of the state's adult population is at a level that “can be considered at risk for difficulties using or comprehending print material.”

## **Projects**

Project 1.1: Support and enhance platforms, technologies, and practices necessary to improve access to library resources.

Activities to implement this project include:

- Platforms and support for statewide ILL services, electronic database resources, and state government document access.
- Efforts to research, plan, pilot, and implement regional and statewide technological and collaborative efforts that enhance and expand resident access to and discovery of physical and digital library content, information, and resources.
- Improvements to the safe use and modernization of library spaces to better meet the needs of library users and staff.
- Support for efficient and effective delivery of physical library materials between libraries throughout the state.

Project 1.2: Provide resources and supportive learning opportunities that empower learners of all levels to increase literacy skills of all types through training and education.

Activities to implement this project include:

- Promotion of statewide content and databases that support different literacies for diverse populations.
- Support for libraries' efforts to help residents find quality and secure internet service to support their access to online resources and services.
- Increase accessible materials available to all library users.
- Support for statewide digital library platforms and collection development.
- Provide funding support of tools, training, and resources that increase access to and use of reading literacy opportunities for library users from birth through high school.
- Support for efforts to improve adult literacies and workforce skill development.

Procedures used to carry out project activities for Goal I: Library Services Team staff leadership, consultation, management, and support of the platforms and services described above will be critical to the effective implementation of project activities. In addition, the Library Services Team will be responsible for procuring and maintaining the different platform and software service needs, and will facilitate collaborative platform and service participation and oversight. Other procedures employed include collaborative projects that develop scalable discovery and access improvements, and cooperative purchasing of technology and resources.

Benefits or outcomes expected for Goal I: Local, regional, and statewide library resources, content, technology, and information are accessible to all Wisconsin residents to improve their opportunities to gather and gain knowledge, skills, and information.

How SLAA will use federal funds to assist in meeting Goal I: The funding will be used for Library Services Team staff time and in support of state-managed research, planning, platforms, and projects. The funding will also be used to provide subawards to eligible library stakeholders and partners.

Timeline: The timeline for Goal I's projects and associated activities is the duration of the 2023-2027 Five-Year Plan.

## **Goal II**

*Wisconsin library staff are equipped with tools and support to serve the needs of their communities.*

### **Background/description**

Through the projects within Goal II, the Library Services Team will work closely with the Wisconsin library stakeholders to continuously assess their needs and advocate for and provide appropriate

resources and opportunities so libraries can, in turn, effectively and confidently support their communities, especially IMLS target groups, now and into the future.

IMLS Focal Area: Institutional Capacity

## Needs

Goal II was developed in response to the following statewide needs identified during the needs assessment and data analysis: staffing and professional development; scalability and capacity; ongoing data tracking and assessment; and inclusive services.

Institutional capacity, staff training, and professional development opportunities were a primary theme among focus group participants during the evaluation process. One participant noted, "...we are struggling as the library is evolving, and it's evolving pretty rapidly" and another participant shared:

*We have appreciated the staff development. We have a small staff, it's difficult, for where we are regionally, to send people to leadership academies and things like that. [I appreciate] the support for [staff] development. The Wild Wisconsin Winter Web conferences and things like that have been very helpful. The statewide support for the Ryan Dowd homelessness training has been invaluable to our library. (Comment has been edited for length and clarity.)*

Focus group participants shared wide support of training to ensure their workforce and boards are ready to serve the public. Examples of educational opportunities that supplied this training included Wild Wisconsin Winter Web Conference, New Director Bootcamp, Trustee Training, and Compassion Training.

Institutional capacity was identified by LSTA survey respondents as the most critical focal area for the 2023-2027 Five-Year Plan to address, with 74% of respondents saying it should "Definitely Be Prioritized." Additionally, among survey respondents, 94% consider Library Workforce a group that should "Definitely Be Prioritized" (61%) or "Maybe Be Prioritized" (33%) in Wisconsin in the 2023-2027 Five-Year Plan.

School library and media specialists indicated in their focus group and other input channels that staffing support and training, especially for para-educators and library support staff, are critical priorities. Opportunities to network with peers across the state are also important for this group, evinced by comments such as the following from a focus group participant:

*These [school library media specialist] meetings are very informative and great for connections with a role that is very different across schools and districts.*

One of the biggest needs articulated by stakeholders, including school media specialists and participants in the evaluation focus groups, was having healthy and appropriately staffed libraries. Many attendees noted ongoing difficulties hiring and retaining staff. One participant shared:

*I think part of the issue we're having right now is staffing. And everybody's just so overwhelmed. I've done some of the compassion, resilience training here just in my own library with our staff. But, we just have to come up with a better way to make it more accessible. We have libraries that would like to be able to do it but they just don't. They don't have the time.* (Comment has been edited for length and clarity.)

Organizational health, including staff and trustee training, recruitment, and retention was a common theme that came through in the analysis of statewide strategic planning themes. Additionally, stakeholders noted healthy relationships between public libraries and their trustees, and/or between library media specialists and school administrators, were critically important. As one school media specialist stated, “library staff challenges include training library support staff and advocating for adequate pay/compensation to keep them.” This sentiment was echoed by almost all participants.

## **Projects**

Project 2.1: Support the recruitment and retention of library staff, including administrative, professional, and support roles, reflecting their diverse communities.

Activities to implement this project include:

- Research studies to collect data about library staff compensation and composition, and library board participation across the state to provide a basis for improving recruitment, retention, and diversity.
- Development of tools, resources, and professional connections to aid the development and recruitment of qualified and diverse library staff, such as improved job description templates for library boards and standardized exit surveys for library directors.

Project 2.2: Provide consulting, training, tools, and resources that increase access to, awareness of, and use of professional learning opportunities and statewide platforms and databases.

Activities to implement this project include:

- Outreach and training to library staff and partners to increase awareness and use of resource sharing and content platforms, including BadgerLink, Wisconsin’s Digital Archive, and WISCAT.

- Provide and support professional learning, certification, and access to professional resources and information, including library board of trustees training and support, and new library director support.

Project 2.3: Develop and increase library staff's access to, awareness of, and use of data, resources, and tools for library service and administrative decision making and planning.

Activities to implement this project include:

- Develop data tools and dashboards for libraries to more effectively use annual report data, statewide library services data, and other data sets that support library service planning and decision making.
- Facilitate the development of data expertise across the state to provide state, regional, and local access to expertise, training, mentorship, and collective research of common issues and trends.

Procedures used to carry out project activities for Goal II: Library Services Team will provide leadership, consultation, management, and support for professional learning and staff recruitment and retention resource development. There will be cooperative purchasing of professional learning tools and resources. The Library Services Team will coordinate and/or facilitate data collection, research, analysis, and resource and tool development.

Benefits or outcomes expected for Goal II: Libraries have the qualified staff they need that best reflect their communities. Library staff are more equitably able to access professional learning opportunities, have increased awareness of and ability to use available resources and services from the state, and are able to more effectively provide planning and leadership for their libraries.

How SLAA will use federal funds to assist in meeting Goal II: The funding will be used for Library Services Team staff time and in support of state-managed research, planning, and projects. The funding will also be used to provide subawards to eligible library stakeholders and partners.

Timeline: The timeline for Goal II's projects and associated activities is the duration of the 2023-2027 Five-Year Plan.

### **Goal III**

*Wisconsin libraries cultivate connections and collaborations with other libraries, organizations, and stakeholder groups in order to engage community members, address equity challenges, maximize strengths, and implement impactful, scalable ideas.*

## Background/description

Through the projects within Goal III, the Library Services Team will facilitate opportunities for people in the Wisconsin library community to come together to efficiently problem-solve and build on existing assets and strengths. Libraries will work together to address imbalances in the provision and availability of library services across the state and to build capacity. Additionally, projects within this goal will support and help activate connection and collaboration between libraries and community partners, including institutions, organizations, and individuals.

IMLS Focal Areas: Institutional Capacity; Civic Engagement

## Needs

Goal III was developed in response to the following statewide needs identified during the needs assessment and data analysis: collaboration between libraries and within communities; scalability and capacity; ongoing data tracking and assessment; innovation; community engagement; and inclusive services.

In order to meet the stated needs of Wisconsin residents and the libraries that serve them, methods to improve capacity, reduce duplication of effort, and increase efficiency are required. One stakeholder articulated the following in a focus group:

*I see there are redundancies in the ways that certain libraries and service agencies can offer assistance to people in crisis in their areas. [What's needed is] better communication and more organization between these groups, so then people are not just wasting time and resources. (Comment has been edited for length and clarity.)*

As described in more detail in the [Evaluation Report Review](#), Wisconsin library staff feel concepts and values such as community engagement and inclusive services are approaches to the work they continuously do, rather than a goal with a clear and measurable endpoint. Their appreciation for tools such as the Inclusive Services Assessment and Guide, and collaborative community learning opportunities like the Wisconsin Libraries Transforming Communities cohort, was very much in evidence in the focus groups:

*One of the big things I was directly in was the WLTC or Wisconsin Libraries Transforming Communities [cohort] as part of that community engagement piece. And that has been extremely successful for us. And from what I know from that cohort, the other libraries that were involved have also seen an increase in engagement and success with community members and community projects because it wasn't just like a library thing. (Comment has been edited for length and clarity.)*

Focus group members saw the benefits of working closely with partner organizations and institutions within their own communities, from both a capacity standpoint and to connect intentionally with community members. They also saw the benefit of dedicating time and resources to collaborative efforts with others in the statewide library community, for example, related to the PLSR initiative and the goals and action items generated during that process.

Other data and information, including the 2019-2021 Council on Library and Network Development Biennial Report on Wisconsin Libraries and the notes from weekly meetings between the Library Services Team and public library system directors, shows that PLSR recommendation implementation, especially those directly tied to collaboration and capacity building, continues to be a priority for Wisconsin public libraries and library systems.

## **Projects**

Project 3.1: Support and cultivate regional, statewide, and national collaborations and network development that drive innovation, development of shared services, professional support, and promotion of best practices.

Activities to implement this project include:

- Provide leadership and resources for the continued improvement of the foundational supports for public library systems. Possible examples include a number of the PLSR recommendations including system merger guide development and system standards development.
- Support Wisconsin library stakeholder developed, led, and coordinated collaborations and networking efforts, connections, and convenings. Groups include school library workgroups, the Council on Library and Network Development, system director meetings, the City Library Collective, and more.
- Represent Wisconsin library interests and needs within various national networks and groups.

Project 3.2: Increase the capacity of libraries to build local collaborations, foster inclusion, and engage their communities to understand local needs and priorities.

Activities to implement this project include:

- Support of inclusive services, for example through consulting and the Inclusive Services toolkit.
- Support of community engagement efforts through consulting and support of projects such as the Library as Centers for Community Resiliency Projects evaluation and recommendations guide.



Procedures used to carry out project activities for Goal III: Library Services Team staff will provide leadership, consultation, management, planning, and support for collaboration and network development. The Library Services Team will offer support for collaborative projects and related training. When appropriate, the Library Services Team will assist with cooperative purchasing activities for this goal area.

Benefits or outcomes expected for Goal III: Libraries are more aware of partnership opportunities and strategies to engage community organizations and stakeholders. Collaborations and network development among library stakeholders and the communities they serve increase efficiency and effectiveness of library services and programs. Through partnerships, libraries and community organizations innovate to best serve their communities.

How SLAA will use federal funds to assist in meeting Goal III: The funding will be used for Library Services Team staff time and in support of state-managed research, planning, and projects. The funding will also be used to provide subawards to eligible library stakeholders and partners.

Timeline: The timeline for Goal III's projects and associated activities is the duration of the 2023-2027 Five-Year Plan.

## **Coordination Efforts**

Where appropriate, the Library Services Team partners with other state agencies to coordinate resources, programs, and activities. The Library Services Team leverages federal and state investment to complement, but not duplicate, the efforts of other agencies in elementary and secondary education, early childhood education, workforce development, and other federal programs and activities as they relate to library services.

## **Crosswalk**

A crosswalk mapping each goal to the IMLS focal area(s) and associated projects to the IMLS intent(s) may be found on the following pages.

State Goal	IMLS Focal Area(s)	IMLS Intent(s)	Associated Project(s)
Wisconsin residents have easy access to information, tools, resources, people, and spaces to make learning, exploration, and discovery possible for all individuals and communities statewide.	Lifelong Learning, Information Access, Human Services, Economic and Employment Development	Improve users' ability to discover information resources; Improve users' ability to obtain and/or use information resources; Improve library's physical and technology infrastructure	Support and enhance platforms, technologies, and practices necessary to improve access to library resources.
		Improve users' general knowledge and skills; Improve users' ability to use and apply business resources; Improve users' ability to use resources and apply information for employment support; Improve users' ability to apply information that furthers their personal or family finances; Improve users' ability to apply information that furthers their personal or family health and wellness; Improve users' ability to apply information that furthers their parenting and family skills; Improve users' ability to use and apply business resources; Improve users' formal education	Provide resources and supportive learning opportunities that empower learners of all levels to increase literacy skills of all types through training and education.
Wisconsin library staff are equipped with tools and support to serve the needs of their communities.	Institutional Capacity	Improve the library workforce; Improve library operations	Support the recruitment and retention of library staff, including administrative, professional, and support roles, that reflect their diverse communities.
		Improve the library workforce; Improve library operations	Provide training, tools, and resources that increase access to, awareness of, and use of professional learning opportunities, and statewide platforms and databases.
		Improve the library workforce; Improve library operations	Develop and increase access to, awareness of, and use by library staff of data, resources, and

			tools for library service and administrative decision making and planning.
Wisconsin libraries cultivate connections and collaborations with other libraries, organizations, and stakeholder groups in order to engage community members, address equity challenges, maximize strengths, and implement impactful, scalable ideas.	Institutional Capacity, Civic Engagement	Improve the library workforce; Improve library operations	Support and cultivate regional, statewide, and national collaborations and network development that drive innovation, development of shared services, professional support, and promotion of best practices.
		Improve the library workforce; Improve library operations; Improve users' ability to participate in their community; Improve users' ability to participate in community conversations around topics of concern	Increase the capacity of libraries to build local collaborations, foster inclusion, and engage their communities to understand local needs and priorities.

## **Evaluation Plan**

The Library Services Team will evaluate individual projects and programs using a variety of methodologies to measure success in meeting the three goals of this plan.

Subaward partners will be required to submit biannual project updates that include current progress and expenditure information and any output and outcome measures as appropriate for each project. IMLS success measurement questions will be used for outcome assessment, along with other surveys and data collection methods to evaluate other programs and state-managed projects.

The Library Services Team will conduct an annual assessment of projects and programs to ensure the IMLS focal areas and intents have been integrated into reporting requirements to review progress toward successfully reaching the goals of this plan.

## **Stakeholder Involvement**

Stakeholders across Wisconsin were involved in the creation of the 2023-2027 Five-Year Plan and provided critical input and feedback throughout the process. Future-facing questions regarding plan priorities were posed during the evaluation of the 2018-2022 Five-Year Plan, during focus groups and in the statewide library staff survey. Over the last two years the Library Services Team utilized several preexisting channels and platforms for continuous discussion and needs assessment to inform the 2023-2027 Five-Year Plan, including system director meetings; meetings and activities related to the City Library Collective; school library and media specialist convenings; and focus groups around specific topics such as digital resources. Many of these channels and platforms are ongoing and will continue to drive the 2023-2027 Five-Year Plan. Staff from many project areas within the Library Services Team were heavily involved to gather input and to help determine how the goals and projects would be implemented. Goals and projects were shared with public library system directors for their feedback and review in April 2022.

## **Communication and Public Availability**

The Library Services Team's 2023-2027 LSTA Five-Year Plan will be posted to the department's [LSTA webpage](#), which is available to stakeholders and the public. In addition, the availability of the plan will be publicized through the [Wisconsin Libraries for Everyone blog](#), emailed to all Wisconsin library systems and libraries through the department's listservs, announced at the weekly meetings between the Library Services Team and public library system directors, and other

communication channels as appropriate. The public and all interested parties will be able to view and print the 2023-2027 LSTA Five-Year Plan from the Library Services Team's website.

## **Monitoring**

Continuous monitoring and implementation of the 2023-2027 Five-Year Plan will be completed by appropriate staff from the DPI. A grants specialist on the Library Services Team will ensure that grant documents and procedures are aligned with state and federal policies and procedures. Progress reports will be prepared and provided to IMLS as required.

In order to monitor this plan and implement continuous assessment and improvement, subaward recipients of LSTA funds will be asked to complete an evaluation of the project. Evaluations will be due to the Library Services Team mid-project and after the conclusion of the project. The mid-project check-in allows for grant subrecipients to update the Library Services Team on project progress. The final project report mirrors the questions in the State Program Report submitted to IMLS. The Library Services Team will also request grant subrecipients inform Library Services Team staff of any problems that have arisen throughout the grant period.

For state-managed projects, appropriate Library Services Team staff will be named project leaders and will complete project reports, which are shared in the State Program Report (SPR) and/or will work with vendors or consultants, or lead projects themselves to ensure success.

## **Assurances**

The required signed certifications and assurances have been submitted and include the following Program Assurances for 2023 Grant Award (includes compliance with Internet Safety; Trafficking in Persons; Nondiscrimination; Debarment and Suspension; Drug-Free Workplace; Federal Debt Status; and Lobbying requirements):

- Non-Construction Assurances Form (SF-424B)
- State Legal Officer's Certification of Authorized Certifying Official
- Internet Safety Certification for Applicant Public Libraries, Public Elementary and Secondary School Libraries, and Consortia with Public and/or Public School Libraries

All grant subrecipients sign grant assurances when submitting an application that certify they will follow all applicable rules and requirements. Subaward applications are reviewed by the grants specialist and unallowable expenses are removed prior to grant subaward to ensure compliance with all applicable rules and requirements for LSTA grants. In addition, any public library or regional library system with an unresolved noncompliance with statute is ineligible to receive

DLT-managed funds or participate in DLT-administered projects, including any projects paid fully or in part by LSTA funds.

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND; et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

C.A. No.:

**DECLARATION OF DR. LA VONNE J. CORNELL-SWANSON,  
PROVOST & VICE-CHANCELLOR FOR ACADEMIC AFFAIRS,  
UNIVERSITY OF WISCONSIN-STEVENSON**

Pursuant to 28 U.S.C. § 1746, I, Dr. La Vonne J. Cornell-Swanson, hereby declare as follows:

1. I am a resident of Wisconsin. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. In August of 2022, I was appointed as the Provost and Vice Chancellor for Academic Affairs at the University of Wisconsin-Stevens Point (“UWSP”), which is one of 13 universities and campuses that make up the Universities of Wisconsin.

3. UWSP consists of approximately 8,000 students and 1,100 employees and provides education, research and outreach in a wide array of disciplines, with particular emphases at the baccalaureate level in integrated natural resources management and environmental education; in



the performing and visual arts; and in areas such as business, health and wellness professions, communicative disorders, design, select engineering programs, family and consumer sciences, information science, paper science, social work, and teacher education.

4. As Provost and Vice Chancellor for Academic Affairs at the UWSP, I am responsible for oversight of UWSP's colleges and academic departments. I am also responsible for providing leadership and oversight of the academic affairs budget, grants, and sponsored programs.

5. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Institute for Museum and Library Services ("IMLS"), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. It is my understanding that in response to Executive Order 14,238, all IMLS employees have been placed on administration leave.

7. Given my experience, I believe that Executive Order 14,238 and the subsequent actions taken will cause IMLS to be unable to administer the financial award and/or programs on which UWSP relies and on which it expects to rely in the future, causing significant harm to the UWSP Museum of Natural History.

#### The Museum and Library Services Act

8. In 1996, Congress enacted the Museum and Library Services Act, 20 U.S.C. § 9101 *et seq.*, which is a federal funding statute that provides funding to help support museums across the United States. IMLS, which administers the Museum and Library Services Act, is authorized

to provide federal funding to museums in the form of grants, cooperative agreements, and other forms of assistance. 20 U.S.C. § 9173(a). IMLS is also authorized to provide federal funding to state governments to administer to museums. *Id.*

9. A “museum” is a public, tribal, or private nonprofit agency or institution organized on a permanent basis for essentially educational, cultural heritage, or aesthetic purposes, that utilizes a professional staff, own or utilizes tangible objects, cares for tangible objects, and exhibits the tangible objects to the public on a regular basis.” 20 U.S.C. § 9172(1).

10. Section 9173(a) provides that IMLS may enter into agreements to pay the federal share of the cost of:

(1) supporting museums in providing learning and access to collections, information, and educational resources in a variety of formats (including exhibitions, programs, publications, and websites) for individuals of all ages;

(2) supporting museums in providing learning partnerships with the Nation’s schools, including tribal schools, and developing museum resources, capabilities, and programs in support of State and local efforts to offer a well-rounded educational experience to all students; and

(3) supporting the conservation and preservation of museum collections, including efforts to: provide optimal conditions for storage, exhibition, and use; prepare for and respond to disasters and emergency situations; establish endowments for conservation; curate, stabilize, and organize object-related information; and train museum staff in collections care.

11. UWSP’s Museum of Natural History was awarded a \$74,637 grant from the ILMS’s “Inspire Grants for Small Museum” on July 17, 2024, with a performance period of September 1, 2024 through August 31, 2026. UWSP’s budget for this year includes \$39,500 from this ILMS grant award to fund staffing, design, and purchase of exhibit cases, displays, and equipment based on the anticipated receipt of Federal funding promised.

12. The UWSP Museum of Natural History's collections are used in over 20 classes and by more than 1,350 students each year and more engaging and accessible displays will benefit faculty, researchers, students, and museum visitors. The UWSP Museum of Natural History is the only natural history museum in the Universities of Wisconsin and the single such entity in the central and northern tier of the state.

13. Any pause in our federal funding would delay the completion of this project to the detriment of the museum and UWSP faculty, researchers, students, and museum visitors.

14. The UWSP Museum of Natural History intends to apply for the next round of IMLS Inspire Grant funding to create a North American vertebrate display and Wisconsin woodlands exhibit that is fully accessible. Additionally, new grant funds will be used to create and implement an interpretive plan incorporating accessible measures such as touchscreen media to provide a more comprehensive, full, educational experience impaired visitors and for K-12 students throughout central Wisconsin who attend museum programs as part of their classroom studies.

15. UWSP is currently awaiting payment of \$9,410.24 for grant activity through March 21, 2025, with a remaining grant award balance of \$75,372.76.

16. If we do not receive such disbursements/reimbursements, it will stop the purchase of improvements such as accessible display cases and software offering touchscreen learning resources. These items are needed to allow users with barriers to access the full collection.

17. UWSP faculty have attended professional development activities offered remotely by IMLS grantees such as webinars focusing on how to design effective exhibits. These opportunities have been offered by the IMLS grantees such as the Texas Historical Society. The ability to access fee-free professional development offered by

IMLS grantees has saved the university travel, research, professional development costs for museum staff.

18. If funding is suspended or no longer available, 50% of the collection will remain inaccessible to persons with physical and visual impairments as current display cases have display shelves that cannot be seen by wheelchair users due to their low height and by visually impaired individuals due to the presence of mirrors and the angle of the shelving.

19. A suspension of IMLS funding will prohibit users who have physical or visual impairments from accessing approximately half of the collection and will remove the opportunity for these users to access companion programming such as touchscreen media tools that can enhance their learning experience.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on April 3, 2025, at Stevens Point, Wisconsin.

Signed by:  
  
B425F171D01E4A2...

---

Dr. La Vonne J. Cornell-Swanson

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF BON WIKENHEISER,**  
**EXECUTIVE DIRECTOR, OFFICE OF BUSINESS & ENTREPRENEURSHIP,**  
**UNIVERSITY OF WISCONSIN SYSTEM**

Pursuant to 28 U.S.C. § 1746, I, Bon M. Wikenheiser, hereby declare as follows:

1. I am a resident of the State of Wisconsin. I am over the age of 18 and have personal knowledge of all the facts stated herein, except to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.
2. I am currently employed by the University of Wisconsin System as Executive Director of the Office of Business & Entrepreneurship (OBE).
3. The University of Wisconsin System is responsible for educating approximately 161,000 students each year while employing 40,000 faculty and staff at 13 universities and a statewide extension network with offices in every county. OBE helps entrepreneurs, businesses and economic development professionals in all 72 Wisconsin counties to achieve their goals through expert consulting, educational resources, technical assistance, and a dynamic statewide

network. Since 2019, OBE's work has helped create over 1,800 new businesses, served 25,900 clients, supported 89,000 jobs, and assisted in capital investment of over \$1.05 billion.

4. As OBE's Executive Director, I am responsible for OBE's mission—now ongoing for over 45 years—of providing technical assistance to small businesses (as defined by the U.S. Small Business Administration) and responsibly administering public and private funds to support those efforts—including funds received from the Minority Business Development Agency.

5. In particular, OBE offered a proposal and received a notice of award from the Minority Business Development Agency (MBDA)'s Capital Readiness Program, through which MBDA awarded a four-year cooperative agreement for activities designed to aid entrepreneurs in launching and developing businesses as authorized by § 3009(e)(2) of the Small Business Jobs Act of 2010, as amended by the American Rescue Plan Act of 2021 (ARP) (codified at 12 U.S.C. § 5708(e)(2)). OBE's project provides women entrepreneurs cohort-based technical assistance to position them to acquire capital to start and grow sustainable businesses. The OBE was one of 43 recipients selected from over 1,000 applicants to receive the MBDA Capital Readiness Program award, demonstrating our expertise in fostering entrepreneurship and economic development. Our office has established comprehensive statewide business outreach services, leveraging a diverse network of industry experts to support business growth across Wisconsin. The Project awarded is rooted in our extensive experience and proven success in serving entrepreneurs across all 72 Wisconsin counties. The Project integrates the resources of our Center for Technology Commercialization, Food Finance Institute, and Small Business Development Centers, providing tailored support across multiple sectors and industries. By aligning with MBDA's mission, our program delivers targeted training, mentorship, and access to capital, ensuring that women-owned businesses receive the strategic guidance and financial readiness they need to thrive.

6. In my experience, the programs within OBE are dedicated to supporting Wisconsin entrepreneurs, including a focus on advancing Minority Business Enterprises (MBEs), such as entrepreneurs in rural areas and veteran, women and minority-owned firms. Our long-standing experience allows us to provide tailored support to businesses at every stage, from startup to expansion, ensuring equitable access to resources and opportunities. We have learned that entrepreneurs working with OBE's small business technical assistance programs that are focused on targeted, customized approaches to address specific populations result in increased business growth, hiring and wealth within those communities.

7. OBE serves over 9000 entrepreneurs annually, providing one-on-one consultation and training using online, on-demand and in-person methodologies. OBE collects participant and client data, which, along with relevant economic and business research, informs technical assistance service array and drives improvement. OBE routinely collaborates with federal, state and local entities interested in addressing small business needs, including the MBDA.

8. In 2024 alone, OBE provided over 23,000 hours of confidential, one-on-one consultation and delivered over 250 training events to entrepreneurs in all 72 counties across the state. Clients receiving these services verified that the work done with OBE contributed to their success; they started 325 new businesses and acquired over \$185M in capital for their ventures.

9. Our work spans a diverse range of industries, including agriculture, transportation, manufacturing, professional services, and management. We actively seek out and engage small businesses in every sector, including MBEs, providing them with the expertise, financial readiness, and strategic support they need to thrive. By working alongside business owners, we not only offer critical resources but also celebrate their achievements, reinforcing our mission to drive inclusive economic growth across Wisconsin.



10. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Minority Business Development Agency (MBDA), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

11. The MBDA is the primary federal agency tasked to assist Minority Business Enterprises (MBEs) in overcoming the history of social and economic disadvantage that has limited their participation in America’s economy.

12. Pursuant to an agreement with the MBDA, OBE operates an MBDA Capital Readiness Program titled the “Advancing Capital Readiness Among Women-Owned Businesses Through Integrated Curriculum, Community and Connections” project (the Project).

13. The Project provides women cohort-based technical assistance to start and grow sustainable businesses. Programming includes customer-defined services, integrated curriculum, consulting and resource networks designed to empower participants to acquire the capital appropriate for their businesses. A primary focus is customer engagement listening sessions to help craft integrated curriculum paths for capital access that meets women-owned business needs, including access to on-demand training, streamlined online/offline technical assistance with competency-based tools, and facilitated access to networks and resources. The service delivery model combines hybrid online/offline experiences providing self-paced learning targeting competencies for early-state and emerging companies, integrating guided checkpoints, and access to subject matter experts for starting, scaling, innovating and targeting appropriate capital. The services provided by the Project include two customized research studies to determine the barriers

entrepreneurs face accessing capital. Using study results which identified factors contributing to the capital disparity faced by women entrepreneurs, the Project developed comprehensive, customized financial literacy curriculum for early-stage, growth state, food/farm/agriculture and technology cohort accelerators. The Project provides personal finance reviews, business planning information and tools for entrepreneurs to use between sessions, online and on-demand webinars and podcasts on key business topics, in addition to one-on-one consultations. Participants work with subject matter experts and CPA-led student teams to assess their capital readiness, create plans to improve their financial health, discuss debt ratios and create proforma statements supported by industry-specific ratios. Participants are provided with additional workshops on business plan writing and related topics to enhance their understanding of business practices. The Project introduces participants to a network of support resources to address the unique needs of their business. Participants also receive a monthly newsletter and social media content to maintain engagement, announce additional resources, and foster a sense of community for women entrepreneurs.

14. In providing those services, the Project is assisted by the MBDA's provision of a \$3,000,000 investment over four years, with services beginning September 1, 2023, and ending August 31, 2027. The MBDA funds critical costs allowable and attributable to the Project including research and development, key personnel, management expenses including a Client Relationship Management (CRM) system for data collection, and access to specialized experts, students and staff who provide targeted guidance in crucial business areas. MBDA funding also enhances our capacity to offer women's leadership training, personal finance development, and overall program compliance. These resources, combined with OBE's extensive network of

Wisconsin stakeholders and economic development organizations, ensure that women-owned businesses receive the strategic support necessary for sustainable growth.

15. In my opinion, the MBDA's services outlined above are critical for the development of Women-owned Businesses Enterprises in Wisconsin because data validates the need for dedicated curriculum and services for women seeking capital. Small businesses in rural areas and those owned by women were disproportionately impacted by the Covid-19 pandemic, based on research conducted by federal agencies. Wisconsin women entrepreneurs comprise over 41% of the state's small businesses, according to the US Census Bureau. Yet, women-owned firms report receiving fewer investments and less capital for their ventures than other groups, according to our internal data. When women-owned enterprises are funded, they receive less than half of the average amount acquired by other clients we serve. The Project addresses pressing issues faced by women entrepreneurs. Information provided by the agency identified capital access disparities such as limited access to venture and angel investments compared to coastal areas, and difficulty in meeting traditional lending requirements due to credit or collateral issues. Geographic barriers rural entrepreneurs faced included fewer opportunities for networking and access to services, compounded by the limited access to high-speed internet in some areas. Knowledge gaps such as the lack of formal business training and difficulty navigating complex regulatory and financial compliance issues are cited. The Project also aims to improve communication with and between participants post accelerator completion, coordination within the ecosystem of entrepreneurial support organizations, and collect verifiable results of the project.

16. In 2023, OBE received its cooperative agreement in the amount of \$3 million to operate the Project.

17. OBE's budget for this year has relied on this funding, and we made plans and allocated funding, and offset other funding for delivering this customized technical assistance designed for women seeking capital to grow their business enterprises. Specifically, the Project funding covers the allocable and attributable costs of research, cohort development, subject matter experts, student employees, ten-week accelerator programs in Early, Growth, Technology, Food/Agriculture pathways, webinar and podcast production costs, Small Business Clinic participation and marketing costs, data collection, compliance and management expenses, based on the anticipated receipt of the promised funding.

18. As future funding opportunities are presented, OBE will continue to submit proposals for technical assistance projects deemed priorities by federal, state and local entities and private sector partners, including MBDA. The Universities of Wisconsin have a long history of responsible management of public funds, have a statewide reach and are home to significant subject matter expertise necessary to address emerging small business needs. OBE builds its proposals using relevant data indicating needs and its experience administering technical assistance programs such as the Project funded by MBDA. Projects funded are often leveraged with private and public sector investments; all of these funding sources are critical to enhancing project effectiveness and reach. Without the on-going support of funding partners, OBE would cease services for the participants of this program.

19. Any pause in funding would hamper our ability to provide these vital services. Should the Project be terminated, accelerator cohorts, training sessions, participation in Small Business Clinics and consultation funded by the Project would be cancelled. Students and staff employed to assist participants served by the Project would be terminated.

20. In the next month, we are scheduled to receive reimbursements of \$45,913.07 under our current award. OBE has \$117,706.23 in planned encumbrances on this award and has a \$2,305,705.85 balance available for draw on the award as of March 31, 2025. All funds available on this award are allocated and will be spent by August 31, 2027.

21. The next disbursement request will be transmitted to MBDA by April 15, 2025, and OBE expects payment by April 30, 2025, to compensate for services already provided. If we do not receive such disbursements/reimbursements, it will necessitate OBE's expending of program revenue to cover the cost of services already provided, causing undue harm to our department's ability to continue providing technical assistance, some of which are in partnership with other entities. If we do not receive the disbursement as scheduled, we will not be able to pay students or independent contractors working with small businesses on their financial projections, financial health and business plans, pay subject matter experts to consult with companies enrolled in the accelerators, and staff assigned to activities allocable to the Project, such as the creation of online content, business operations, and communications.

22. Should the Project be cancelled, women entrepreneurs in the state who have demonstrated the ability, need and desire to start, grow and access capital for their businesses will be unduly harmed. To be eligible for services provided by the Project, women entrepreneurs applied and completed an interview with a consultant to demonstrate ability, viability of their venture and dedication to participate prior to being enrolled in the accelerators. Their efforts to access the information and training they need will be in vain. Staff and participants will cease Project-sponsored activity, resulting in loss of momentum, unrealized plans, learning and outcomes, and wasted effort. All preparation executed to complete the customized curricula and

proforma templates, identify and brief the subject matter experts, recruit and train students to work with the businesses, and program assessment tools will be wasted.

23. If the MBDA does not continue the cooperative agreement as awarded, OBE will cancel any upcoming training and accelerator services for participants already enrolled and expecting these services. Currently 270 women entrepreneurs are involved in the Project's programs and three accelerator cohorts are in session. We will inform our private sector partners of the cancelled services, cease development of on-line content and discontinue communications and resources funded by the Project. Contracts with subject matter experts, independent contractors, businesses and organizations funded by the Project will be terminated. Students and staff positions assigned to delivering services directly to women entrepreneurs and compliance will be eliminated. The extensive plan to build the program will not be fully implemented, the learning and resources available to entrepreneurs will be diminished, and the data collection associated with results of the Project will be lost.

24. If the MBDA ceased to function in a meaningful way, in my opinion, it would be detrimental to small businesses, including women-owned businesses, and entrepreneurs in rural areas. These businesses rely on valuable resources designed to enhance their competitiveness, secure capital, and access essential expertise for their success. The strength of the state's economy relies on small businesses, which not only create jobs and foster a sense of community, but also drive innovation by testing new technologies and approaches to the market. MBDA addresses specific needs that have hinder full participation in the small business ecosystem. By providing smart, data-based focus on identified needs, MBDA effectively targets service gaps, ensuring that technical assistance is both impactful and measurable, rather than adopting a broad-based approach without specific focus.

25. Further, Project work is not done in a vacuum. In addition to federal investments, the Project includes collaborations with other public and private entities interested in growing women-owned businesses. For instance, private lending organizations offer expertise in personal finance and lender readiness. Independent contractors provide technical assistance to entrepreneurs and provide services to the Project. State regulatory agencies consult with participants regarding state regulation, tax issues and business formation. Students work directly with the businesses, enhancing their real-world work experience and introducing them to potential employers. These partnership investments are critically linked to the Project. Therefore, the collapse of Project support from MBDA would have devastating, rippling effects across Wisconsin. Without this program, access to essential business planning tools and consulting services will be lost, along with the significant efforts invested by women entrepreneurs.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on April 3<sup>rd</sup>, 2025, at Madison, Wisconsin.



Bon M. Wikenheiser



**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.

*Defendants.*

C.A. No.:

**DECLARATION OF CHRISTOPHER J. MCELGUNN,  
DEPUTY SECRETARY, WISCONSIN DEPARTMENT OF VETERANS AFFAIRS**

Pursuant to 28 U.S.C. § 1746, I, Christopher J. McElgunn, hereby declare as follows:

1. I am a resident of Wisconsin. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. In January of 2023, I was appointed as the Deputy Secretary for the Wisconsin Department of Veterans Affairs (hereinafter, "the Department").

3. The Department operates the Wisconsin Veterans Museum, administering funds including federal and state funds for operations. The mission of the Wisconsin Veterans Museum is to acknowledge, commemorate, and affirm the role of Wisconsin veterans in the United States of America's military past and present.

4. As Deputy Secretary, I am responsible for overseeing the Department's Budget and Fiscal Bureau, Enterprise Services Administrator, and the Director of the Wisconsin Veterans

Museum, to include federal funds received by the Department for the Wisconsin Veterans Museum.

5. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Institute for Museum and Library Services (“IMLS”), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. It is my understanding that in response to Executive Order 14,238, the current position responsible for administering the IMLS grant funding we receive to support museums in our State is vacant with its status hinging on the funding received or denied by IMLS.

7. Given my experience, I believe that Executive Order 14,238, and the actions taken to reduce the agency will gut IMLS and cause it to be unable to administer financial awards and/or programs on which the Wisconsin Veterans Museum relies and on which it expects to rely in the future, causing harm to the state of Wisconsin, the Department, and the Wisconsin Veterans Museum. Most notably, the reduction impacts Veterans of the state of Wisconsin who are honored by the funds used in this federal grant.

The Museum and Library Services Act

8. In 1996, Congress enacted the Museum and Library Services Act, 20 U.S.C. § 9101 et seq., which is a federal funding statute that provides funding to help support museums across the United States. IMLS, which administers the Museum and Library Services Act, is authorized to provide federal funding to museums in the form of grants, cooperative agreements, and other

forms of assistance. 20 U.S.C. § 9173(a). IMLS is also authorized to provide federal funding to state governments to administer to museums. *Id.*

9. A “museum” is a public, tribal, or private nonprofit agency or institution organized on a permanent basis for essentially educational, cultural heritage, or aesthetic purposes, that utilizes a professional staff, owns or utilizes tangible objects, cares for tangible objects, and exhibits the tangible objects to the public on a regular basis.” 20 U.S.C. § 9172(1).

10. Section 9173(a) provides that IMLS may enter into agreements to pay the federal share of the cost of:

(1) supporting museums in providing learning and access to collections, information, and educational resources in a variety of formats (including exhibitions, programs, publications, and websites) for individuals of all ages;

(2) supporting museums in providing learning partnerships with the Nation’s schools, including tribal schools, and developing museum resources, capabilities, and programs in support of State and local efforts to offer a well-rounded educational experience to all students; and

(3) supporting the conservation and preservation of museum collections, including efforts to: provide optimal conditions for storage, exhibition, and use; prepare for and respond to disasters and emergency situations; establish endowments for conservation; curate, stabilize, and organize object-related information; and train museum staff in collections care.

11. In the past, the Department has received the following sources of funding from IMLS:

(1) \$66,371.00 from IMLS through a FY 2023 Museums for America grant award. The grant has been used to fund staff positions to digitize and make accessible photos of veterans and their service from our collections from the Civil War up to 1917.

(2) Not only does this help preserve some of the oldest and most fragile images in our collections, but it also makes them accessible to researchers and the public across Wisconsin, the nation, and the globe, from our collections from the Civil War up to 1917.

12. The Department's budget for this year has relied on the grant of \$23,425.06 and has made plans and allocated funding for staffing and equipment based on the anticipated receipt of federal funding promised. The \$23,425.06 is the state fiscal year 2024-25 total based on allocating the \$66,371 federal award amount over the 34 months of the performance period. Funding pays for equipment upgrades and a dedicated staff person to do the project.

13. The Department plans to apply for future IMLS grant funding for the next phase of the digital access and photographic materials preservation project, which includes World War I materials and WWI-era images.

14. Any pause in our federal funding will halt the project, which is currently in month 19 of the 34-month performance period, and prevent us from hiring a dedicated staff person to perform the digitization and preservation work.

15. Because of the current uncertainty regarding the status of IMLS and the grant award, the Department cannot currently recruit for a dedicated staff person without confidence that the Department will receive federal reimbursement of incurred project costs as appropriated in the state budget.

16. Limited Term Employment (LTE) staff positions do not require position authority but the expenditure authority for this grant project is in the Federal projects; museum acquisitions and operations appropriation [Wis. Stat. § 20.485 (5)(mn)] and requires that we have sufficient federal revenues before making commitments.

17. The Department is in compliance with all IMLS grant requirements and deadlines, including the timely submission and acceptance of interim reports and payment requests. The Department is subjected to annual state single audits and other federal audits and

reviews of the Department's administration of federal funding and there are no findings of noncompliance in the past seven (7) years.

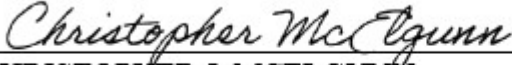
18. In the next 15 months, the Department is scheduled to receive reimbursements of \$50,841.08 under our current federal award. The Department has requested and received reimbursement of \$15,529.92 for the September 1, 2023 through June 30, 2026 period of performance and has submitted a request for reimbursement of \$2,893.64 which is approved but not yet paid.

Reimbursement Request Date	Request Amount	Reimbursement Amount	Date Received
6/17/2024	\$8,727.97	\$8,727.97	6/24/2024
10/21/2024	\$1,466.82	\$1,466.82	10/25/2024
1/16/2025	\$5,335.13	\$5,335.13	1/23/2025
3/18/2025	\$2,893.64		Pending
<b>Total</b>			
<b>Reimbursement</b>	<b>\$18,423.56</b>	<b>\$15,529.92</b>	
<b>Award Remaining</b>		<b>\$50,841.08</b>	

19. If the Department does not receive further reimbursements under the IMLS grant award, we will be left with \$2,893.64 of unsupported costs requiring the Wisconsin Veterans Museum to make cuts in other museum services and programs. Further, the museum cannot continue to perform the digitization and preservation work funded by the IMLS grant award without reimbursement of the costs.

20. The Department's most recent reimbursement request was approved promptly but is taking longer to be reimbursed than the prior payments which took 4-7 days from submission date. The latest payment request was submitted on March 18, 2025, and has been pending for 13 days.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 2, 2025, at Madison, Wisconsin.

  
\_\_\_\_\_  
CHRISTOPHER J. MCELGUNN  
DEPUTY SECRETARY  
WISCONSIN DEPARTMENT OF VETERANS AFFAIRS

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:



### **DECLARATION OF DALIA THORNTON**

Pursuant to 28 U.S.C. § 1746, I, Dalia Thornton declare as follows:

1. I am over 18 years of age and competent to give this declaration. This declaration is based on my personal knowledge, information, and belief.

2. I am the Director of the Research and Collective Bargaining Services (“RCB”) department of the American Federation of State, County and Municipal Employees, AFL-CIO (“AFSCME”).

3. AFSCME is a national labor organization and unincorporated membership association headquartered at 1625 L Street N.W., Washington, D.C. 20036. AFSCME is the largest trade union of public employees in the United States, with around 1.4 million members organized into approximately 3,400 local unions, 58 councils and other affiliates in 46 states, including the District of Columbia, and Puerto Rico. AFSCME, through its affiliates District Councils and local unions, represents public employees at the local, municipal, county and state levels of government including thousands of state employees in state agencies and departments across the country.

4. I have been the Director of RCB since 2019.

5. As Director, I am responsible for directing RCB including providing guidance and leadership to AFSCME staff and affiliate leaders concerning negotiating collective bargaining agreements, negotiating with public and private sector employers, including state employers, regarding wages, hours and other terms and conditions of employment on behalf of employees, and processing and resolving

state employee grievances and arbitrations. As Director, I also oversee AFSCME assistance to affiliates engaged in interest arbitrations with employers and in training for affiliate staff and union members on bargaining strategies and impasse avoidance.

6. AFSCME assists in negotiating collective bargaining agreements and other labor-management agreements with state and other public and private sector employers with the goal of advocating for fairness in the workplace, better wages and working conditions, excellence in public services, and prosperity and opportunity for all working families. AFSCME also assists its affiliates in handling grievances and arbitrations concerning disputes with state and other employers over the terms of agreements and concerning grievances and arbitrations over the discipline of employees.

7. There are approximately 1900 AFSCME collective bargaining or other agreements with employers in the private sector and the public sector at all levels of government with specific provisions either allowing for or mandating the use of FMCS in labor-management relations. These agreements are in forty-two states, including the District of Columbia.

8. AFSCME specifically relies upon the Federal Mediation and Conciliation Service ("FMCS") to help facilitate the negotiation of collective bargaining and other labor-management agreements, and in the handling of grievances concerning state employees, in California, Delaware, the District of Columbia, Illinois, Maryland, Michigan, Nevada, New Mexico, New York, Rhode

Island and Washington. AFSCME affiliates also rely upon FMCS to provide “card check” services to conduct card counts for AFSCME organized bargaining units.

9. Many AFSCME agreements with state employees provide for the use of FMCS arbitrators or fact finders to serve as impartial decision makers and/or mediators in disputes over the meaning of terms in an agreement or in employee discipline cases.

10. For example, in the state of Maryland, under the Memorandum of Understanding between AFSCME and the state, when the union and employer during negotiations cannot come to an agreement on a mandatory subject of bargaining, either party can at their own cost request a mediator from FMCS to aid in resolving the dispute. Additionally, per the terms of the agreement, complaints concerning alleged violations of the terms of the agreement can be heard by a fact finder provided by FMCS, with costs to be shared equally by the parties.

11. Similarly, in Illinois, the Illinois Public Labor Relations Act requires mediation in negotiations over collective bargaining agreements between the state and unions representing public safety employees (peace officers, firefighters, paramedics), and requires mediation before those employees could otherwise exercise their right to strike. If either the employer or the union requests mediation services from FMCS, the other party must join in that request or otherwise bear the additional cost of mediation from another source.

12. The use of FMCS appointed mediators has helped to resolve disputes that otherwise may have escalated and caused both the union and the state to expend

greater resources in both time and money to resolve the dispute. Mediation frequently is less costly and takes significantly less time to resolve disputes in contrast to labor disruptions, administrative hearings, or other litigation.

13. In 2019, AFSCME and the state of Maryland relied upon FMCS to mediate a dispute over a new overtime policy within the state Department of Public Safety and Correctional Services. With the involvement of the FMCS Commissioner as a mediator, what began as a contentious labor relations dispute at the states' largest correctional facility instead resulted in a mediated new policy that applied beyond the specific institution originally involved. FMCS assistance helped to facilitate a reasonable solution to navigate the difficult issues of understaffing in correctional facilities in Maryland; an issue that without FMCS assistance would have surely resulted in costly and time-consuming litigation before the state labor relations board.

14. In 2023, in Salisbury, Maryland, AFSCME and other unions utilized FMCS to conduct a card count (card check) to determine which union would represent separate bargaining units of the Fire Department, Police Department, and General Government Personnel in that city. As is often the case, use of FMCS was at considerably less cost to the unions and the employer than alternative private vendors that can cost hundreds or thousands of dollars to engage.

15. In 2021, AFSCME reached an agreement with Eastern Illinois University, a public state university, after over a year of bargaining. It was not until the union and the state agreed to bring in FMCS to help mediate that an agreement

could be reached.

16. Also in Illinois, AFSCME depends upon FMCS to mediate contract negotiations for the approximately 38,000 AFSCME represented state employees there, to avoid labor disruption including the potential for strikes.

17. AFSCME also relies upon FMCS mediation services concerning its negotiation of collective bargaining agreements in the private sector and has been harmed by the sudden cessation of FMCS services.

18. AFSCME has negotiated several first contracts with tentative agreements on grievance and arbitration procedures specifying FMCS as the provider of arbitrators and/or mediation. As a result of the cessation of FMCS services, all of those contracts will now have to be re-opened to renegotiate the articles referencing FMCS, thereby putting all negotiations progress at risk.

19. AFSCME affiliates have informed us that they have been notified that FMCS is basically being shut down. They have told us that FMCS staff now placed on administrative leave have informed them that FMCS is “being reduced to a minimum presence”, and “just like that, it’s done.”

20. In Minnesota, AFSCME Council 65 has been in contentious negotiations for a first contract with the Cura of Monticello nursing home recently acquired by its new owner. Negotiations have been ongoing for more than a year and have included the filing of an unfair labor practice by the union against the employer. To help ease the tension and in hopes of securing an agreement, after four months of negotiations, the parties invoked mediation from FMCS. FMCS mediation began in May of 2024

and had been ongoing since March of 2025. FMCS mediation had been successful and resulted in the parties reaching agreeing on virtually all disputes. The next meeting with the FMCS mediator was scheduled for Friday, March 28, 2025. However, on March 26, 2025, as a direct result of the March 14, 2025 Executive Order “Continuing the Reduction of the Federal Bureaucracy” the parties received an email from the FMCS mediator abruptly canceling the mediation session. The cancellation email stated that it was due to “FMCS is being reduced to a minimum presence and nearly all staff nationwide are being placed on administrative leave effective tomorrow.”

21. In Illinois, at the Thrive nursing home, AFSCME Council 31 has been in negotiations over a new contract for several months. The negotiations have been contentious, and the parties brought in a FMCS mediator to help avoid a potential strike. The assigned mediator has now informed the parties that he no longer can provide services due to his sudden layoff brought on by the Executive Orders.

22. In Vermont, AFSCME Local 1674 represents employees at the Howard Center which provides mental health and developmental disability services, some of which are aided by state funding sources. Bargaining between the union and employer has often been contentious and difficult and the possibility of a strike or lockout is frequently present. With that in mind, the union and employer during the last round of bargaining in 2023 and 2024, agreed to bring in a FMCS mediator to all bargaining sessions and hopefully avoid labor disruptions. FMCS was instrumental in navigating the threat of impasse and brokering a final agreement, one which

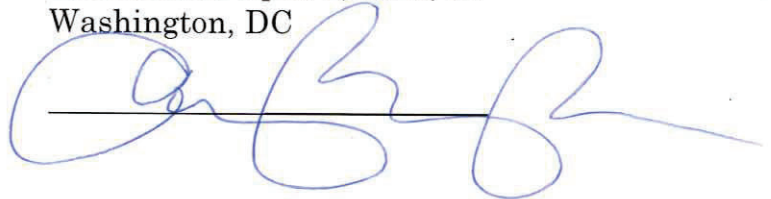
satisfied both the union and the employer and avoided a costly work stoppage that would have impacted the provision of vital health services to the public.

23. The immediate effect of the March 14, 2025, Executive Order “Continuing the Reduction of the Federal Bureaucracy” has been the immediate cessation of all FMCS assistance in the mediating of labor management disputes in the public and private sector and the immediate cessation of all FMCS assistance in grievance mediation across the board. Accordingly, AFSCME unions representing employees in both the private and public sectors must now find and utilize other more costly and time expansive methods to resolve disputes with employers. Additionally, labor disputes are more likely to result in work disruptions when the path to otherwise mediating the dispute has been eliminated.

24. These injuries suffered by AFSCME, employees, and employers are ongoing or imminent and will persist unless this Court intervenes.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

Executed on April 2, 2025, at  
Washington, DC

A handwritten signature in blue ink, consisting of a large, stylized 'C' followed by a series of loops and a long horizontal stroke extending to the right.



**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

DONALD J. TRUMP, et al.,

*Defendants.*

C.A. No.:

**DECLARATION OF BLAKE DOE**

Pursuant to 28 U.S.C. § 1746, I, Blake Doe, hereby declare as follows:

1. I am currently employed by the Institute of Museum and Library Services (IMLS). I am over the age of 18 and have personal knowledge of all the facts stated herein, except those matters stated upon information and belief; as to those matters, I believe them to be true.

2. I am submitting this declaration pseudonymously because I fear retaliation. But if the Court would like to know my name or job position, I would be willing to provide it ex parte and under seal.

3. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the IMLS, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associated personnel to the minimum presence and function required by law.

4. Prior to issuance of this executive order, approximately 77 employees worked at IMLS.

5. On Friday, March 14, at 8:57 p.m.—hours before the President issued this executive order—Chief of Staff Katherine Maas emailed IMLS staff to state: “We received word from the White House this evening that [IMLS Acting Director] Cyndee [Landrum]’s term as acting director is over. She is returning to the deputy director position, effective immediately, and we have updated the website to reflect this change. At this time, we have no further word about next steps, but stand ready for whatever comes next.”

6. On Monday, March 17, at 11:00 a.m., IMLS leadership held an agency-wide town hall. At this town hall, Laura Huerta Migus, the Deputy Director of the Office of Museum Services, told IMLS staff that the agency would look “very different” following the President’s executive order and that it might be stripped “down to the studs.” Migus told staff to assume that they would be dismissed the following week, if not sooner, and that a Reduction in Force (RIF) plan could be implemented as early as the following week. Migus further advised staff to consider what option was best for them personally, and specifically mentioned that employees could take Voluntary Separation Incentive Payments or Voluntary Early Retirement Authority. Migus told staff that they had a same-day deadline to indicate interest in those options to Human Resources.

7. On Wednesday, March 19, at 2:00 p.m., IMLS leadership held a town hall to announce that Keith E. Sonderling will serve as Acting Director of IMLS, effective the following day. At approximately 3:45 p.m. that day, advanced security personnel arrived to prepare for Sonderling’s visit. After touring the office, they informed staff that Sonderling was expected to arrive around 9:15 a.m. the next morning. One of the security officials remarked that Sonderling would not stay at the agency long, and that IMLS staff would not stay at the agency long, either.

8. At 4:30 p.m. on March 19, IMLS leadership convened an emergency town hall. Migus advised staff to report to the office the next day prepared to collect their personal belongings, as all agency staff would likely be placed on administrative leave that day.

9. On Thursday, March 20, at approximately 9:30 a.m., Keith Sonderling arrived at the IMLS office and was sworn in as Acting Director in the agency lobby. He and his team proceeded to the main conference room for a meeting with IMLS leadership that lasted approximately two hours. Visitors accompanying him included a security detail of two Secret Service agents; Nate Cavanaugh, a member of Department of Government Efficiency (DOGE); a lawyer from the Department of Labor; and Courtney Parella, the Labor Deputy Assistant Secretary for Communications. This team assumed administrative control of IMLS systems, and a few were assigned computers and IMLS email addresses.

10. On Monday, March 31, at 11:30 a.m., four visitors, including Cavanaugh, met with Antoine Dotson, the IMLS Director of Human Resources, and Tom Browder, the IMLS General Counsel, for approximately one hour.

11. At approximately 1:30 pm on Monday, March 31, each office head met separately with their staff to inform them that the entirety of IMLS would be placed on admin leave and that all grants would be terminated, with a potential exception of the Grants to States program. Office Heads indicated that staff should expect that a RIF would be implemented in 30 days or less, and that some staff might be recalled once DOGE determined minimal staffing needed for the agency.

12. Separately, on March 31, I received the following letter by email from Dotson, which placed all IMLS staff on administrative leave and suspended all IMLS email accounts. Staff were ushered out of the building by HR and IT disabled all accounts by end of day:



Acknowledged Receipt: \_\_\_\_\_

Date: \_\_\_\_\_

March 31, 2025

To: ALL IMLS Employees

From: Director of Human Resources

Re: Administrative Leave for IMLS Employees

This is to inform you that you are being placed on administrative leave (i.e., non-duty paid status) starting Monday, March 31, 2025, up to a period of 90-days. You will be on administrative leave with full pay and benefits. This administrative leave is not being done for any disciplinary purpose.

While you are on administrative leave, you are not permitted on IMLS premises. I regret that such directions are necessary, but we must safeguard legitimate IMLS interests and systems. If you wish to enter IMLS premises for official IMLS business, you must first contact me to arrange your visit.

While you are on administrative leave, OHR will handle your time and attendance. Your email will be suspended. You can reach me at my desk number, 202-653-4728, or via email: [adotson@imls.gov](mailto:adotson@imls.gov)

Please understand that this action is not punitive but rather is taken to facilitate the work and operations of the agency. Your pay and benefits will not be affected and will continue during this period.

Please contact me if you have any questions about this letter.

Sincerely,

*Antoine L. Dotson*

Antoine L. Dotson  
Director of Human Resources

13. Consistent with these instructions, I am currently on administrative leave and have no access to IMLS premises or my IMLS email. It is my understanding that all but 12 of my colleagues at IMLS are similarly on administrative leave.

14. It is my understanding that the 12 IMLS employees who are not on administrative leave include one Deputy Director for Museums, one Program Officer for Museums, one Deputy Director for Libraries, one Program Officer for Libraries, the Head of Human Resources and one HR officer, four attorneys, one Chief Financial Officer, and one communications staff member.

15. On April 1, Dotson informed staff through unofficial channels that only 12 employees will be brought back from administrative leave to staff IMLS. The clear implication of

this statement was that all of the remaining employees will be terminated in RIF, possibly within 30 days.

16. Because the remainder of IMLS staff have been placed on administrative leave, IMLS is not currently capable of processing new grant applications or servicing existing grants.

17. Prior to March 31, 30 employees worked in the Office of Museum Services and Office of Library Services, which process and service approximately \$269.5 million in grants per year to libraries and museums in all fifty states, the District of Columbia, five U.S. Territories, and three Freely Associated States. An additional five employees in the Office of Grants Policy and Management assisted with the financial aspects of the grants. Of these 35 employees, 3 program officers, 1 program specialist, and 1 supervisor were responsible for administering the Grants to States Program.

18. These employees were responsible for every aspect of the grant cycle for the hundreds of grants that IMLS awards. These responsibilities include:

- a. Coordinating the submission of hundreds of grants applications under multiple programs;
- b. Coordinating peer review of grant applications;
- c. Awarding grants;
- d. Working with grantees to ensure that they understand compliance with the terms and conditions governing the grants;
- e. Throughout the grant cycle, providing guidance to grantees on technical questions and best practices, as well as periodic requests to draw down the grant funds;
- f. Reviewing interim narrative and financial reports from grantees;

- g. At the end of the grant period, reviewing final financial and narrative reports to ensure completion of the project;
  - h. Putting a completed grant through the closeout process.
19. At any given time, hundreds of awarded grants are at different phases in the grant cycle.
20. Of the 30 employees who processed or administered grant programs and the 5 employees who handled the financial aspects of grants prior to March 31, only 4 are not currently on administrative leave. Only one of the five employees who administering the Grants to States program—the supervisor—is not on administrative leave.
21. Based on my experience, it will not be possible for a staff of 12 employees to complete this workload. The 12 employees that are expected to be brought back from administrative leave will not be able to administer the volume of existing grants and incoming grant applications for the upcoming year. As a result, I expect that no new grants will be awarded, and most existing grants will be terminated.
22. In addition, none of the 12 employees who will be brought back from administrative leave works in the Office of Research and Evaluation. As a result, this office will effectively no longer exist at the agency. This indicates that the Public Library Survey, which is conducted every two years and is essential to understanding the library field, will cease to be issued. Additional program evaluations and data collection will also cease.
23. I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025.

\_\_\_\_\_  
/s/ Blake Doe  
Blake Doe

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND; et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

C.A. No.:

**DECLARATION OF ALEX DOE**

Pursuant to 28 U.S.C. § 1746, I, Alex Doe, hereby declare as follows:

1. I am currently employed by the Minority Business Development Agency (MBDA).

I am over the age of 18 and have personal knowledge of all the facts stated herein, except those matters stated upon information and belief; as to those matters, I believe them to be true.

2. I am submitting this declaration pseudonymously because I fear retaliation. But if the Court would like to know my name or job position, I would be willing to provide it ex parte and under seal.

3. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the MBDA, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.



4. Currently, the MBDA is budgeted to have a staff of approximately 75 employees. Prior to the issuance of this executive order on March 14, approximately 40 individuals were working at the MBDA.

5. Following the issuance of the executive order on March 14, the MBDA placed all but three employees on paid administrative leave. The only employees who were not placed on administrative leave were the Deputy Under Secretary of Commerce for Minority Business Development, the Chief Operating Officer, and the Chief of the Office of Legislative, Education, and Intergovernmental Affairs. Since that date, two additional employees have also begun working at the agency.

6. On March 21, 2025, MBDA sent a notice stating that it was initiating a reduction in force (RIF) for the MBDA. On information and belief, I understand that this RIF will likely result in the termination of all General Schedule (GS)-level employees at the MBDA within 30 days of the notice. All but three MBDA employees currently on administrative leave are GS-level.

7. The remaining 5 employees working at the MBDA will not be capable of carrying out the MBDA's statutorily mandated functions, administering its existing programs, or spending its appropriated funds.

8. The MBDA currently administers a portfolio of more than 100 grants. All grants to minority business centers and specialty business centers are scheduled to terminate on June 30. All grants to specialty colleges and universities are scheduled to terminate on August 30.

9. It is not possible for five employees to monitor the existing portfolio of grants for waste, fraud, and abuse, or to ensure that they are being used for authorized purposes consistent with the grant award. Administration of these grants requires consistent contact with grantees to

monitor and evaluate grantee performance, train, conduct site-visits, and to ensure compliance with the terms and conditions governing the grants.

10. It will be particularly difficult for five employees to adequately monitor existing grants because, the MBDA allowed its contract with Salesforce to expire. Salesforce is the performance-management platform that MBDA previously used to track grantee performance and monitor how grant funds were being used. Without this platform it will be extremely challenging for MBDA to monitor grantee performance, especially with a skeleton staff.

11. In addition, it will not be possible for five employees to issue new grants awards by the time the existing grants expire. To award new grants, the MBDA must initiate a grant competition that runs for 60 days. Following the conclusion of that 60-day period, MBDA staff must conduct an initial review of proposals, assemble a peer review panel consisting of 3 individuals; one being a federal employee, evaluate the grant applications, and then select the awardees. This process typically takes roughly four months even when the MBDA is fully staffed. The MBDA has not initiated any grant competitions for the grants that are scheduled to expire on June 30 or August 30. Even if a grant competition were initiated tomorrow, it would not be feasible for a skeleton crew of five staff to conclude the awards process in four months, let alone in less than 90 days. As a result, minority business development centers and specialty business centers are likely to see their grants lapse of June 30. And it is likely that other grant recipients will see their grants lapse on August 30.

12. In addition, it is highly unlikely that MBDA will be able to award grants in a timely enough manner to obligate all of the funds that Congress has appropriated for fiscal year 2025. Because no new grant competitions have been initiated, and because it is not feasible that a staff of five individuals could issue new grant awards in less than four months, it is unlikely that any

new awards will be issued until August, at the earliest. On information and belief, the award of grants in August will not leave adequate time for the MBDA to obligate all of its appropriated funds before the conclusion of the fiscal year on September 30.

13. MBDA has also taken other steps to effectively close the agency. The agency has taken down grant solicitations for its MBDA Rural Business Center Program—a statutorily required program—and the MBDA’s Women Entrepreneurship Program. MBDA has ceased sharing information with stakeholders and accepting speaking engagements. It has also eliminated its Minority Business Center Advisory Council and declined to schedule its annual Forum on Capital Formation. In addition, it has placed on administrative leave all staff responsible for its informational clearinghouse—a statutorily mandated activity to collect and share data on minority business enterprises.

14. Based on the foregoing, although the Administration has nominally left a skeleton staff in place at the MBDA, the Administration has effectively closed the Minority Business Development Agency. The agency is no longer fulfilling its statutorily mandated functions or spending all of the funds appropriated by Congress.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025.

\_\_\_\_\_  
/s/ Alex Doe  
Alex Doe

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND, et al.,

*Plaintiffs,*

v.

C.A. No.:

DONALD J. TRUMP, et al.,

*Defendants.*

**DECLARATION OF DARCY BURGESS**

Pursuant to 28 U.S.C. § 1746, I, Darcy Burgess, hereby declare as follows:

1. I am over the age of eighteen (18) and am National Representative for the National Association of Government Employees, who, among other groups, services a Federal Mediation and Conciliation Services (FMCS) bargaining unit certified in Washington, D.C. (NAGE Local R3-118). As a National Representative for the group, I have specific familiarity and knowledge related to everyday functions of the bargaining unit members as well as the overall mission of FMCS. The following facts are within my personal knowledge and if called as a witness, I could and would testify thereto.
2. As defined on their website ([www.fmcs.gov](http://www.fmcs.gov)), the Federal Mediation and Conciliation Service (FMCS) is a small, independent federal agency that plays a crucial role in sustaining the American economy by preventing, minimizing, and resolving work stoppages and labor disputes. These efforts help avoid costly disruptions in production, services, and supply chains, ensuring economic stability and growth. FMCS accomplishes this mission by offering mediation, training, and facilitation services to employers and unions nationwide, fostering collaborative labor-management relationships. Additionally, FMCS enhances government efficiency by providing training, mediation, facilitation, dispute systems design, and other alternative dispute resolution services to federal agencies, allowing them to operate more effectively and serve the public better.
3. On March 14, 2025, President Trump issued an Executive Order entitled “Continuing the Reduction of the Federal Bureaucracy”, which sought to immediately eliminate

- “any non-statutory component and functions...and reduce the performance of their statutory functions and associated personnel to the minimum presence and function required by law:” FMCS was the first of these services to be targeted in the Executive Order.
4. Before President Trump’s gutting of FMCS, they only had about two hundred and seven (207) employees servicing the entire country.
  5. NAGE Local R3-118, specifically represented thirty-four (34) bargaining unit members, located throughout the country, who provided administrative support in various capacities.
  6. As directed by the Executive Order, FMCS began the immediate removal of some employees, and delayed removal of others, resulting in the total loss of seventy-two (72) percent of the overall employees of FMCS; ten (10) of those employees who were let go immediately were former members of NAGE Local R3-118. *See, Notice of RIF and attached Bargaining Unit Spreadsheet.*
  7. To the best of my knowledge, only fifteen (15) of FMCS employees, overall, will remain by the time the RIF is fully effectuated. Of those remaining employees, zero (0) will be bargaining unit members.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct.

EXECUTED this 3rd day of April, 2025, in Fredericksburg, Virginia.

  
Darcy Burgess



**FEDERAL MEDIATION AND CONCILIATION SERVICE**

HEADQUARTERS OFFICE

250 E Street, SW

Washington, D.C. 20427

**MEMORANDUM**

---

March 28, 2025

Subject: Notification of Reduction in Force (RIF)

To: Darcey Burgess  
National Representative, NAGE

From: Adrienne Adger  
Director, Office of Human Resources

In accordance with Article 35, "Reduction-in-Force" of the collective bargaining agreement between the Federal Mediation and Conciliation Service (FMCS) and the National Association of Government Employees (NAGE), Local R3-118, we hereby notify you of the following:

This letter serves as formal notification that the Federal Mediation and Conciliation Service (FMCS) will be implementing a Reduction in Force (RIF) of employees across FMCS that will impact all members of your union.

The relevant information for the implementation of the RIF is as follows:

Estimated Effective Date: as early as May 1, 2025

Type of Employees Affected: The RIF is aimed at all competitive areas and positions of the organization, to include mediation and administrative positions. The RIF will also target roles in programmatic areas that have been determined to be redundant or duplicative with other functions across the federal government.

Competitive Areas Affected: A list of competitive areas has been finalized and approved by OPM as of March 20, 2025. FMCS competitive areas are based upon components of the organization and are based nationwide within each component:

Office of the Director  
National Representative  
Office of Equal Employment Opportunity  
Office of Labor Policy & Communications  
Office of the Chief Operating Officer  
Office of Human Resources  
Office of Budget  
Office of Finance  
Office of Procurement and Operational Support  
Office of Security and Continuity of Operations  
Office of General Counsel  
Office of Field Operations  
Office of Field Operations National/International  
Center for Conflict Resolution and Education



Office of National Projects  
Office of Conflict Management and Prevention  
Office of Field Operations Regional  
Office of Client Services  
Office of Field Administration  
Office of Field Operations, Region 1  
Office of Field Operations, Region 2  
Office of Field Operations, Region 3  
Office of Field Operations, Region 4  
Office of Field Operations, Region 5  
Office of Field Operations, Region 6

Approximate number of bargaining unit employees affected: All remaining BUEs (non-Deferred Resignation/Retirement) will be impacted. A roster is attached to this notice.

This action is being taken in accordance with President Donald Trump's Executive Order (s) 14210, dated February 11, 2025, and Executive Order 14238 of March 14, 2025.

Specific notices to employees may be sent as early as Monday, March 31, 2025, and will comply with notice requirements under regulation and the CBA.

Given that reduction-in-force is "covered-by" our collective bargaining agreement, FMCS has satisfied obligations to bargain over this matter.

If you have any questions please contact Adrienne Adger, at [aadger@fmcs.gov](mailto:aadger@fmcs.gov) or 202-606-5466.

Thank you!



Federal Mediation & Conciliation Service  
Office of Human Resources  
202-606-5466

CUI//SP-PERS

**NAGE Local R3-118 - Bargaining Unit Employees as of March 2025**

Last Name	First Name	Official Title	Grade	Organization/Duty Location	Email Address	Bargaining Unit Code
ARELLANO	BRIAN	Program Specialist (E-Resources)	GS-0340-11	Field Operations (National/International), Office of Education, Arvada, CO	barellano@fmcs.gov	1085
BOYD II	JOSEPH	IT Specialist (Systems & Customer Support)	GS-2210-13	Office of Information Technology (HQ), Centreville, VA	jboyd@fmcs.gov	1085
COLANDRIA	MICHAEL	Support Services Specialist	GS-0342-11	Office of Procurement and Operational Support (HQ), Washington, DC	mcolandria@fmcs.gov	1085
DAVIS	CAROL	Management Analyst	GS-0343-09	Office of Field Operations (National/International), Sherwood, AR	cdavis@fmcs.gov	1085
DRAKE	MARGARET	Budget Analyst	GS-0560-13	Office of Budget (HQ), Beverly Hills, FL	mdrake@fmcs.gov	1085
FARRINGTON	TORRANCE	Program Specialist	GS-0301-11	Field Operations (National/International), Office of Education, Bowie, MD	tfarrington@fmcs.gov	1085
FARRIS	DONALD	DATA ANALYTICS SPECIALIST	GS-0301-13	Office of Labor Policy & Communication, Tyler, TX	dfarris@fmcs.gov	1085
FRANCE-HAFF	CHERYL	ADMINISTRATIVE SPECIALIST	GS-0301-09	Office of Field Operations (Regional), Office of Field Administration, Woodbridge, NJ	cfrancehaff@fmcs.gov	1085
GALLAS	MEGAN	Program Specialist (IAA)	GS-0301-11	Field Operations, Office of Client Services, Zanesville, OH	mgallas@fmcs.gov	1085

HALL	YVETTE (LAFRE)	Property Management Specialist	GS-1101-12	Office of Procurement and Operational Support (HQ), Hyattsville, MD	lhall@fmcs.gov	1085
HOROWITZ	CHRISTINE	E-Learning Training Specialist	GS-1712-13	Field Operations (National/International), Office of Education, Newnan GA	chorowitz@fmcs.gov	1085
JOHNSON	KEITH	Arbitration/Notice Processing Technician (OA)	GS-0303-07	Field Operations, Office of Client Services, Cheltenham, MD	kjohnson@fmcs.gov	1085
JONES	ROMONA	Management Specialist	GS-0301-12	Office of Procurement and Operational Support (HQ), Oxon Hill, MD	rjohnson@fmcs.gov	1085
KERRICK	TIFFANY	Senior Accounting Technician	GS-0525-09	Office of Budget (HQ), Suitland, MD	tkerrick@fmcs.gov	1085
KRIZAY	TERESA	ADMINISTRATIVE SPECIALIST	GS-0301-09	Office of Field Operations (Regional), Office of Field Administration, Alliance, OH	tkrizay@fmcs.gov	1085
LAU LOPEZ	VICTOR	Accounting Technician	GS-0525-08	Office of Finance (HQ), Beltsville, MD	vllopez@fmcs.gov	1085
LAWSON	MARCUS	Customer Services Specialist	GS-0301-11	Office of Procurement and Operational Support (HQ), Washington, DC	mlawson@fmcs.gov	1085
LUTZKANIN	CAROL	Management Analyst	GS-0343-09	Office of Field Operations (Regional), Office of Field Administration, Carlisle, PA	clutzkanin@fmcs.gov	1085
NICHTER	SUZANNE	Arbitration/Notice Processing Technician (OA)	GS-0303-07	Field Operations, Office of Client Services, Washington, DC	snichter@fmcs.gov	1085
PACE	BERNADETTE	ADMINISTRATIVE SPECIALIST	GS-0301-09	Office of Field Operations (Regional), Office of Field Administration, Cleveland, OH	bpace@fmcs.gov	1085
PLYE	CYNTHIA	Training Specialist	GS-1712-13	Field Operations (National/International), Office of Education, Silver Spring, MD	cpyle@fmcs.gov	1085

RADOGNO	ELDA	ADMINISTRATIVE SPECIALIST	GS-0301-09	Office of Field Operations (Regional), Office of Field Administration, Berwyn, IL	eradogno@fmcs.gov	1085
ROBINSON	MALACHI	CLIENT RELATIONS SPECIALIST	GS-0301-11	Field Operations, Office of Client Services, Jersey City, NJ	mrobinson@fmcs.gov	1085
SHANK	PAULA	IT Specialist (System Administrator- SharePoint)	GS-2210-14	Office of Information Technology (HQ), Fredericksburg, VA	pshank@fmcs.gov	1085
SHANNON	STEPHEN	Program Assistant	GS-0301-11	Field Operations, Office of Client Services, Centreville, VA	sshannon@fmcs.gov	1085
SQUIRES	JAMES	Telecommunications Specialist	GS-0391-14	Office of Information Technology (HQ), Fredericksburg, VA	jsquires@fmcs.gov	1085
STUART	LAKISHA	Accounting Technician	GS-0525-08	Office of Budget (HQ), Bryans Road, MD	lstuart@fmcs.gov	1085
SUTHERLAND	ERICA	Management Analyst	GS-0343-09	Office of Field Operations (Regional), Office of Field Administration, Benton, AR	esutherland@fmcs.gov	1085
TROST	ALAN	IT Specialist (Systems Analysis)	GS-2210-13	Office of Information Technology (HQ), Gaithersburg, MD	atrost@fmcs.gov	1085
TUCKER	STEPHANIE	ADMINISTRATIVE SPECIALIST	GS-0301-09	Office of Field Operations (Regional), Office of Field Administration, Glendale, CA	stucker@fmcs.gov	1085
WARREN	KIMBERLY AYERS	Digital Media Strategist	GS-1001-14	Office of Labor Policy & Communication, Roswell, GA	kwarren@fmcs.gov	1085
WASHINGTON	BARBARA	Accounting Technician	GS-0525-08	Office of Budget (HQ), Washington DC	bWASHINGTON@fmcs.gov	1085

WRIGHT	SHAKIMA	Senior Program Assistant	GS-344-11	Field Operations, Office of Client Services, Fort Washington, MD	swright@fmcs.gov	1085
YOUNG	PATRICIA	Program Assistant	GS-0303-09	Field Operations, Office of Client Services, Capitol Heights, MD	pyoung@fmcs.gov	1085

\* = currently electing dues withholding through payroll deduction

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND; et al.,

Plaintiffs,

v.

DONALD TRUMP, in his official capacity as  
President of the United States; et al.,

Defendants.

C.A. No. 

**DECLARATION OF ALEXI GIANNOULIAS**

Pursuant to 28 U.S.C. § 1746, I, Alexi Giannoulis, hereby declare as follows:

1. I am a resident of Illinois. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. I am the Illinois Secretary of State.

3. As Illinois Secretary of State, I am also the State Librarian of the Illinois State Library (“ISL”). 15 ILCS 320/2.

4. According to state statute, I “have the direction and control” of ISL and have the authority to appoint the Director of the State Library. 15 ILCS 320/2.

5. It is the stated policy of the State of Illinois “to promote, support and implement library services on a statewide basis, including the effective sharing of resources and services

among libraries to promote access to information in both print and electronic format.” 15 ILCS 320/3.

6. As State Librarian, I am responsible for overseeing the operations of ISL, including administering the funds—approximately \$5.7 million each year—that ISL receives through the Institute for Museum and Library Services (“IMLS”) Grants to States Program.

7. ISL is responsible for distributing grants to over 1,700 public, academic, school, and special library agencies across the state to support and expand library services, assuring library services are available and continue to be relevant to the state’s residents.

8. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Institute of Museum and Library Services, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

9. Given my experience, I believe that Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs on which the Illinois State Library relies and on which it expects to rely in the future, causing significant harm to the Illinois State Library, the Illinois Secretary of State, and the State of Illinois.

The Museum Library Services Act

10. In 1996, Congress established the Institute of Museum and Library Services by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act, which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding to help support



libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

11. IMLS, which administers the Library Services and Technology Act, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State with the extension and development of public library services throughout the State.” *Id.* § 9122(4). The Illinois Secretary of State is a State library administrative agency and “distributes the Library Services and Technology appropriation to support statewide initiatives and services; sub-grant competitions or cooperative agreements to public, academic, school and special libraries; and regional library systems . . . .” 23 Ill. Admin. Code 3035.700(a).

12. In order to receive funds under the Library Services and Technology Act, each State library administrative agency must submit to IMLS its five-year state plan, which describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of Illinois’ plan is attached.

13. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b) and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

14. Section 9141 provides that:

Of the funds provided to a State library administrative agency under [20 U.S.C. § 9123] section such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all

ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3)

(A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

The Institute of Museum and Library Services' Impact in Illinois

15. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. Illinois received approximately \$5.7 million, the sixth-largest grant in the country, which represents the federal share of the activities in the approved plan, totaling 66 percent.<sup>1</sup>

16. ISL uses these federal funds to support many of its programs, including: \$2.5 million allocated to the Illinois Heartland and Reaching Across Illinois Library Systems (IHLS and RAILS), a program that facilitates the delivery of books and other library materials to support interlibrary loan services; \$1.8 million for a subscription to the Online Computer Library Center (OCLC) WorldCat Discovery/FirstSearch Services, used by more than 1,000 libraries in Illinois to support cataloging, the interlibrary loan program, and information needs; \$526,000 for Project Next Generation, which educates at-risk students and provides access to computers, software, and technologies to students who may not otherwise have access; and \$420,000 allocated to the Illinois Department of Corrections for the purchase of library materials and services at 28 state corrections facilities in the state, aimed at reducing recidivism.

17. ISL's budget for the state's fiscal year has relied on receiving approximately \$5.7 million from IMLS, and we made plans and allocated funding for the grants described in ¶13 and others, based on the anticipated receipt of federal funding promised.

18. ISL planned to apply for and use funds from IMLS' Grants to States Program in all future budget years.

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here:  
<https://www.imls.gov/sites/default/files/2024-04/imslstastateallotmenttablefy2024.pdf>.



19. On March 31, 2025, the Director of the State Library received the below email from IMLS advising that all of its staff members were going to be placed on administrative leave effective immediately.

From: Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
Sent: Monday, March 31, 2025 2:39 PM  
To: Teresa A. DeVoe <[TDevoe@imls.gov](mailto:TDevoe@imls.gov)>  
Cc: Dennis Nangle <[DNangle@imls.gov](mailto:DNangle@imls.gov)>; Madison Bolls <[MBolls@imls.gov](mailto:MBolls@imls.gov)>; Cindy Boyden <[CBoyden@IMLS.gov](mailto:CBoyden@IMLS.gov)>; Laura McKenzie <[LMcKenzie@imls.gov](mailto:LMcKenzie@imls.gov)>  
Subject: all IMLS staff going on administrative leave today

**EXTERNAL SENDER: Do not open attachments or click on links unless you recognize and trust the sender.**

**TO: Chief Officers and LSTA Coordinators**

Within the last hour IMLS received word that all staff are going to be placed on administrative leave, effective today. We will not be able to work or respond to your emails, and we don't have any information about future timelines related to this action.

Please share with other staff as appropriate, and please know how much we appreciate you and your work.

**Teri DeVoe**

Associate Deputy Director, Grants to States  
Institute of Museum and Library Services  
955 L'Enfant Plaza North, SW, Suite 4000  
Washington, D.C. 20024  
P: 202-653-4778  
[Website](#) | [LinkedIn](#) | [Facebook](#)

20. On March 31, 2025, the Director of the State Library also received from the Chief Offices of State Library Agencies the below statement by AFGE Local 3403 on the status of IMLS, advising that “[t]he status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.”



**A Statement from AFGE Local 3403 on the Status of the Institute of Museum and Library Services**

Earlier today, the Institute of Museum and Library Services notified the entire staff that they are being placed on administrative leave immediately. The notification followed a brief meeting between DOGE staff and IMLS leadership. Employees were required to turn in all government property prior to exiting the building, and email accounts are being disabled today. Museums and libraries will no longer be able to contact IMLS staff for updates about the funding they rely upon.

In the absence of staff, all work processing 2025 applications has ended. The status of previously awarded grants is unclear. Without staff to administer the programs, it is likely that most grants will be terminated.

21. We received no further instruction from IMLS about how to proceed.
22. Because there is no staff to administer the Grants to State program, it is unlikely that Illinois will receive the remainder of its 2024 Grants to States Award by September 30, 2025, as expected.
23. Without the remaining funding granted by IMLS for this state fiscal year, which ends on June 30, 2025, ISL will be responsible for \$804,892.01 to the grantees that expected this funding.
24. This will cause immediate and irreparable harm to Illinois.

25. Because ISL's budget has relied on consistent annual funding from IMLS since its inception (and even before, from its predecessor agency), ISL and libraries across Illinois have no alternative funding streams to support these programs. Any pause or cessation of the federal funding awarded by IMLS would result in drastic disruption of services to the public in libraries across the state. For example, last fiscal year, the IHLS and RAILS program, using \$2.5 million from IMLS funding, facilitated the transfer of over 11 million items between more than 1,700 libraries in Illinois. This program is critical to supporting libraries that are dependent on borrowing materials from districts with larger collections and more financial resources. If the RAILS program were eliminated due to a lapse in funding from IMLS, sending the same number of materials through the U.S. Mail would cost Illinois taxpayers over \$55 million. Further, in the last fiscal year, using the OCLC subscription purchased with IMLS funds, Illinois libraries conducted nearly one million citation searches to serve their library patrons and support their library operations. And if we can no longer support Project Next Generation without federal funding, children will lose opportunities to access the technology that has boosted their learning and life skills necessary for future success. Seven percent of Illinoisans lack adequate broadband infrastructure, and 62% live in an area with only one Internet service provider.<sup>2</sup> Project Next Generation assists in bridging this digital divide. Losing funding that provides these services will have a devastating impact on libraries across Illinois and the communities they serve.

---

<sup>2</sup> Even where Internet service providers exist, Internet access may still be inaccessible. For example, as set forth in ISL's most recent five-year plan, in Menard County, Illinois, 54% of households could get broadband, but only 9% actually had it. And in Sangamon County, Illinois, 91% of households could get broadband, but only 47% actually had it.

26. Because of the Executive Order dismantling IMLS, and the steps that have been taken to place all IMLS staff on administrative leave, the ability of ISL to serve Illinois communities and library patrons throughout the state will be harmed.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 3, 2025, at Chicago, Illinois.



---

ALEXI GIANNOULIAS



## **Exhibit A**

# ILLINOIS

**Long Range Plan for the Use of  
Library Services and Technology Act Funds  
2023 – 2027**



**Illinois State Library  
Gwendolyn Brooks Building  
300 South Second Street  
Springfield, Illinois 62701**

**Alexi Giannoulas, Secretary of State and State Librarian  
Greg McCormick, Director  
Originally submitted June 2022. Updated June 2023**

## Table of Contents

Mission Statement .....	2
Needs Assessment .....	2
Goal 1 .....	3
Need .....	3
LSTA Priorities .....	5
Projects .....	5
Goal 2 .....	8
Need .....	8
LSTA Priorities .....	10
Projects .....	10
Goal 3 .....	12
Need .....	13
LSTA Priorities .....	14
Projects .....	14
Coordination Efforts .....	17
Evaluation Plan .....	22
Stakeholder Involvement.....	23
Communication and Public Availability .....	24
Monitoring.....	25
Assurances.....	26

## Introduction

The Illinois State Library (ISL) is a division of the Illinois Secretary of State. From overseeing the ISL and administering the state's literacy efforts, to issuing driver's licenses, registering vehicles, and promoting organ/tissue donation awareness, the Secretary of State's office directly touches the lives of nearly everyone in Illinois.

The purposes of the ISL are set forth in Illinois Compiled Statutes [[15 ILCS 320/7](#)]. The ISL is the principal information resource for Illinois' state government and serves as the State's library by extending and developing library services for the citizens of Illinois. Reading materials and services to meet the needs of the visually impaired are provided by the Illinois State Library Talking Book and Braille Service.

The ISL administers state and federal grants in support of over 1,700 public, academic, school, and special library agencies throughout Illinois that together comprise the Illinois Library and Information Network (ILLINET). Grant programs develop and expand library services, enhance technology, build and renovate libraries, as well as provide support for the statewide delivery service for library materials. Basic adult literacy instruction is provided through grant programs administered through the ISL's Literacy Office to libraries, businesses, and literacy providers.

In compliance with Illinois statutes and administrative rules, annual certification is required of all library system members in order to retain system membership and eligibility for grants administered by the ISL [[23 Ill. Adm. Code 3030.200](#)]. As of June 2022, ILLINET includes 1,793 certified library agencies, 3 library systems and the ISL:

- 147 academic library agencies with library services provided at 237 locations
- 640 public library agencies with library services provided at 812 locations
- 796 school district library agencies with library services provided at 3,809 locations
- 210 special library agencies with library services provided at 217 locations

### Library Systems:

- Chicago Public Library System: 1 public library serving the City of Chicago.
- Illinois Heartland Library System: 30 academic; 227 public; 236 school; 32 special libraries for a total of 525 members serving southern Illinois.
- Reaching Across Illinois Library System: 117 academic; 412 public; 560 school; 178 special libraries for a total of 1,267 members serving northern Illinois and the nonpublic libraries in the City of Chicago.

---

## Mission Statement

The Illinois State Library provides leadership in information access and supports essential and collaborative library and literacy services.

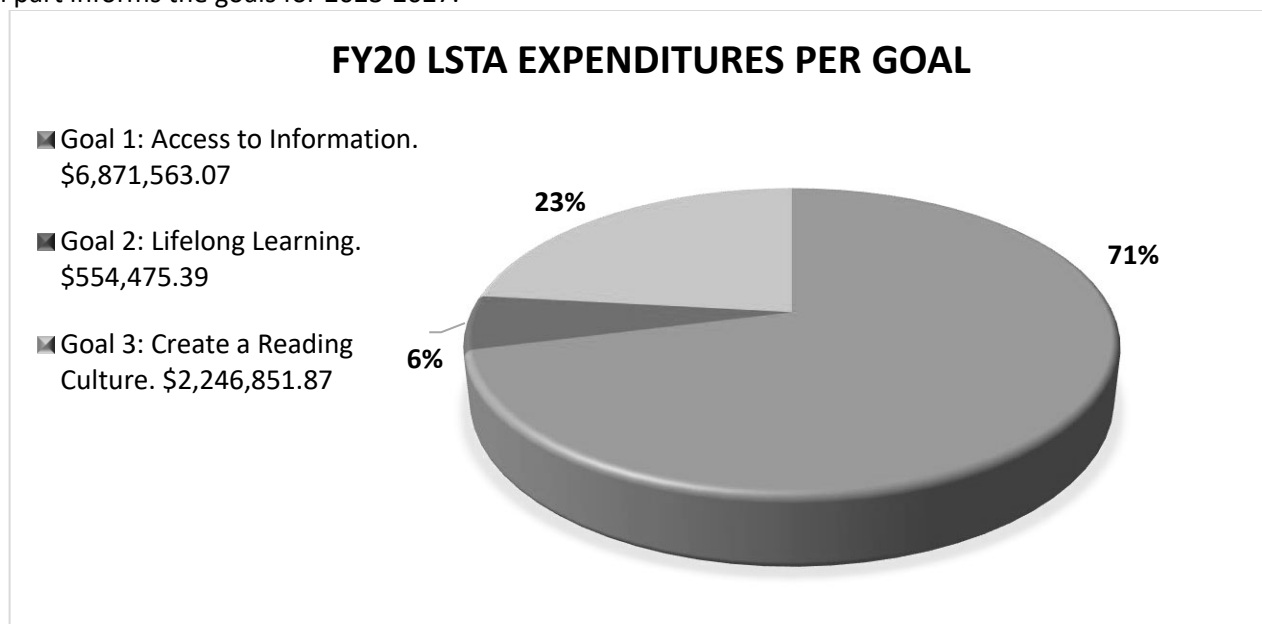
The Illinois State Library envisions a future where everyone is aware of the valuable role of libraries and has timely access to library and information services.

---

## Needs Assessment

The ISL conducted a needs assessment process that involved several strategies to gather data, review information and determine priorities as the basis for this long-range plan.

The Institute for Legal, Legislative, and Policy Studies, Center for State Policy and Leadership at the University of Illinois Springfield assessed the 2018 through 2022 use of LSTA funds in Illinois. The evaluator compiled, reviewed, and analyzed quantitative and qualitative data from project reports of all LSTA and match funded activities during the timeframe of the evaluation. ISL staff worked closely with the evaluator over several months in order to provide both the qualitative and quantitative data necessary to get a clear picture of how ISL met the goals laid forth in the 2018-2022 grant period. The evaluation revealed that the ISL successfully achieved the three goals of access to information, lifelong learning, and creating a reading culture, confirming the value of the current services, while providing insights for initiatives to change, develop, or expand within the next five years. The data charted below reflects the FY20 expenditures per goal and gives a relative cross-section of how LSTA grant funds and match funds were distributed based on the three goals of 2018-2022, and in part informs the goals for 2023-2027.



In order to establish and prioritize goals for the use of LSTA funds for the 2023-2027 grant period, input was sought by reviewing the current and past State Program Reports (SPR) and libraries' annual reports; through

conversations with grantees and survey responses from the library workforce across the state of Illinois; through discussions with the Talking Book and Braille Service advisory board; by reviewing publications from state and federal agencies to analyze demographics on the people of Illinois and statewide trends; and through discussions with ISL administration and staff about results and data provided in the evaluation.

The Illinois State Library Advisory Committee (ISLAC) advises the ISL in the development of state and federal library plans; provides input in addressing policies, issues, and activities for library development and cooperation among different types of libraries; makes recommendations concerning the evaluation of statewide services; and addresses the use of technology to expand access to information for the state's citizens. ISLAC will have a continuing role to review projects awarded and progress towards meeting the LSTA goals.

From these information sources, ISL staff determined the three focal points for the 2023-2027 long-range plan goals as:

- Support for access to information and ideas
- Support for opportunities for education, information fluency, and lifelong learning
- Support for innovation

---

**Goal 1: Position the Illinois library community to extend library services for all Illinois residents by providing access to information and ideas.**

Access to information, the number one priority for use of LSTA and match funds, provides the foundation for libraries working together on behalf of the residents of Illinois. This goal is supported by sharing resources, embracing technology, making informed decisions, and providing diverse resources whether digital, virtual or tangible to improve access to the information that library users seek.

**Need:** Illinois residents rely on libraries for a variety of information. In FY2021, Illinois public libraries reported over 19 million visits, averaging 54,767 people using public libraries every day and asking over 4 million reference questions. With over 11,920 questions asked daily, just at public libraries, libraries of all types are in a unique position to provide a balance of resources and services to support inquiring individuals of all ages and abilities.<sup>1</sup> The average number of weeks libraries were open in 2021 was 27. Due to COVID-19, libraries operated at limited capacity by reducing hours or limiting the number of patrons into the building.

Students need seamless access to quality information to develop information literacy skills, and school libraries especially are positioned to fulfill this need. The Illinois Standards Aligned Instruction for Libraries<sup>2</sup> is based on K-12 students having access to information. The first standard deals with the ability of students to: “access information efficiently and effectively to inquire, think critically, and gain knowledge.”

- Recognize the need for information.
- Formulate questions based on information needs.
- Identify various potential sources of information.
- Develop and use successful strategies for locating information.
- Seek information from diverse sources.

---

<sup>1</sup> Illinois State Library. (2020-2021). Illinois Public Library Annual Report. Retrieved from Counting Opinions.

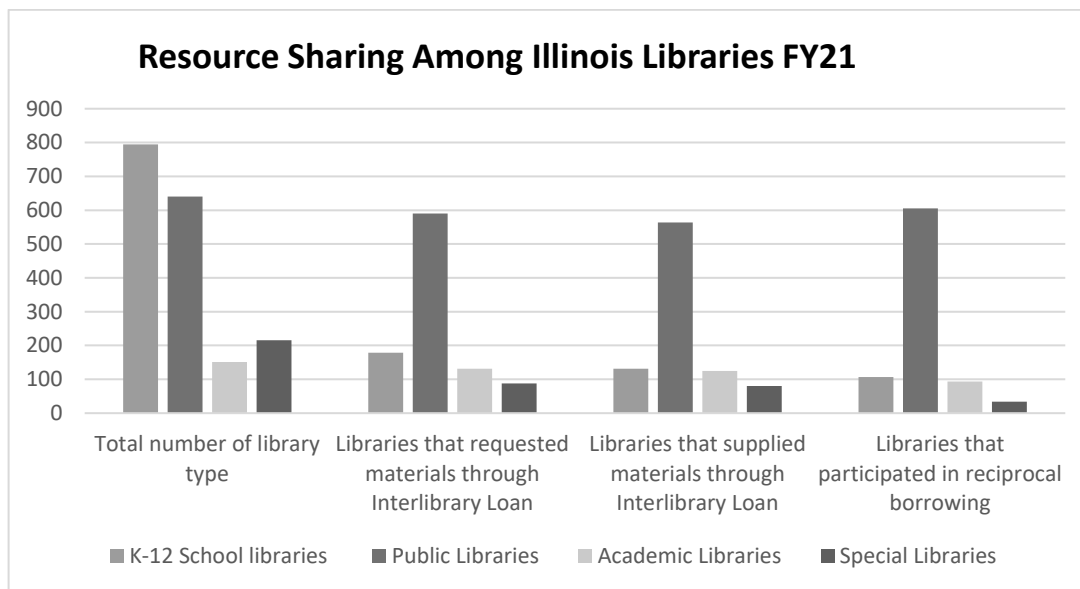
<sup>2</sup> Association of Illinois School Library Educators (AISLE). (2018). Illinois Standards-Aligned Instruction for Libraries. Retrieved from <https://aisled.org/isail/>

Citizens rely on digital libraries for virtual access to resources that would otherwise be locked away and unavailable for use by researchers, students, and the general public. The Illinois Digital Archives (IDA) provides a seamless search tool to both unique historical resources and deposited electronic government documents of all types. In February 2022, there were 745,496 items hosted by IDA, which is a 45% increase since 2017, and 117,572 views of the materials, representing an increase of 68% since 2017. This translates to IDA users viewing over 4,000 items every day.

As documented by the Evaluation of Use of Library Services and Technology Act Funds FY2018 - FY2022<sup>3</sup>:

- Library users across Illinois rely on their library for access to information. During the evaluation period, FirstSearch handled 4.5 million searches. This includes access to WorldCat to discover resources available in libraries' collections.
- The financial advantage of a statewide delivery network to transport library materials borrowed and loaned on behalf of patrons' requests was evident as the cost per item averaged .20¢ per item during the evaluation period of 2018 – 2022.

Academic, public, school, and special libraries are actively sharing resources for the benefit of Illinois residents. The FY2021 ILLINET Interlibrary Loan and Reciprocal Borrowing Traffic Survey collected responses from 1,803 libraries of all types, representing 100 percent of the library agencies in Illinois.<sup>4</sup> The interlibrary loan data charted below reflects libraries requesting and loaning materials on behalf of patron requests. Reciprocal borrowing reflects the percent of libraries allowing patrons to check out materials with a library card issued by another library. No one library can possibly own everything; therefore, sharing resources is critical to meet the eclectic needs of Illinois library users.



For Illinois residents to successfully discover the resources available in libraries' collections, shared automation systems generate better search results from the cleanup of duplicate records, upgrade of less than full level bibliographic records, and identification and resolution of problems created by conflicts between accepted

<sup>3</sup> Simmons, AJ. Ph.D., LaJoie, Sally, MLS (2022). Illinois State Library Evaluation of Use of Library Services and Technology Act Funds FY2018 - FY2022 (Rep.). Retrieved from: [https://www.ilsos.gov/departments/library/grants/pdfs/lsta\\_evaluation.pdf](https://www.ilsos.gov/departments/library/grants/pdfs/lsta_evaluation.pdf)

<sup>4</sup>Interlibrary Loan and Reciprocal Borrowing Statistical Survey FY2021. Retrieved from: <https://il.countingopinions.com/pireports/report.php?2189a086bf94086c064527a238038c6f>



metadata and the shared automation system. Many smaller Illinois libraries of all types lack staff with the expertise to do original cataloging. Additionally, many libraries lack sufficient staff or the time necessary to upgrade bibliographic records or to engage in database cleanup activities. Those libraries with cataloging staff often have a hard time keeping current with the latest cataloging standards and best practices.

The State of Illinois, along with the rest of the world, faced enormous challenges starting in March 2020, due to the COVID-19 pandemic. Lockdowns, building closures, the need to pivot to virtual and curbside services, staffing shortages, and safety concerns, have all taken an unprecedented toll on libraries, as well as state, regional and local agencies that serve the people of Illinois. Now more than ever, data collection and assessment are necessary to measure progress in meeting goals and make effective decisions to allocate resources and share results with stakeholders.

**LSTA Priorities** supported by the activities under this goal are expected to include:

- Develop library services that provide all users access to information through local, state, regional, national, and international collaborations, and networks.
  - Establish or enhance electronic and other linkages and improve coordination among and between libraries and entities, for the purpose of improving the quality of and access to library and information services.
  - Develop public and private partnerships with other agencies and community-based organizations.
- 

## **Projects under Goal 1:**

### **Project 1: Support the efforts of the Illinois library community to share their resources.**

**What will be done/for whom:** The physical transportation of library materials between ILLINET libraries through regional and statewide delivery networks is a vital service to support resource sharing. The delivery load is driven by the interlibrary loaning of materials between libraries to fulfill the needs of library users statewide. Materials are transported between libraries to fulfill library patrons' requests for books, newspapers, magazines, or resources that are not available at their "home" library but are available from other Illinois libraries elsewhere in the state. Support for the delivery of resources between libraries is based on strategic and cost-effective methods.

**Procedures used to carry out activities:** Delivery is outsourced or provided as a direct service to ILLINET libraries by sub grant organizations. Every ILLINET library complies with all delivery policies, procedures, and guidelines established by the ISL, the library systems, Illinois Library Delivery System and/or their commercial contractors. ILLINET libraries ensure that appropriate and sufficient interlibrary loan practices are in place and that libraries are in compliance with the components of the most recently adopted ILLINET Interlibrary Loan Code. Interlibrary resource sharing across the state of Illinois is supported and encouraged as documented on library agencies' annual certification and the ILLINET Interlibrary Loan Traffic Survey.

**Benefits or Outcomes Expected:** Statewide and regional solutions provide an infrastructure that support sharing resources and access to information for the people of Illinois. The capacity of an individual library to respond to the informational needs of their patrons is improved as resources are borrowed and loaned. Activities improve library operations on behalf of library users across the state.

**How SLAA will use federal funds to assist in meeting this goal:** As a continuing statewide initiative, LSTA and/or state funded sub grant opportunities will be made available for eligible applicants to develop and support sharing resources between libraries.

**Timeline:** This is a top priority with annual grant opportunities to ensure seamless services 2023 through 2027.

**Project 2: Support the efforts of the Illinois library community to provide content and resources in a variety of formats.**

**What will be done/for whom:** An ongoing, statewide subscription provides access to OCLC WorldCat Discovery/FirstSearch for every ILLINET library in the state. WorldCat Discovery refers to OCLC's enhanced search interface, which provides access via a single portal, to two services: WorldCat and FirstSearch databases. Through WorldCat, users find libraries' descriptive catalog records to request the resource they need plus the location of the owning library whether it is their local library or another library. ILLINET member libraries are provided content to 13 databases through this subscription to the former FirstSearch "base package." Most of these copyrighted resources cannot be found using a simple Google search.

Libraries' resources, whether virtual or tangible, are improved based on the demonstrated needs of users.

**Procedures used to carry out activities:** Through a subscription to OCLC WorldCat Discovery/FirstSearch or a similar database suite, the ISL ensures that every ILLINET member academic, public, school and special library has access to a suite of online content. Each library is provided a unique URL and password for use by staff and to provide for their patrons. As part of the subscription, the vendor provides technical support and virtual training directly to libraries.

Libraries may be offered sub grants or other assistance to improve the resources available for the people they serve. Based on local need, resources are added to a library's collection to enhance the library's capacity to meet the needs of their patrons. The bibliographic records of the new materials are made available through a shared catalog to enhance resource sharing.

**Benefits or Outcomes Expected:** Illinois libraries respond to the needs of patrons by providing access to information in a variety of formats. A user's ability to obtain quality information online regardless of where they are located in the state is equalized due to a statewide subscription. Through WorldCat, Illinois libraries have an improved web presence for their holdings which makes their catalogs searchable online by library users; the capacity for interlibrary loan is improved. Activities improve users' ability to obtain and use information resources.

**How SLAA will use federal funds to assist in meeting this goal:** As a continuing statewide initiative, the expectation is that LSTA funds will support the annual OCLC WorldCat Discover/FirstSearch subscription or subscription to a similar database suite. In support of activities to enhance local resources, LSTA and/or state funds may support statewide initiatives, sub grant competitions and/or cooperative agreements

**Timeline:** The annual, statewide database subscription is a high priority for LSTA and/or state funds. Special sub grant opportunities may be offered as necessary and appropriate 2023 through 2027.

**Project 3: Support the efforts of the Illinois library community to make resources discoverable.**

**What will be done/for whom:** Activities may include:

- Strengthen the integrity of the bibliographic records for the billions of books and resources available in Illinois libraries through support for the shared libraries' catalogs.
- Support for Illinois libraries to join or increase holdings in a shared catalog/automation consortium also known as a Local Library System Automation Program (LLSAP).
- Digitization support to carry out projects involving the selection, digital capture, preservation, storage, and provision of web access to important local, historical, and cultural collections. This also includes support to add Illinois' digital collections to the Illinois Digital Archives and the Digital Public Library of America.
- Support for technology solutions to make libraries' resources discoverable such as Wi-Fi hot spots that improve virtual access to discover information.

**Procedures used to carry out activities:** Provide libraries with an infrastructure that supports sharing resources, discovery, and access to information for the people of Illinois. Activities support statewide solutions for economic efficiency and the standardization of cataloging records across all Illinois communities. Multiple organizations may be involved to make collections discoverable.

**Benefits or Outcomes Expected:** Activities improve users' ability to discover information resources:

- The quality of cataloging is improved; the numbers of full level records are increased, and duplicate records are decreased in libraries shared bibliographic catalogs making the search results more manageable.
- Collaborative automation systems improve access to information resources regardless of a user's approach to searching.
- Illinois citizens benefit from unique local, historical, and cultural digitized materials accessible via the web from their home, mobile devices, work, or library computers.

**How SLAA will use federal funds to assist in meeting this goal:** Statewide initiatives, sub grant competitions and/or cooperative agreements support activities to make resources discoverable. The expectation is that a combination of LSTA and state funds will be used.

**Timeline:** Annual contracts for services will maintain cataloging support. Special grant opportunities may be offered as necessary and appropriate 2023 through 2027.

**Project 4: Support the efforts of the Illinois library community to make informed decisions to ultimately improve library services for Illinois residents.**

**What will be done/for whom:** Libraries are encouraged to evaluate their role in the changing community environment. The ISL contracts with a vendor to collect data about Illinois libraries with a reporting interface to compare and analyze statistics. ISL is a participant in the Institute of Museum and Library Services Public Library Statistics Cooperative that requires the collection of a core set of national public library data. This is accomplished through the statutorily required Illinois Public Library Annual Report. Other assessment strategies may be implemented as appropriate and necessary. Through evaluation, libraries are engaged to

explore possibilities and examine current and future trends impacting the greater statewide library community.

**Procedures used to carry out activities:** ISL follows state procurement policies for contracting with a vendor to provide data collection and reporting services. Using vendor products like LibPas, all public libraries are required to enter their data within 60 days after the end of their fiscal year. ISL staff review and edit the local library data for accuracy prior to uploading it for national consideration. The statistics are available online for libraries and stakeholders to run reports and analyze their individual library's services and trends. ISL staff also prepares reports to compare and analyze data for local or statewide consideration.

Webinars or other means of individual or group training are offered to make the library workforce aware of the process and importance of participation in statewide data collections and evaluations. In addition to online training, links to the surveys as well as specific data reports are posted on the ISL website with informational articles published in the ISL electronic newsletter.

**Benefits or Outcomes Expected:** Activities improve library operations. Libraries have real-time and on-demand access to data for operational and peer benchmarking that incorporates qualitative and quantitative results. Communication is enhanced as cooperative efforts and achievements are documented with real comparative data. Data documents the increase/decrease in resource sharing across the state thus demonstrating the value of libraries working together on behalf of patrons.

**How SLAA will use federal funds to assist in meeting this goal:** As a continuing statewide initiative, the expectation is that LSTA funds will be used to support annual evaluation through data collection and analysis. In support of making informed decisions, LSTA and/or state funds may support statewide initiatives, sub grant competitions and/or cooperative agreements.

**Timeline:** The annual, ongoing contract with a vendor is a high priority for LSTA or state funds 2023 through 2027. Libraries submit data annually.

---

## **Goal 2: Position the Illinois library community as an educational anchor by providing opportunities to support education, information fluency, lifelong learning.**

Support of library and reading services for people who are blind, physically disabled, or print disabled has been and remains a top priority. Through programs, presentations, and other educational experiences, the ILLINET library community of regional library systems, academic, public, school, and special libraries provide significant support for the personal growth, lifelong learning, and essential continuous education of Illinois residents of all ages and abilities, including a competent and knowledgeable library workforce.

**Need:** According to the 2020 Census, American Community Survey, approximately 2% of Illinois residents self describe themselves as having vision difficulty. This translates to 257,858 Illinois residents as being potentially eligible for talking books and/or braille services, up 5.7% from the previous census statistics.<sup>5</sup>

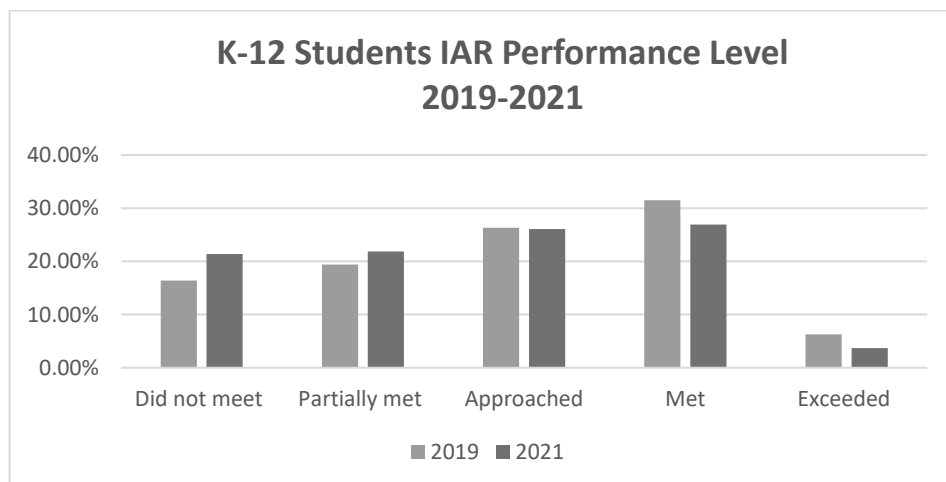
---

<sup>5</sup> U.S. Census. 2020 American Community Survey. Retrieved from <https://data.census.gov/cedsci/table?q=B18&g=0400000US17&d=ACS%201-Year%20Estimates%20Detailed%20Tables&tid=ACSDT1Y2019.B18103>

Library workforce training has been and continues to be a cornerstone of helping libraries provide quality, seamless services for communities across Illinois. The results of the 2018-2022 long- range plan evaluation made clear that workforce training is a valuable use of LSTA funding, and that continuing to plan these types of programs for the next 5 years will prepare directors, staff, and trustees on how best to serve their library communities. According to our evaluators, the ISL was able to “demonstrate a sizeable, dedicated commitment to training and developing library staff across Illinois. ISL has done this through their sub grants “Director’s University”, “Elevate”, “Trustee Education”, and the Illinois Library Association (ILA) annual conference. These trainings provide Illinois library staff both topic expertise and help develop leaders at Illinois libraries across the state.”<sup>6</sup> The COVID-19 pandemic had an unprecedented impact on library staff and administrations, and now more than ever it is vital that we continue to support training and development to prepare for the new challenges that library services may face.

Patrons look to libraries to support their self-directed education and learning. Statistics from the Illinois Public Library Annual Reports for fiscal year 2020-2021 document that over 2 million people took advantage as public libraries offered 104,398 programs on various topics to meet the educational and informational needs of attendees, translating to an average of over 2,007 programs and training sessions being offered every week at public libraries across the state. The impact of COVID-19 closures motivated libraries to provide other activities that could be completed at home or on their own time. 2,709,142 participants took part in 68,097 self-directed activities resulting in over 1,309 activities per week.

Illinois Report Card 2020-2021 data shows an increase in students not meeting or partially meeting standards, while seeing a decrease in students meeting or exceeding performance standards in English Language Arts (ELA) on the Illinois Reading Assessment (IAR). Precise 2020 data is not available because of the COVID-19 pandemic, but its’ impact on learning is apparent when comparing scores from 2019 and 2021.<sup>7</sup>



<sup>6</sup> Simmons, AJ . Ph.D. , LaJoie, Sally, MLS (2022). Illinois State Library Evaluation of Use of Library Services and Technology Act Funds FY201 - FY2022 (Rep.).

<sup>7</sup> Illinois Report Card 2020-2021. State Snapshot, Academic Progress IAR. Retrieved from <https://www.illinoisreportcard.com/state.aspx?stateid=IL&source=trends&source2=iar>

Libraries are encouraged to explore diverse partnerships to access a broader range of resources and expertise (e.g., experts in reading comprehension) to impact the knowledge and skills of Illinois residents regardless of ages or abilities.

**LSTA Priorities** supported by the activities under this goal are expected to include:

- Expand services for learning and access to information and education resources in a variety of formats, in all types of libraries, for individuals of all areas in order to support such individuals' need for education, lifelong learning, workforce development and digital literacy skills.
- (a) Provide training and professional development, including continuing education to enhance the skills of the current library workforce and leadership and advance the delivery of library and information services and (b) Enhance efforts to recruit future professionals to the field of library and information services.
- Develop public and private partnerships with other agencies and community-based organizations.
- Target 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.
- Target library and information services to persons having difficulty using a library and to underserved urban and rural communities including children (from birth through 17) from families with incomes below the poverty line.

---

## **Projects under Goal 2:**

**Project 1: Provide and support library services and access to educational materials for print challenged Illinois residents.**

**What will be done/for whom:** The Illinois Talking Book and Braille Service (TBBS) provides public library services, via mail-order or through the Braille and Audio Reading Download (BARD) app, to any Illinois resident unable to read standard print material comfortably due to a permanent or temporary visual or physical disability. Activities support the ability and functions of the TBBS to circulate audio books, special audio equipment, and access to materials through digital technology, all designed for ease of use by talking book readers. Services target people of all ages, with visual or physical limitations, unable to read standard print, or hold or turn pages of a book. In 2021, the National Library Service updated its program eligibility criteria, making it easier for individuals with reading disabilities to access services by expanding the list of certifying authorities. While this change benefits patrons of all ages, it has created a decided advantage for students with learning and reading disabilities by creating an equal opportunity for education and access to resources, and a greater chance for overall success in school. Support of services for vulnerable populations such the blind and physically handicapped is a number one priority for use of LSTA and/or match funds.

**Procedures used to carry out activities:** The TBBS, located at the ISL, is the liaison with the National Library Service for the Blind and Physically Handicapped. The [TBBS website](#) provides information seekers with details about the program as well as links to other services that support people eligible for this program. The TBBS website also includes a free downloadable application that will read web pages aloud. It can help anyone who

has difficulty reading on-line, including people with mild visual impairments, low literacy, English as a second language, or reading disabilities, such as dyslexia.

The TBBS provides a full range of library services specializing in audio and braille books, circulating books via the United States Postal Service specifically to residents enrolled in the Talking Book and Braille Program. Readers Advisors connect with patrons by telephone or email and assist them in learning how to download books, obtain library materials and equipment and participate in programs. Materials in braille are provided through an agreement with the Utah State Library Program for the Blind and Disabled.

**Benefits or Outcomes Expected:** People with visual or physical limitations, unable to read standard print, turn the pages or hold a book have access to library materials and equipment to support reading for information or pleasure. Without this service, the majority of eligible patrons would not have access to reading materials. Activities target persons having difficulty using a library and improve users' general knowledge and skills.

**How SLAA will use federal funds to assist in meeting this goal:** A combination of state and LSTA funds will be used to support the activities of the Illinois Talking Book and Braille Service specifically targeting Illinois residents of all ages with visual, physical, or learning/reading disabilities that meet the national criteria for eligibility.

**Timeline:** 1<sup>st</sup> priority. Ongoing activities provided 2023 through 2027 for seamless services.

**Project 2: Support educational experiences for the library workforce and leadership to gain knowledge and enhance skills.**

**What will be done/for whom:** As new technologies emerge, responsibilities change, and the amount of information available grows exponentially, the library workforce must continually learn to remain relevant. Educational experiences, interactive training, group activities or independent learning will be strategies to advance the knowledge of the library workforce and leadership. The majority of activities are expected to target a statewide or regional audience. Participants vary (e.g., public library directors, front line staff, public library trustees) depending on the focus for the training with consideration given to the needs of the library workforce across all types of libraries and job responsibilities.

**Procedures used to carry out activities:** Support opportunities for the library workforce and leadership to learn. Activities that support statewide or regional training; beginning or advanced programs in various formats including synchronous learning, live, in-person, or participatory learning; asynchronous learning, archived trainings and webinars (e.g. trustee training portals), and virtual presentations. Multiple organizations are expected to be involved in the development and implementation of programs. Programs are expected to emphasize a potpourri of topics based on the needs of the targeted audience.

**Benefits or Outcomes Expected:** Activities improve the library workforce. The skills of the library workforce and leadership are enhanced as attendees increase their knowledge and understanding to ultimately provide better library services for the people of Illinois.

**How SLAA will use federal funds to assist in meeting this goal:** Statewide initiatives, sub grant competitions and/or cooperative agreements will support activities by which the Illinois library workforce learns through library programs or educational experiences.

**Timeline:** Specific training programs will be offered based on the intended audience, 2023 through 2027.



**Project 3: Support opportunities for the library community to provide educational experiences for Illinois residents to gain knowledge and enhance skills.**

**What will be done/for whom:** Strategies and opportunities are expected to include support for initiatives that engage readers of any age or ability in formal and independent reading including but not limited to book discussions, family reading nights, and reading clubs, including support for children and family reading through activities that may foster reading readiness, comprehension, and reading fluency. Libraries are encouraged to explore diverse partnerships to access a broader range of resources and expertise, such as reading comprehension experts or authors. Library efforts to innovate and develop unique and exciting educational programs and tools, including but not limited to makerspaces, learning labs, and STEAM-related educational opportunities, will be encouraged. These educational programs, informal training, customized workshops and virtual or participatory learning to raise awareness, should seek to improve skills or provide information to meet the learning needs, expectations, and interests of the participants.

**Procedures used to carry out activities:** Libraries are encouraged to develop programs to engage their patrons in activities that highlight reading. Reading programs that offer unique opportunities for libraries to partner with other agencies and organizations with a vested interest in encouraging reading and partnerships are supported. Competitive offerings will also encourage the development and implementation of innovative educational programs that broadly address the needs and interests of the community.

**Benefits or Outcomes Expected:** Activities improve users' formal education or improve users' general knowledge and skills as libraries engage Illinoisans of ages and abilities to read for enjoyment, learning and information. Learners increase their competence, confidence, and knowledge through library-based learning. As libraries offer learning experiences, abilities are reinforced and learning is evident. Illinois citizens improve their skills to fully participate in their family, work, and community roles.

**How SLAA will use federal funds to assist in meeting this goal:** Statewide initiatives, sub grant competitions and/or cooperative agreements will support activities by which educational programming may be developed and instituted based on an identified need.

**Timeline:** As necessary and appropriate to support a demonstrated need 2023 through 2027, annual opportunities for sub grants will be offered to eligible applicants.

---

**Goal 3: Position the Illinois library community to provide quality library and information services through innovation in collection development, community engagement, and best practices.**

Innovation is going to be a key element in helping libraries remain relevant and on the cutting edge of technological and societal change in the coming years. The COVID-19 pandemic has forever changed the way we operate in everything from public safety to the way we educate our children, and it has laid bare inequities in everything from internet access to access to social services, exposing a glaring need for more supports and programs for people in marginalized communities. The call for equity, diversity, and inclusion efforts in schools, government, and public spaces is becoming an important focal point for planning, development, community engagement, and creating in policies and procedures. Libraries must explore possibilities, search out best practices and have the courage to discover innovative solutions to meet the evolving needs of library users and the underserved.

**Need:** Libraries engage people of all ages and abilities by offering an abundance of quality reading materials, along with non-traditional collections to enhance learning opportunities. Based on conversations with libraries throughout the process of developing the long-range plan, many have recognized the changes the past few years within libraries and the communities they serve, paying special attention to the impact of the COVID-19 pandemic. Libraries have expressed the desire for an opportunity not only to expand and update current collections, but to develop collections beyond books in order to engage their communities, drawing attention to the fact that libraries are much more than just books on shelves. Collections are the cornerstone of libraries of all types. When people have access to quality reading materials, they are more apt to become passionate about reading, which increases their exposure to new ideas and the potential to engage in future social and civic endeavors. Statistics collected in 2021 from the Illinois Public Library Annual Report confirm that people are using libraries to obtain the materials they need with 77,945,693 materials loaned.<sup>8</sup> Books accounted for 57 percent or 44,779,681 of that total. In 2021, the average cost of a children's hardcover book was \$16.96; the average cost of a hardcover, young adult book was \$19.11; the average cost of an adult, hardcover book was \$27.43; the average cost of a graphic novel was \$17.82.<sup>9</sup> Illinois public libraries saved library users over \$908 million based on the average cost per book (\$20.28) and the number of books (only) borrowed.

In order to effectively engage their communities, libraries need the freedom and support to find innovative ways to address the needs and interests of their current patrons, as well as the ability to develop new programs and services to draw in new library users. Addressing the digital divide in their communities is one way for libraries to become a problem-solving institution. In Illinois, 7% of residents do not have adequate broadband infrastructure and 62% live in areas that have only one internet provider, according to the White House.

Locally, on the FCC and Microsoft measures:

- In Sangamon County, 91% of households could get broadband but 47% actually had it.
- In Logan County, 78% of households could get broadband but 34% actually had it.
- In Menard County, 54% of households could get broadband but 9% actually had it.
- In Macoupin County, 73% of households could get broadband but 20% actually had it.
- In Christian County, 85% of households could get broadband but 27% actually had it.
- In Montgomery County, 69% of households could get broadband but 18% actually had it.
- In Cass County, 78% of households could get broadband but 14% actually had it.<sup>10</sup>

And while providing internet access is a vital way in which libraries can meet the needs of their community, they should also be able to create learning experiences by giving patrons the ability to experience using other tools and technologies that they might not otherwise have access to.

For decades, libraries and librarians have served in an unofficial role as a place where individuals and families can be connected with social work services. Conversations with librarians in a diverse variety of communities have expressed the desire to have programs in which social workers are employed in a more official capacity. Evanston Public Library in Evanston, IL has pioneered one such program, expressing that "With numerous budget cuts to social services programs over the years, public libraries are encountering more individuals experiencing mental illness, homelessness, and poverty... Social workers in libraries bring a holistic approach to helping connect patrons to community resources such as housing, mental health, and employment services."<sup>11</sup>

---

<sup>8</sup> Illinois State Library. (2020-2021). Illinois Public Library Annual Report. Retrieved from Counting Opinions

<sup>9</sup> School Library Journal (2022, March 2). SLJ's Average Book Prices for 2021-2022-to-date.

<sup>10</sup> State Journal-Register The 'digital divide': In Illinois, many still lack broadband access.

<sup>11</sup> Schacter, Jill. (2018) Public Library Social Work: An Emerging Field.

While overall, the state of Illinois' population is on the decline, the population is becoming more diverse. The Diversity Index is a tool used by the U.S. Census Bureau that identifies the "chance that two people chosen at random will be from different racial and ethnic groups". According to the 2020 U.S. Census, Illinois has a diversity index of 60.3%, up from the 2010 U.S. Census at 54.7%.<sup>12</sup> These numbers, along with a general increase social inclusion awareness, are indicative of the need for library communities to find new and innovative ways to engage a more diverse population and create welcoming spaces.

**LSTA Priorities** supported by the activities under this goal are expected to include:

- Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills.
- Develop public and private partnerships with other agencies and community-based organizations.
- Target 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.
- Target library and information services to person having difficulty using a library and to underserved urban and rural communities including children (from birth through 17) from families with incomes below the poverty line.

---

## Projects under Goal 3:

### **Project 1: Support the Illinois library community's efforts to develop innovative collections to meet the changing needs of their communities**

**What will be done/for whom:** Libraries looking to build, replenish, modernize, or diversify their collections of all types of reading materials (books, e-books, audiobooks), or curate non-traditional collections (e.g., the loaning of musical instruments, yard/gardening equipment, seed libraries) will have the opportunity to innovate collection development projects and policies, including being empowered to address censorship efforts. Collections can cater to reading trends and interests in the community, as well as create cooperative lending and borrowing for supplies and equipment that may be unaffordable to individuals, but cost-effective when shared.

**Procedures used to carry out activities:** Libraries are encouraged to develop collections to engage their current patrons, to grow community interest in the library by offering new and innovative collections, and to bring attention to the growing issue of censorship in library collections and spaces. Through surveys, soliciting ideas, conversations with patrons, and assessing community need by examining demographics and trends, libraries will be able to build collections and loan materials based on community need and interest.

**Benefits or expected outcome:** The freedom to create robust traditional book and reading material collections will serve both lifelong library users, as well as those who are new to what the library has to offer. In recent

---

<sup>12</sup> United States Census Bureau. Racial and Ethnic Diversity in the United States: 2010 and 2020 Census. Retrieved from <https://www.census.gov/library/visualizations/interactive/racial-and-ethnic-diversity-in-the-united-states-2010-and-2020-census.html>

years, there has been increased focus on diversity and representation in children's books. "Diverse, culturally authentic materials in library collections allow all children to meet people like themselves and develop an appreciation for the beauty of their culture and the cultures of others."<sup>13</sup> Libraries need the opportunity to examine their own collections and to build them not only to reflect and represent all library users, but to allow readers to see beyond the borders of their own communities.

Through non-traditional collections, libraries will be better equipped meet the diverse and changing needs of patrons, creating an opportunity to engage people in the community who might not otherwise have used the library.

**How SLAA will use federal funds to assist in meeting this goal:** Using a LSTA funds, statewide initiatives, sub grant competitions and/or cooperative agreements will assist Illinois libraries in providing innovative collections that reflect the needs and interests their communities.

**Timeline:** During fiscal years 2023 through 2027, annual opportunities for sub grants will be offered to eligible applicants.

**Project 2: Support the Illinois library community in their efforts to engage their population.**

**What will be done/for whom:** Strategies are expected to include programs that will position the library community as a leader, able to anticipate future expectations of library users and emphasize innovative technology solutions in a world with unimagined network devices and tools; to empower libraries to engage communities and surrounding regions that have limited access to library services, internet/broadband services, and technology; working with schools and other organizations to connect families for whom internet access is cost prohibitive; and using social media and other innovative communication tools to engage existing and potential future patrons, alerting them of all the library has to offer beyond books.

**Procedures used to carry out activities:** Support the development and implementation of programs and opportunities that give patrons access to technology that is new to them or to their community, and the ability to build programs to provide training on computers, software, and various technology devices. Empower libraries to hire mentors who are crucial to help train patrons on new programs and technologies, and to develop self-confidence and pride in their newly acquired skills. Encourage the development of engagement strategies that potentially bring library services and technology into areas where library and/or internet access is limited due to geographical or financial constraints (e.g., mobile libraries, circulating technology such as hotspots, laptops, and other technology that would help bridge the digital divide).

**Benefits or expected outcomes:** The expected benefit is to impact library and information services for persons having difficulty using a library and underserved urban and rural communities, including children from families with incomes below the poverty line, and to expand services for learning for individuals of all ages to support such individuals' needs for education, lifelong learning, workforce development and digital literacy skills.

**How SLAA will use federal funds to assist in meeting this goal:** Using LSTA funds, statewide initiatives, sub grant competitions and/or cooperative agreements will support libraries in connecting Illinois residents with vital technology and other library services.

**Timeline:** During fiscal years 2023 through 2027, annual opportunities for sub grants will be offered to eligible applicants.

---

<sup>13</sup> Naidoo, Jamie Campbell, PhD (2014). The Importance of Diversity in Library Programs and Material Collections for Children. American Library Association, Association for Library Service to Children.

**Project 3: Support the Illinois library community's efforts to develop best practices and programs that meet the needs of people of diverse backgrounds and abilities**

**What will be done/for whom:** As the demographics of Illinois change, libraries must explore possibilities, search out best practices, and have the courage to discover innovative solutions to meet the evolving needs of library users and the underserved. Strategies are expected to include educational programs, informal training, customized workshops and virtual or in-person learning to raise awareness of and provide support for groups of diverse ethnic, social, and cultural backgrounds; support for initiatives that create a culture of equity, diversity, & inclusion (EDI) to make libraries more welcoming spaces; support programs and efforts that reduce social isolation; and assist libraries in providing access to social and economic safety nets outside of the library, including those who are experiencing homelessness (e.g., social work pilot programs).

**Procedures used to carry out activities:** Identify trends to explore and discover best practices and models for improving the quality of and access to library and information services, especially those supporting ethnic and social diversity. Invest in projects that encourage testing new ideas to make libraries' resources and services available in new and innovative ways for people of diverse backgrounds and abilities.

**Benefits or Outcomes Expected:** The expected benefit is a positive impact on library services for individuals of diverse geographic, cultural, and socioeconomic backgrounds, as well as the opportunity for libraries to offer non-traditional services to meet the broader needs of the community

**How SLAA will use federal funds to assist in meeting this goal:** Statewide initiatives, sub grant competitions and/or cooperative agreements will support activities by which programming may be developed and instituted based on an identified need.

**Timeline:** During fiscal years 2023 through 2027, annual opportunities for sub grants will be offered to eligible applicants.

## Coordination Efforts

State Goals	LSTA Purposes	Projects and Priorities	IMLS Focal Areas	IMLS Intents
Goal 1: Position the Illinois library community to extend library services for all Illinois residents by providing access to information and ideas	Develop library services that provide all users access to information through local, state, regional, national, and international collaborations and networks.  Establish or enhance electronic and other linkages and improve coordination among and between libraries and entities, for the purpose of improving the quality of and access to library and information services.  Develop public and private partnerships with other agencies and community-based organizations.	Project 1: Sub-grants and agreements that support resource sharing through interlibrary loan and delivery.	Institutional Capacity	Improve Library Operations
		Project 2: Sub-grants for database subscriptions.	Information Access	Improve users' ability to obtain and/or use information resources
			Information Access	Improve users' ability to obtain and/or use information resources
		Project 3: Sub-grants and agreements to make resources more discoverable through cataloging accuracy, increased holdings in shared catalogs, and digitization projects.	Institutional Capacity	Improve Library Operations
			Information Access	Improve users' ability to obtain and/or use information resources
		Project 4: Sub-grants and agreements for research, statistics, and data collection.	Institutional Capacity	Improve Library Operations

State Goals	LSTA Purposes	Projects and Priorities	IMLS Focal Areas	IMLS Intents
Goal 2: Position the Illinois library community as an educational anchor by providing opportunities to support education, information fluency, and lifelong learning.	Expand services for learning and access to information and education resources in a variety of formats, in all types of libraries, for individuals of all areas in order to support such individuals' need for education, lifelong learning, workforce development, and digital literacy skills.	Project 1: Sub-grant for Talking Book and Braille Services, which provides library services and access to educational materials for print-challenged Illinois residents.	Lifelong Learning	Improve users' general knowledge and skills; Improve users' formal education
	(a) Provide training and professional development, including containing education to enhance the skills of the current library workforce and leadership and advance the delivery of library and information services and (b) Enhance efforts to recruit future professionals to the field of library and information services.	Project 2: Sub-grants for continuing education, training, and skills enhancement for the library workforce.	Institutional Capacity	Improve the library workforce
	Develop public and private partnerships with other agencies and community-based organizations.	Project 3: Sub-grants to provide library-based learning opportunities and experiences for Illinois residents.	Lifelong Learning	Improve users' general knowledge and skills; Improve users' formal education
	Target library services to individuals of diverse geographic, cultural, and socioeconomic backgrounds as well as to individuals with disabilities and/or with limited functional literacy or information skills.  Target library and information services to persons having difficulty using a library and to underserved urban and rural communities including children (from birth through 17) from families with incomes below the poverty line.		Human Services	Improve users' ability to apply information that furthers (a) their personal, family, or household finances, (b) their personal or family health and wellness, or (c) their parenting and family skills



State Goals	LSTA Purposes	Projects and Priorities	IMLS Focal Areas	IMLS Intents
Goal 3: Position the Illinois library community to provide quality library and information services through innovation in collection development, community engagement, and best practices.	Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills.  Develop public and private partnerships with other agencies and community-based organizations.  Target library services to individuals of diverse geographic, cultural, and socioeconomic backgrounds as well as to individuals with disabilities and/or with limited functional literacy or information skills.  Target library and information services to persons having difficulty using a library and to underserved urban and rural communities including children (from birth through 17) from families with incomes below the poverty line.	Project 1: Sub-grants for libraries to develop innovative collections.	Lifelong Learning	Improve users' general knowledge and skills
				Improve users' formal education
			Information Access	Improve users' ability to obtain and/or use information resources
		Project 2: Sub-grants for community engagement.	Lifelong Learning	Improve users' general knowledge and skills
			Economic & Employment Development	Improve users' ability to use resources and apply information for employment support
		Project 3: Sub-grants to develop best practices and programs that meet the needs of people of diverse backgrounds and abilities.	Human Services	Improve users' ability to apply information that furthers (a) their personal, family, or household finances, (b) their personal or family health and wellness, or (c) their parenting and family skills
			Civic Engagement	Improve users' ability to participate in their community; Improve users' ability to participate in community conversations around topics of concern

Where appropriate, the **ISL works with other state agencies** to coordinate resources, programs, and activities. The ISL leverages the federal and state investment to complement but not duplicate the efforts of other agencies in elementary and secondary education, early childhood education, workforce development, and other federal programs and activities as they relate to library services.

- The Illinois State Board of Education administers state and federal grant programs to schools for early childhood, elementary and secondary education. ISL complements the efforts of the Illinois State Board of Education by providing grants to school districts specifically in support of school library services for pre-kindergarten through high school students and teachers.
- To work in an Illinois school as a librarian, teacher, school support personnel, or an administrator, the individual must obtain a Professional Educator License. The license is renewed every 5 years with evidence of successful completion of 120 professional development hours provided by an approved provider. The ISL is an approved professional development provider by authority of the Illinois State Board of Education. This relationship authorizes ISL to offer educational opportunities for the school library workforce with professional development hours credited towards the renewal of teaching licenses. In addition, this partnership allows the ISL to subcontract with Illinois Heartland Library System and Reaching Across Illinois Library System to provide professional development hours credit under the auspices of the ISL for school librarians participating in appropriate regionally based programs. The ISL facilitates professional learning opportunities, suitable for license renewal and aligned with state learning standards which create a stronger school library workforce to ultimately impact student learning.
- The Illinois Board of Higher Education administers state and federal higher education grant programs for colleges and universities. ISL complements the efforts of the Illinois Board of Higher Education by providing grants to academic libraries for the provision of academic library services to support the students and faculty in their educational endeavors. In addition, public and special libraries, regional library systems and library organizations also offer library resources and services that support education for people regardless of age.
- Many state agencies work in concert to address the literacy needs of those who need help to read and speak English fluently. Local literacy projects often use a combination of state and federal funds from the ISL, Illinois State Board of Education, Illinois Board of Higher Education, Illinois Community College Board and/or the Illinois Department of Commerce and Economic Opportunity to meet literacy needs. Family literacy programs, funded by the ISL, equip parents and their children, together and separately, to improve their basic reading, math, writing or language skills. These projects require partnership between a library, an early childhood provider (school or literacy organization) and an adult education provider (community college or educational agency). Adult Volunteer Literacy Tutoring programs utilize volunteer tutors to provide one-on-one instruction for adults who want to improve their reading, math, writing and language skills. The educational needs of working adults are met through workplace skills enhancement programs, which provide on-site basic skills learning opportunities at their workplace.
- State and federal funds support the element of the literacy program appropriate to the statutory responsibility of the awarding agency. ISL awards funds in support of the library-based activities and literacy instruction for adults and families who read at the lowest levels. The Illinois State Board of Education awards funds in support of the early childhood activities. The Illinois Community College Board awards funds in support of the adult education activities. The Illinois Department of Commerce and Economic Opportunity funds activities supporting workplace

instruction. Working together, state and federal funds are leveraged for the greatest impact to improve literacy in Illinois.

- ISL Literacy staff serves on the Illinois Community College Board Advisory Council, the state's coordinating board for community colleges. Public Act 91-0830 provides for governance of Adult Education and Family Literacy by the Illinois Community College Board, stating the agency shall establish an advisory council consisting of all categories of eligible providers; agency partners, such as the State Board of Education, the Department of Human Services, the Illinois Department of Employment Security, the Secretary of State Literacy Program; and other stakeholders to identify, deliberate, and make recommendations to the State Board on adult education policy and priorities. Illinois is home to 48 community colleges in 39 districts and has the third largest community college system in the nation serving close to 1 million residents each year in credit and noncredit courses.<sup>14</sup>
- In 2015, the Illinois Digital Heritage Hub (IDHH) was selected as a Service Hub for the Digital Public Library of America (DPLA) with responsibilities shared by the ISL, the Chicago Public Library, the Consortium of Academic and Research Libraries of Illinois (CARLI), and the University of Illinois at Urbana-Champaign. The Illinois Digital Heritage Hub coordinates the inclusion of digital collections from around the state into DPLA. Work began with collections added from the Illinois Digital Archives (IDA) and CARLI-Digital Collections and by April 2022, the Hub had submitted over 548 collections which include 510,757 items to DPLA. An IDHH Committee has been formed to work on furthering the growth of the Hub through statewide representation on working groups and for committee members.
- The ISL is in the unique position of managing the disbursement of funds through the Secretary of State's special license plate program. Illinois drivers may opt to purchase special license plates to commemorate any number of organizations, sports, or events with a portion of the fees returned to the association selected. While no LSTA funds are involved, this special license plate program supports an annual grant to the libraries operated by the Illinois Department of Veterans Affairs. Funds obtained through the sale of special military license plates support the five Illinois Veterans' Homes libraries in Anna, Chicago, LaSalle, Manteno and Quincy to provide reading and reference materials, access to technology and other library services for the residents living in the homes.
- ISL Reference staff coordinate information services for all state agencies through databases, article searches, map collections, and collections of historic state documents. Coordination with other state agency libraries (e.g. Illinois Department of Transportation, Illinois Environmental Protection Agency, Department of Mental Health) help to insure that state government employees have the resources they need to succeed in their duties.
- The ISL is actively involved with state agencies and offices to coordinate resources, programs and activities that leverage state and federal dollars to ensure Illinois libraries are represented.
  - ISL staff work with GeoMARC, Southern Illinois University Edwardsville to create maps based on taxing districts and population; GeoMARC is also essential in providing critical information as the basis for the state funded Public Library Per Capita and Equalization Aid Grant awards.
  - ISL staff actively serve on boards and/or advisory committees in collaboration with the following agencies:

---

<sup>14</sup> Illinois Community College Board. (2016, July 19). Community Colleges Focus on Reforming Developmental Education [Press release]. Retrieved from [http://www2.iccb.org/iccb/wp-content/pdfs/pr/Developmental\\_Education\\_Reforms\\_7-19-16.pdf](http://www2.iccb.org/iccb/wp-content/pdfs/pr/Developmental_Education_Reforms_7-19-16.pdf)

- American Library Association – the United for Libraries division to establish literary landmarks in the state of Illinois.
- Illinois Department on Aging – the annual Central Illinois Senior Celebration providing information and health screenings to enhance the lives of persons 50 and older. The Area Agency on Aging for Lincolnland, AARP Illinois, local hospitals and senior groups are also involved as sponsoring agencies.
- Illinois Library Association – to represent Illinois libraries and the millions who depend on them.
- Illinois Reading Council - to promote reading and authors: the Prairie State Award Committee and the Illinois Reads Book/Author Award Selection Committee, and efforts to present literary heritage awards in the state.
- Illinois School Library Media Association – to provide leadership and support for the development, promotion, and improvement of the school library media profession and programs in Illinois.
- Illinois State Archives – to support the depository of public records of Illinois' state and local governmental agencies.
- Illinois State Board of Education – to support K-12 education and professional development.

In summary, coordinated efforts with other state agencies maximize the investment of state and federal funds in Illinois.

---

## Evaluation Plan

The ISL is committed to the evaluation of individual projects and to the evaluation of this plan based on IMLS guidelines. Individual project evaluations and reports are the foundation when evaluating success in meeting the overall goals and priorities stated within this document. Adherence to federal guidelines is integral in the evaluation of the overall LSTA program in Illinois.

- Evaluation of sub grants to libraries: Sub grants are required to submit quarterly reports that summarize the progress of project activities and expenditures in order for ISL staff to monitor disbursements and adherence to the approved program. In the post project reports, sub grants provide information on how project objectives were met; plans for follow-up or continuation of the project; problems encountered during the project; and suggestions for others interested in replicating the project.
- Surveys and assessments: As appropriate, educational programs with lifelong learning as the intent will integrate a participant learning survey to capture specific outcomes including the questions identified by IMLS to measure success. Other surveys and assessments may be implemented to gather evaluative data from other programs.
- Annual assessment: The IMLS focal areas have been integrated into reporting requirements to appropriately categorize applicable projects for annual review of progress towards meeting the goals set forth under this plan. The ISL will review project reports to track annual progress towards meeting expectations in these distinct program areas. Illinois will build on the strengths of successful programs and determine if programs should be expanded or discontinued to continually improve library services for the people of Illinois. Exemplary projects, best practices

and outcomes, will be shared on the annual IMLS state program report as well as with the Illinois library community.

- Five Year Evaluation: An independent evaluator will conduct an assessment of the FY2023-2027 plan following the guidelines provided by IMLS.

---

## Stakeholder Involvement

Primary stakeholders are those agencies eligible to apply for LSTA funds. The ISL recognizes three types of agencies as eligible to apply for LSTA funds: libraries, regional library systems and library organizations.

**Library:** To be eligible for LSTA grants under this plan, a library must meet the criteria as defined by the Illinois Compiled Statutes and the Administrative Code Rules. The agency must be recognized as a “Full Member Library” meeting the criteria for library system membership as defined by the regional library system’s board, and subject to approval by the State Librarian. [23 Ill. Adm. Code 3030.110 ]

The library must agree to honor the current ILLINET Interlibrary Loan Code<sup>15</sup> and all current resource-sharing agreements. The library must share its collection without charge with other libraries in Illinois based on those agreements. Local funds for the library may not be decreased as a result of being awarded grant funds. Public libraries must honor all current laws regarding non-resident use.

Illinois library institutions are required to annually certify eligibility for grants and services from the ISL. The certification process confirms compliance with the statutory criteria for membership in a regional library system validates the accuracy of a library agency’s contact information and verifies basic data for branch or building libraries. The June 2022 certification statistics document the statewide total for all certified library agencies as 1,793 which includes 640 public library agencies; 210 special library agencies; 796 school districts; and 147 academic library agencies. These 1,793 library agencies are eligible to receive LSTA funds.

**Regional Library System:** To be eligible for LSTA grants under this plan, a regional library system must be recognized by the ISL as meeting the criteria defined by Illinois Compiled Statutes [75 ILCS 10/2] and the Administrative Code Rules.

- A multi-type library system serving a minimum of 150,000 inhabitants or an area of not less than 4,000 square miles and serving a minimum 10 or more public libraries, elementary and secondary school libraries, institutions of higher education libraries and special libraries.
- A public library system consisting of a single public library serving a city of over 500,000 population.

There are three library systems in Illinois. Two of the library systems are membership-based and multi-type, drawing their membership from academic, public, school, and special libraries located within a specific geographic boundary: Reaching Across Illinois Library System consists of 1,267 libraries in northern Illinois; Illinois Heartland Library System consists of 525 libraries in southern Illinois. The third

---

<sup>15</sup> White, Jesse, Secretary of State and State Librarian/Illinois State Library. Revised 2015 ILLINET Interlibrary Loan Code. (2015). Retrieved from [https://www.ilsos.gov/departments/library/libraries/ill\\_code.html](https://www.ilsos.gov/departments/library/libraries/ill_code.html)

library system is the Chicago Public Library System serving the City of Chicago. These three library systems are eligible to receive LSTA funds.

**Library Organizations:** The ISL recognizes certain legitimate Illinois library professional organizations as eligible for LSTA grants. They must draw membership from librarians or various types of Illinois libraries as defined by Illinois Compiled Statutes and the Administrative Code Rules [23 Ill. Adm. Code 3030.110]. Their headquarters must be within the State of Illinois. Their mission must have the charge for the promotion, provision, development and improvement of libraries and library services in Illinois. Illinois library organizations such as the Illinois Library Association are eligible to receive LSTA funds.

The Illinois State Library Advisory Committee (ISLAC) advises the State Library in the development of state and federal library plans including LSTA; provides input in addressing policies, issues, and activities for library development and cooperation among different types of libraries; makes recommendations concerning the evaluation of statewide services; and addresses the use of technology to expand access to information for the state's residents.

ISLAC is established by Illinois Compiled Statutes [15 ILCS 320/5] Membership includes not only representatives from all types of libraries, but also Illinois residents and individuals who represent groups of special library users, such as the disabled community and the library education community. Statewide geographic representation and staggered terms provide balance to the committee. Reports on compliance and progress towards meeting the goals of LSTA are shared with and endorsed by ISLAC as appropriate.

Grant Reviewers serve as an advisory group critical to the implementation of and adherence to the LSTA plan. The Library Services and Technology Act Grant Review Committee [Administrative Authority: 23 Ill. Adm. Code 3035.720 (b)] represents a mix of academic, school, special, and public libraries, staff from regional library systems and library organizations, residents with special subject expertise, and appropriate ISL staff. With broad perspectives and statewide geographic representation, they bring a variety of opinions, perspectives, and knowledge to ensure that the LSTA grant program is administered with integrity, equity and fairness. Grant reviewers generally serve a one or two-year term. This group of stakeholders is critical in the implementation of the plan by reviewing and making recommendations to fund sub grants that meet an established criteria. All grant reviewers must adhere to the Conflict of Interest Annual Disclosure Statement and Terms of Agreement, implemented to identify potential bias during the grant application review process.

---

## Communication and Public Availability

A link to the Long Range Plan for the Use of LSTA Funds 2023-2027 will be posted on the ISL's web site with availability announced to the library community in E-News, the electronic newsletter from the ISL, with nearly 5,000 subscribers. The approved document will be emailed to members of the ISLAC. Others may print the document from the web site or request a printed version.

At the end of each fiscal year, a summary of significant accomplishments will be shared with the Illinois library community to show progress towards meeting goals and highlight best practices and benefits. The outcomes of notable grant projects will be shared with the Illinois library community through E-News,

reports, and on web sites. Selected successful grant results, products and benefits will be shared during workshops, programs and at state conferences.

---

## Monitoring

The staff of the ISL work with potential applicants on an ongoing basis to increase awareness of the purposes of LSTA and how grant funds can be used to make a difference for the residents of Illinois. Grant writing workshops, meetings, archived webinars and one-on-one conversations are examples of strategies used to educate the Illinois library community about the requirements of LSTA and projects appropriate within the Long Range Plan for the Use of LSTA Funds 2023-2027.

To facilitate communication and accountability after the grants are awarded, an ISL staff person is assigned to each project as their project monitor. Project directors are encouraged to call or communicate by email with their monitor any time questions or concerns arise.

The ISL conducts monitoring at least once annually via telephone, email or in person, as determined by past performance of the sub grant and the amount of the grant award. During the monitoring visit, the monitor, project director and appropriate project personnel review applicable project documents and reports. Matters such as reporting and fiscal responsibilities, the overall progress of the project in relation to the approved project proposal, challenges, and expected outcomes are discussed. The monitoring and conversations identify issues and solutions to resolve potential problems. The monitor submits a written report detailing the results of the monitoring visit that is retained in the grant file in accordance with the ISL records retention schedule.

In addition, ISL monitors the progress and success of sub grants through written financial and narrative reports. ISL requires quarterly reports of all sub grants regardless of the level of the award. Whereas, the Illinois Grant Funds Recovery Act [\[30 ILCS 705/Section 4\(b\)\(2\)\]](#) requires all grants awarded in excess of \$25,000, regardless of the funding source or the state agency awarding the grant, to submit quarterly progress and expenditure reports. If a project is deemed high-risk, as identified by the monitor or determined by past performance of the sub grant, additional documentation may be required to ensure compliance with project goals and fiscal accountability. LSTA funded sub grants also submit a post project report which provides a retrospective overview and analysis of the project.

Project directors submit statistics, progress reports towards meeting outcomes, correspondence, copies of significant public relations items and other materials relevant to the project evaluation. The grant monitor reviews and signs off on all activity and financial reports and contacts the project director with any questions or concerns. The monitor identifies exemplary projects that are subsequently reported to IMLS in the annual State Program Report.

Per [23 IL ADC 3035.140\(e\)](#) Grants, Expenditures and Audits, all Secretary of State (SOS) and ISL sub grants that receive a combined cumulative total of \$175,000 or more from any of the SOS/ISL administered grant programs are required to file their annual agency-wide audit upon completion of grant activity and completion of their annual agency audit.

Record keeping and documentation of LSTA project activities abide by federal and state guidelines. The ISL retains complete project files in accordance with the State Records Retention Schedule. In addition to



reports and letters, project files include email messages that involve communication between ISL and a sub grant in the performance of an official function. A project is not “closed” until the five-year evaluation covering the fiscal year of a given project has been accepted by IMLS; therefore, a project could be “open” for 3 to 5 years. Project files are retained for at least three years at the ISL and seven years in the State Records Center.

---

## **Assurances**

The ISL manages the LSTA grant program with fairness, equity, and accountability. In support of responsible management, the Secretary of State requires all staff to annually participate in Ethics Training and Sexual Harassment Training. Appropriate staff members are additionally required to participate in Open Meetings Act/Freedom of Information Act Training and Procurement Training.

The Director and staff of the ISL guarantee that Illinois will comply with all assurances, certifications and LSTA requirements set forth at 20 USC Sec. 9121 et seq., and all accompanying program regulations. No Library Services and Technology Act funds will be used to replace normal operating funds of the state library agency.

The required signed assurances and certifications submitted with the Long Range Plan to the Institute of Museum and Library Services include:

- Assurance of Non-Construction Programs
- State Legal Officer’s Certification of Authorized Certifying Official
- Internet Safety Certification for Applicant Public Libraries, Public Elementary and Secondary School Libraries, and Consortia with Public and/or Public School Libraries.

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

---

STATE OF RHODE ISLAND; ET AL.;

PLAINTIFFS,

V.

DONALD J. TRUMP, IN HIS OFFICIAL  
CAPACITY AS PRESIDENT OF THE  
UNITED STATES; ET AL.;

DEFENDANTS.

---

CASE NO.: 1:25-CV- \_\_\_\_\_

**DECLARATION OF MAUREEN AMYOT**

Pursuant to 28 U.S.C. § 1746, I, Maureen Amyot, hereby declare as follows:

1. I am a resident of Massachusetts. I am over the age of 18 and have personal knowledge of all the facts stated herein, except as to those matters stated upon information and belief; as to those matters, I believe them to be true. If called as a witness, I could and would testify competently to the matters set forth below.

2. On July 8, 2024, I was appointed as the Director for the Massachusetts Board of Library Commissioners (MBLC). I have worked in the library field in Massachusetts since 2005 and in other states since 1997.

3. The MBLC is the agency of state government with the statutory authority and responsibility to support, develop, coordinate, improve, and promote library services throughout the Commonwealth. It was established in 1890 under Chapter 78 of the Massachusetts General Laws.

4. As Director, I am responsible for planning, initiating, organizing, implementing, promoting, and directing the development, improvement, and coordination of federal, state, and regional programs for library and information services in Massachusetts. The purpose of this position is to ensure that the goals and objectives of the Massachusetts Board of Library Commissioners are carried out.

5. I submit this declaration in connection with Executive Order 14,238, “Continuing the Reduction of the Federal Bureaucracy,” which directed seven federal agencies, including the Institute of Museum and Library Services, to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

6. Given my experience, I believe that Executive Order 14,238 will cause IMLS to be unable to administer financial awards and/or programs on which the Massachusetts Board of Library Commissioners relies and on which it expects to rely in the future, causing significant harm to the Commonwealth of Massachusetts and the Massachusetts Board of Library Commissioners.

#### The Museum and Library Services Act

7. In 1996, Congress established the Institute of Museum and Library Services (IMLS) by the Museum and Library Services Act of 1996, which amended the Museum Services Act (20 U.S.C. § 961 *et seq.*). The Library Services and Technology Act, which was enacted as part of the Museum and Library Services Act in 1996, authorized the distribution of federal funding to help support libraries across the United States. The Museum and Library Services Act was most recently reauthorized in 2018, codified at 20 U.S.C. § 9101 *et seq.*

8. IMLS, which administers the Library Services and Technology Act, is authorized to provide federal funding to State library administrative agencies. 20 U.S.C. § 9133(a). A “State library administrative agency” is an “official agency of a State charged by the law of the State with the extension and development of public library services throughout the State.” *Id.* § 9122(4). the Massachusetts Board of Library Commissioners is a State library administrative agency. MGL c78 sec 14.

9. In order to receive funds under the Library Services and Technology Act, each State library administrative agency must submit to IMLS its five-year state plan, which describes the State library administrative agency’s needs and goals and the ways in which the State intends to use the federal funding to meet those needs. *Id.* § 9134. A copy of the Massachusetts plan is attached.

10. Five-year plans that satisfy the statutory criteria are approved by the Director of IMLS. 20 U.S.C. § 9134(e). After the plan has been approved, IMLS allocates funding through a population-based statutory formula, *id.* § 9131(b) and pays to each State the Federal share of the activities in the plan, which is 66 percent. *Id.* § 9133(b).

11. Section 9141 provides that:

Of the funds provided to a State library administrative agency under [20 U.S.C. § 9123] section such agency shall expend, either directly or through subgrants of cooperative agreements, at least 96 percent of such funds for—

(1) expanding services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals’ needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;

(2) establishing or enhancing electronic and other linkages and improved coordination among and between libraries and entities, as described in [20 U.S.C. § 9134(b)(6),] for the purpose of improving the quality of and access to library and information services;

(3)

(A) providing training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and

(B) enhancing efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;

(4) developing public and private partnerships with other agencies, tribes, 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;

(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 (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved;

(7) developing library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and

(8) carrying out other activities consistent with the purposes set forth in [20 U.S.C. § 9121], as described in the State library administrative agency's plan.

20 U.S.C. §§ 9141(a)(1)-(8).

The Institute of Museum and Library Services' Impact in Massachusetts

12. In 2024, IMLS invested \$180 million in libraries across the United States under its Grants to States Program. For Federal Fiscal Year 2024, Massachusetts received \$3,642,371, which represents the Federal share of the activities in the approved plan, totaling 66 percent.<sup>1</sup>

13. The Massachusetts Board of Library Commissioners uses these federal funds to support many of its programs, including:

- Statewide electronic research databases that are used most by school libraries
- The only statewide E Book platform
- Direct grant program to public, school, and academic libraries
- A statewide interlibrary loan platform (ComCat)
- Statewide collection preservation and disaster response programs
- Statewide librarian training programs

14. The Massachusetts Board of Library Commissioners also uses these federal funds to pay the salaries, in full or in part, of 13 staff members (8.75 FTE out of 23 total agency FTE).

15. In addition to administering federal funding to States, IMLS also provides programs and services to both the MBLC and to other institutions and programs in Massachusetts, including:

**Laura Bush 21<sup>st</sup> Century Librarian Program:** The Laura Bush 21st Century Librarian Program (LB21) supports the training and professional development of library and archives professionals; developing faculty and information leaders; and recruiting, educating, and retaining the next generation of library and archives professionals in order to develop a diverse library and archival workforce and meet the information needs of their communities.

**National Leadership Grants for Libraries:** Grants for projects that develop, enhance, or

---

<sup>1</sup> A chart showing the 2024 allotments can be accessed here:  
<https://www.imls.gov/sites/default/files/2024-04/imslstastateallotmenttablefy2024.pdf>.

disseminate replicable practices, programs, models, or tools to strengthen library and archival services for the American public.

**Native American Library Services Grants:** Native American Basic Grants and Enhanced Grants assist eligible Native Communities in establishing, sustaining, and improving library services and operations with their communities.

**Save America's Treasures:** This is a Historic Preservation Fund grant program administered by the National Park Service in partnership with the Institute of Museum and Library Services, the National Endowment for the Arts, and the National Endowment for the Humanities. Grants in this program are used by libraries, museums, and archives to preserve nationally significant collections of artifacts, museum collections, documents, sculptures, and other works of art; and for planning and "bricks and mortar" preservation/conservation work on historic buildings and structures listed in the National Register of Historic Places or designated as National Historic Landmarks.

**Digital Humanities Advancement Grants:** This is a joint effort of IMLS and the National Endowment for the Humanities to support innovative, experimental, and/or computationally challenging digital projects at different stages of their lifecycles, from early start-up phases through implementation and sustainability. Projects are collaborations between library and archives professionals, humanities professionals, information scientists, and relevant public communities to advance preservation of, access to, and public engagement with digital collections and services that will strengthen community learning, foster civic cohesion, advance research, and enhance knowledge networks.

In addition to the library-specific programs mentioned here, IMLS supports ten museum industry



specific programs, and two programs solely for Native Hawaiian library and museum services.

16. The Massachusetts Board of Library Commissioners' budget for this year has relied on receiving \$3,642,371 and we made plans, and allocated funding for, agency staffing, a direct grants program for libraries, extensive statewide databases, state library networks, the Commonwealth Catalog (a statewide catalog that allows library users in Massachusetts to search and request materials from participating libraries across the state), extensive learning resources for library staff across the Commonwealth, various financial reporting systems, operational costs, key memberships in library-related organizations, resource sharing, book purchases, participation in conferences and meetings, professional development, membership in our library network so the MBLC can operate active library, preservation, and disaster preparedness programs, and our Summer Reading program, based on the anticipated receipt of Federal funding promised.

17. The MBLC plans to rely on the Grants to States program until or unless it ceases to exist. This is critical funding that provides essential services to libraries statewide, and helps cover salary costs for staff in our agency. The agency was notified by other State Library Administrative Agencies (Washington state, California, and Connecticut) that they received Notices of Grant Termination from IMLS on April 2, 2025. The termination notice stated that those three states' Grants to States grants were terminated effective April 1, 2025. As of 2 pm on April 3, 2025, the MBLC has not received a letter but is expecting one imminently.

18. Any pause in our federal funding would result in cancellation of essential services that are used by 1,200 school and public libraries across the Commonwealth. It would mean payroll and accounting staff would have to continue working in multiple scenarios, contingency planning, and functioning in emergency mode rather than counting on funds that are allocated but are not

flowing to us from Washington. And it would mean that we would have to cut absolutely every expenditure outside of payroll and office rent in order to cover the gap between state and federal funds.

19. The immediate chilling effect on service provision from the uncertainty of not getting reimbursed will impact the MBLC's ability to carry out current programs and services and plan any future programs using IMLS funds. In this uncertainty the MBLC will:

- Cancel MBLC's direct grants to library program
- Not renew current contracted statewide research databases, forcing us to have repeat a labor- and time-intensive procurement to reestablish services if funding starts flowing again. This will cause a suspension in a program that serves 1,200 libraries. Agency staff time and effort would be diverted from other required work.
- Shift IMLS-funded staff salaries to MBLC state budget lines, resulting in the elimination or reductions to established programs and services currently using these state budget lines. If this uncertainty carries forward into FY26, we would be forced to look at the elimination of staff and reduction of services we are mandated to provide. MGL c. 78.

20. IMLS funds are monitored on a continuous basis and reported annually in MBLC's State Program Report (SPR). The SPR accounts for every dollar of IMLS funding spent for a given fiscal year and provides a narrative of program activities and impact. The MBLC annually meets all reporting deadlines and consistently receives successful report certification signifying ongoing good stewardship of federal funding.

21. In the next six months, we are scheduled to receive reimbursements of \$1,971,586.11 under our current Federal award. These funds have been appropriated by Congress

but are disbursed to the Massachusetts Board of Library Commissioners on a reimbursement basis, so have not yet been received by the MBLC.

22. We submit requests to receive reimbursements from IMLS each month, with the amount of the request reflecting the actual spend each month. If we do not receive such reimbursements, we would be required to pay back to the Commonwealth of Massachusetts for those funds already spent but not yet reimbursed by IMLS.

23. As of March 25, 2025, IMLS's reimbursement website indicates this: "*Recent executive orders may impact IMLS response and processing times. At this time, you may continue to submit payment requests and required reports for your open awards.*"

24. As of March 26, 2025, we have not yet received reimbursement for our most recent reimbursement request to IMLS, which was submitted on March 19, 2025. Reimbursements are usually processed within two business days and funds are received within seven calendar days.

25. The MBLC has been a recipient of IMLS funding for more than 50 years through the Library Services and Technology Act's Grants to States program and its predecessor programs. Although the legislation has undergone numerous reauthorizations, the basic function of the program, which merges federal priorities with state-defined needs, continues to this day. During those years we have used funding for access to electronic databases, a statewide summer reading program, digitization of historic documents, and development of outreach programs to underserved residents including those in rural areas and in correctional facilities. Individual libraries have used our subgrants to provide services to teens, early literacy programs, computer instruction, access to adaptive technology, STEM and STEAM programs, makerspaces, and staff training on topics like customer service and assisting new Americans. The impact of this small amount of funding has been far-reaching and transformational.

26. If Grants to States funds are eliminated, the MBLC will no longer be able to pay for the following essential services:

**Research Databases:** The statewide database program provides critical access to research databases that no community or school system could afford to purchase on its own. On average 60% of database usage comes from schools. Last year, there were over 9 million full text downloads from these databases, an increase of 12% in just one year.

**The Commonwealth Catalog (ComCat):** ComCat gives residents access to millions of items that their own local network doesn't have. Items are ordered through ComCat and delivered right to the residents' local library for pick-up. More than 103,000 items were circulated via ComCat in 2023.

**Library eBooks and Audiobooks (LEA):** LEA allows Massachusetts library users to access eBooks, audiobooks, and more from 375 libraries from across the Commonwealth. LEA circulation has more than doubled since 2019 with residents borrowing more than 1.9 million items from LEA in 2024, an increase of 19% in just one year.

**Libraries.state.ma.us**, the MBLC's consumer-facing website for residents: This site features services for new library users, including a library locator, how to get a library card, how to do online research, how to access eBooks and audiobooks, and a statewide calendar of programs and classes for learners of all ages and abilities.

**Summer Reading:** More than 157,000 children, teens, and adults participated in statewide summer reading programs last year, in partnership with the Boston Bruins. With MCAS reading scores (English Language Arts-ELA) for grades 3 through 10 in a three-year downward trend, these programs help close the literacy gap, a critical predictor of academic success.

**Disaster Preparedness & Mitigating Catastrophic Loss:** The MBLC provides training and resources so libraries can minimize the impacts from disasters through risk assessment and mitigation planning.

**MBLC Grants Preserve Historical Collections:** Massachusetts libraries are home to historic items that an important part of the Commonwealth's rich cultural heritage. Preserving them and making them accessible to future generations is the goal of the annual Preservation Assessment Grants program from the MBLC.

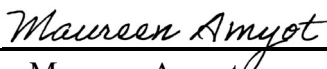
The MBLC funds the salaries, in full or in part, of 13 staff members (8.75 FTE out of 23 total agency FTE) with funding from IMLS, so those salaries would either need to move to state-funded lines where they would bump other program funding, or be eliminated. In an agency this small, every single employee is essential to our operation. We would not be able to carry out the programs and services required of the agency in MGL Chapter 78 if we had to reduce staffing.

27. Termination of IMLS funds would result in cancellation of all of our statewide research databases, loss, statewide, of the ability for residents to request items from other libraries through the Commonwealth Catalog, and cancellation of all funding for electronic content through the Library Ebooks and Audiobooks (LEA) program. We would have to shut down our public-facing web service portal, and cancel our statewide Summer Reading Program and its 17-year collaboration with the Boston Bruins. Libraries would no longer have MBLC's assistance with disaster preparedness, leaving them vulnerable to catastrophic loss in an era of climate change. We would no longer be able to help Massachusetts libraries protect or digitize the wealth of historic documents found in cities and towns that pre-date our nation. The loss of this funding would have

catastrophic consequences for services that touch every single municipality in the Commonwealth. State legislators have made it clear that the Commonwealth absolutely cannot “make up” the loss of federal funds for our agency and likely for most others, so these essential services would have to be eliminated. In addition, if we were unable to fund staff positions through other lines in the budget, we would be forced to lay off staff. This would prevent us from being able to provide the services required in Massachusetts General Laws Chapter 78 and would cause long-lasting harm to every community in the Commonwealth.

Delay of IMLS funding is already having an administrative impact on our agency. Staff in our Business Office are having to manage multiple scenarios as information changes, sometimes daily. Because we are so close to the end of the Massachusetts fiscal year, and because IMLS operates on a reimbursement basis, we have to drastically cut the amount of money we spend on federally-funded programs in order to ensure we have enough state funding to cover all expenditures. The uncertainty makes it difficult or impossible to plan expenditures like database renewals, subgrant awards, salary costs, or LEA E Book purchases on any kind of timely basis.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on March 26, 2025, at Boston, Massachusetts.

  
\_\_\_\_\_  
Maureen Amyot

## **EXHIBIT A**



# **MASSACHUSETTS LIBRARY SERVICES AND TECHNOLOGY ACT (LSTA) GRANTS TO STATES FIVE-YEAR PLAN (2023-2027)**

Submitted by: Massachusetts Board of Library Commissioners  
James Lonergan, Director  
June 29, 2022



## Acknowledgements

The Director and staff of the Massachusetts Board of Library Commissioners wish to acknowledge the following individuals for their ongoing commitment to the improvement of library services in the Commonwealth. Their hard work and devotion to the importance of the roles that libraries play in the lives of individuals and in the vitality of the Commonwealth's communities is immeasurable.

### **Board of Library Commissioners**

Mary Ann Cluggish, Chair  
Debby Conrad, Vice Chair  
Deborah Abraham, Secretary  
Leslie D. Ball  
Vicky Biancolo  
George T. Comeau  
Stacy DeBole  
Karen Traub  
Jessica V. Vilas Novas

### **State Advisory Council on Libraries**

Jessica Bell  
Chris Chanyasulkit  
Tim Cherubini  
Kim Cochrane  
Stacy Collins  
James Gleason  
Hermayne Gordon  
Esme Green  
Alida Hanson  
Nancy Hughes  
Cheryl Marks  
Sara Marks  
Jill Mercurio  
Eric Poulin

## Table of Contents

<b>INTRODUCTION</b>	<b>1</b>
<b>VISION, MISSION, &amp; PRINCIPLES STATEMENTS</b>	<b>3</b>
<b>NEEDS ASSESSMENT</b>	<b>3</b>
<b>GOALS</b>	<b>8</b>
<b>GOAL 1 - PROMOTE LEARNING AND SKILL DEVELOPMENT</b>	<b>8</b>
Goal 1 Measuring Success Focal Areas: Lifelong Learning, Human Resources, and Economic & Employment Development	8
Objective 1.1 - Improve users' general knowledge and skills	8
Objective 1.2 - Improve users' ability to apply information that furthers their personal, family, or household finances	10
Objective 1.3 - Improve users' ability to apply information that furthers their personal or family health and wellness	11
Objective 1.4 - Improve users' ability to apply information that furthers their parenting and family skills	12
Objective 1.5 - Improve users' ability to use resources and apply information for employment support	13
<b>GOAL 2 - ENABLE ACCESS</b>	<b>13</b>
Goal 2 Measuring Success Focal Area: Information Access	14
Objective 2.1 - Improve users' ability to discover information resources	14
Objective 2.2 - Improve users' ability to obtain and/or use information resources	15
<b>GOAL 3 - STRENGTHEN LIBRARIES</b>	<b>16</b>
Goal 3 Measuring Success Focal Area: Institutional Capacity	17
Objective 3.1 - Improve the library workforce	17
Objective 3.2 - Improve the library's physical and technological infrastructure	18
Objective 3.3 - Improve library operations	18
<b>GOAL 4 - BUILD THRIVING COMMUNITIES</b>	<b>19</b>
Goal 4 Measuring Success Focal Area: Civic Engagement	20
Objective 4.1 - Improve users' ability to participate in their community	20
Objective 4.2 - Improve users' ability to participate in community conversations around topics of concern	21
<b>COORDINATION EFFORTS</b>	<b>21</b>
<b>EVALUATION PLAN</b>	<b>23</b>
<b>STAKEHOLDER INVOLVEMENT</b>	<b>24</b>
<b>COMMUNICATION &amp; PUBLIC AVAILABILITY</b>	<b>25</b>

**MONITORING**

**25**

**APPENDIX A - CROSSWALK TABLES**

**A-1**

**ASSURANCES**

# INTRODUCTION

The Library Services and Technology Act (LSTA) authorizes state program grants to certified state library administrative agencies (SLAAs). In order to be eligible for funding, SLAAs must submit a five-year plan for implementation that is consistent with the stated purposes of LSTA and with the priorities of the LSTA Grants to States program. Each year, SLAAs throughout the nation carry out more than 1,500 projects that are supported by this program. Funds are distributed to the states and territories and are monitored by the Institute of Museum and Library Services (IMLS). Following are purposes of LSTA and the priorities<sup>1</sup> of the Grants to States program.

## **Purposes of LSTA (20 U.S.C. § 9121)**

1. Enhance coordination among Federal programs that relate to library, education, and information services;
2. Promote continuous improvement in library services in all types of libraries in order to better serve the people of the United States;
3. Facilitate access to resources in all types of libraries for the purpose of cultivating an educated and informed citizenry;
4. Encourage resource sharing among all types of libraries for the purpose of achieving economical and efficient delivery of library services to the public;
5. Promote literacy, education, and lifelong learning, including by building learning partnerships with school libraries in our Nation's schools, including tribal schools, and developing resources, capabilities, and programs in support of State, tribal, and local efforts to offer a well-rounded educational experience to all students;
6. Enable libraries to develop services that meet the needs of communities throughout the Nation, including people of diverse geographic, cultural, and socioeconomic backgrounds, individuals with disabilities, residents of rural and urban areas, Native Americans, military families, veterans, and caregivers;
7. Enable libraries to serve as anchor institutions to support community revitalization through enhancing and expanding the services and resources provided by libraries, including those services and resources relating to workforce development, economic and business development, critical thinking skills, health information, digital literacy skills, financial literacy and other types of literacy skills, and new and emerging technology;
8. Enhance the skills of the current library workforce and recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;
9. Ensure the preservation of knowledge and library collections in all formats and enable libraries to serve their communities during disasters;
10. Enhance the role of libraries within the information infrastructure of the United States in order to support research, education, and innovation;
11. Promote library services that provide users with access to information through national, State, local, regional, and international collaborations and networks; and

---

<sup>1</sup> <https://www.ims.gov/grants/grants-state/purposes-and-priorities-lsta>

12. Encourage, support, and disseminate model programs of library and museum collaboration.

### **Priorities of the Grants to States (20 U.S.C. § 9141) Program**

1. Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills;
2. Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services;
3. (A) Provide training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and (B) Enhance efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services;
4. Develop public and private partnerships with other agencies, tribes, and community-based organizations;
5. Target 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;
6. Target 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 (as defined by the Office of Management and Budget and revised annually in accordance with section 9902(2) of title 42) applicable to a family of the size involved;
7. Develop library services that provide all users access to information through local, State, regional, national, and international collaborations and networks; and
8. Carry out other activities consistent with the purposes set forth in 20 U.S.C. § 9121, as described in the State library administrative agency's plan.

The following document presents the Massachusetts Board of Library Commissioners' (MBLC) FFY 2023-2027 LSTA Plan for fulfilling the requirements of the LSTA Grants to States program. It summarizes the needs of Massachusetts' libraries as well as the library and information needs of Commonwealth residents. These needs have been identified through an examination of a variety of factors including demographic data, relevant societal indicators, and findings and insights from the recently completed evaluation of MBLC's implementation of its 2018-2022 LSTA Five-Year Plan. The new 2023-2027 LSTA Five-Year Plan sets forth goals and identifies anticipated projects designed to address these needs.

# VISION, MISSION, & PRINCIPLES STATEMENTS

## **Our vision for libraries in the Commonwealth:**

Every library in Massachusetts is a thriving community hub, transforming lives through access to knowledge, information, and lifelong learning.

## **Our mission:**

As a state agency, the Massachusetts Board of Library Commissioners promotes equitable access, advances innovation, and fosters resilience in libraries across the Commonwealth through funding, guidance, partnerships, and the coordination of statewide services.

## **Core Principles:**

The principles below affirm who we are and who we aspire to be.

- Equity and diversity: We prioritize our work and resources in service to a more equitable world where diversity, in all its forms, is valued and leveraged for the good of all.
- Inclusivity and belonging: We support the work of libraries that create environments where people feel included, respected, and that they belong.
- Partnership: We are trusted partners, collaborators, and convenors, connecting people to ideas and to each other.
- Leadership: We lead with courage, integrity, accountability, and compassion. We nurture these qualities in those we serve.
- Stewardship: We are good stewards of the public funds entrusted to us, and the well-being of the Massachusetts library community.

# NEEDS ASSESSMENT

A variety of data sources were used to develop the needs assessment portion of this Plan. Sources of information include 2020 U.S. Census, the Public Libraries Survey (PLS), the United Health Foundation's 2021 America's Health Rankings, and the Massachusetts government website (mass.gov).

## **General Demographic Characteristics**

The Commonwealth of Massachusetts is the most populous state in New England. Its population growth (7.37%) mirrored the national rate (7.35%) for the period between 2010 and 2020. The United States Census Bureau reported that the Commonwealth topped seven million people (7,029,917) in 2020 for the first time in history. Although the Census Bureau's 2021 estimated population shows a slight decrease since April 2020, Massachusetts has, nevertheless, been the fastest growing state in the Northeast over the last decade.

The median age of Massachusetts residents is a bit higher than the U.S. norm and both educational attainment and median household income are considerably higher than the national average. Nevertheless, nearly one in ten residents (9.40%) of the Commonwealth are considered to be impoverished.



More than eighty percent (80.60%) of Commonwealth residents are classified as “White Alone;” a higher percentage than the U.S. average (76.30%). The percentage of the State’s population that is “Black or African American Alone” (9.00%) is lower than the national norm (13.40%) and the percentage of individuals classified as “Asian Alone” (7.20%) is higher than the national percentage (5.90%).

The percentage of the Massachusetts population that identified themselves as Hispanic or Latino in the 2020 Census (12.40%) was considerably lower than the U.S. mark of 18.50%. However, the percentage of the State’s population that was foreign-born (16.90%) was considerably higher than the U.S. figure of 13.50%. It is estimated that 23.90% of Bay Staters over the age of five reside in households where a language other than English is spoken. Both the computer ownership percentage (92.60%) and the percentage of residents with subscriptions to broadband service (88.20%) exceed national percentages (91.90% and 85.20% respectively). However, as you will see in the following section regarding library-specific metrics, many rural residents and small town libraries still lack very basic connectivity.

Basic Demographics	Massachusetts	United States
Population Estimate (July 1, 2021)	6,984,723	331,893,745
Percentage of Persons Under 5 Years of Age	5.20%	6.00%
Percentage of Persons Under 18 Years of Age	19.60%	22.30%
Percentage of Persons 65 Years of Age and Over	17.00%	16.50%
Median Age	39.6 Years	38.31 Years
White Alone Percentage	80.60%	76.30%
Black or African-American Alone Percentage	9.00%	13.40%
Asian Alone Percentage	7.20%	5.90%
Percentage Identifying as Hispanic or Latino	12.40%	18.50%
Percentage Foreign-Born Persons	16.90%	13.50%
Language Other than English Spoken at Home - Percentage of Persons % Over 5 Years of Age	23.90%	21.50%
Percentage of Persons 25+ High School Graduate or Higher (2016 - 2020)	91.10%	88.50%
Percentage of Persons 25+ Bachelor’s Degree or Higher (2016 - 2020)	44.50%	32.90%
Percentage of Persons Under Age 65 with a Disability	7.90%	8.70%
Median Household Income (in 2020 dollars)	\$84,385	\$64,994

Basic Demographics	Massachusetts	United States
Percentage of Persons in Poverty	9.40%	11.40%
Percentage of Households with a Computer (2016 - 2020)	92.60%	91.90%
Percentage of Households with a Broadband Internet Subscription (2016 - 2020)	88.20%	85.20%

## Library Metrics

Public library statistics as reported in the 2019 Public Libraries Survey (PLS) reveal an overall picture that is relatively strong. On most measures, Massachusetts libraries are in the top quartile among the states. However, on some important metrics such as total operating income and total paid full-time equivalent staff per 25,000 population, the Commonwealth falls into the upper portion of the second quartile. A closer look at individual libraries within the State reveals that mid-range rankings mask the fact that there are a considerable number of libraries that fall either at the high end or substantially lower on many measures. This disparity is, at least in part, due to the fact that Massachusetts has a large number of small libraries.

Although the Commonwealth ranks the third highest in population density after New Jersey and Rhode Island, many Massachusetts residents, particularly in Western Massachusetts, are served by often under-funded and under-staffed libraries in scattered small towns. The 2019 PLS shows that nearly 20% (19.3%) of the State's public libraries serve fewer than 2,500 people and that over half of the public libraries (50.6%) have service populations smaller than 10,000.

While Massachusetts' percentage of public library jurisdictions having at least one staff member with a master's degree in library science from an American Library Association (ALA) accredited program is well above the national average (61.13% vs. 45.53%), nevertheless, many of the small libraries have limited hours and are staffed by part-time personnel with little or no formal library science education.

Standard library metrics also fail to factor the cost-of-living into measures such as total operating revenue. Massachusetts ranks fifth highest among the states (the District of Columbia is considered as a state in these calculations) in cost-of-living. Although the Commonwealth's 18th rank does not appear problematic at first blush, many Massachusetts libraries are financially challenged.

Public Libraries Survey (2019) Metrics	Massachusetts Rank	Massachusetts	United States
Total Library Operating Revenue	18	\$49.36	\$44.88
Collection Expenditures per Capita	9	\$6.01	\$4.51
Library Visits per Capita	4	5.75/capita	3.93/capita
Print Materials per Capita	3	4.25/capita	2.17/capita

Public Libraries Survey (2019) Metrics	Massachusetts Rank	Massachusetts	United States
Circulation per Capita	15	8.05/capita	6.86/capita
Total Programs Offered per 1,000 Population	11	27.19	18.65/ 1,000 pop.
Total Program Attendance per 1,000 Population	18	496.12/ 1,000 pop.	394.29/ 1,000 pop.
Total Paid Full-Time Equivalent Staff per 25,000 Population	18	13.95/ 25,000 pop.	11.37/ 25,000 pop.
Percentage of Paid Full-Time Equivalent Staff with ALA-Accredited Master's Degree		34.44%	23.64%
Percentage of Public Library Jurisdictions with ALA-Accredited Master's Personnel		62.13%	45.53%

### Some Other Relevant Measures

Although most would agree that an overall prose literacy percentage of just over ninety percent (90.10%) and having only 45% of fourth and eighth graders at or above the proficiency level on the National Assessment of Educational Progress (NAEP) tests is not good enough, nevertheless, Massachusetts ranks well above national marks. At 45% proficiency, Commonwealth fourth graders outperform fourth graders nationally by 11%. Likewise, eighth graders in Massachusetts are 13% higher in proficiency than the national average.

Massachusetts residents can also take pride in having some of the highest ranking on a variety of health measures. According to the United Health Foundation's America's Health Rankings, the Commonwealth rates first among the states in access to primary care and mental health care and second in access to dental care. The state ranks first in childhood immunizations and flu vaccinations, second in colorectal cancer screening, and third in dental visits by adults. In short, Massachusetts is an exemplar in terms of preventative care and boasts some of the finest health-care providers in the world.

Nevertheless, the America's Health Rankings also reveal some societal shortcomings of significance that are indicated in the table below. These are indicators that often affect health outcomes, but that also impact many other public services. Most of these are measures that reveal economic and racial disparities. Massachusetts ranks 28th among the states in residential segregation, 37th in high-school graduation racial disparity, and 39th in facing severe housing problems (availability of affordable housing). The gap between haves and have-nots is apparent in the Commonwealth's 47th ranking in overall income disparity. Many of these factors have a direct, negative, and often disproportionate impact on quality of life issues for children, persons of color, foreign-born populations, and individuals with disabilities.

Selected Social Indicators	Massachusetts	United States
4th Grade - Percentage at or Above National Assessment of Educational Progress (NAEP) Proficient Level	45%	34%
8th Grade - Percentage at or Above National Assessment of Educational Progress (NAEP) Proficient Level	45%	32%
Basic Prose Literacy Rate (Based on data from the National Center for Educational Statistics [NCES])	90.10%	88.00%
Income Inequality (America's Health Rankings)	47	
High School Graduation Racial Disparity (America's Health Rankings)	37	
Residential Segregation (America's Health Rankings)	28	
Severe Housing Problems - Housing Availability (America's Health Rankings)	39	

### Summary of Needs

- Many Massachusetts libraries are financially challenged due to the state's high cost of living.
- There are significant disparities in the quality of library and information resources and services available to Commonwealth residents.
- Commonwealth residents value education and learning but sometimes lack the resources and programs that can help improve their lives.
- Income and racial disparities result in issue-related, and often crisis-level information needs for some Massachusetts residents.
- Many Massachusetts libraries of all types lack adequate staffing.
- Massachusetts' high cost of living negatively impacts the ability of libraries to recruit and retain qualified library staff on an ongoing basis.
- Many Massachusetts libraries, especially small public libraries, have significant staff-development and professional advisory needs.
- Some Massachusetts libraries lack the resources to adequately serve specific populations including non-native speakers of English and persons with disabilities.
- Many Massachusetts libraries and museums have collections of significant historical and societal value that are at risk due to their age and the conditions under which they are housed.

# GOALS

## GOAL 1 - PROMOTE LEARNING AND SKILL DEVELOPMENT

Massachusetts residents will have opportunities to gain knowledge and develop skills that enable them to reach their educational and personal goals, resolve real life issues, and advance their economic and employment ambitions.

### Needs Addressed by Goal 1:

- Commonwealth residents value education and learning but sometimes lack the resources and programs that can help improve their lives.
- Income and racial disparities result in issue-related, and often crisis-level information needs for some Massachusetts residents.

### LSTA Purpose Addressed by Goal 1:

- Promote literacy, education, and lifelong learning, including by building learning partnerships with school libraries in our Nation's schools, including tribal schools, and developing resources, capabilities, and programs in support of State, tribal, and local efforts to offer a well-rounded educational experience to all students.
- Enable libraries to serve as anchor institutions to support community revitalization through enhancing and expanding the services and resources provided by libraries, including those services and resources relating to workforce development, economic and business development, critical thinking skills, health information, digital literacy skills, financial literacy and other types of literacy skills, and new and emerging technology.

### Grants to States Priorities Addressed by Goal 1:

- Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills,
- Target 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.
- Target 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 (as defined by the Office of Management and Budget and revised annually in accordance with section 9902(2) of title 42) applicable to a family of the size involved.

## Goal 1 Measuring Success Focal Areas: Lifelong Learning, Human Resources, and Economic & Employment Development

### Objective 1.1 - Improve users' general knowledge and skills

### **Project 1.1.1 - Summer Reading Support (support through affiliates and subgrants to libraries)**

**Summary:** This project supports a wide array of activities that help local public libraries provide a robust summer reading program. MBLC partners with the Massachusetts Library System to coordinate promotion, materials, and digital tools that libraries can use to track reading activity. MBLC also has a longstanding partnership with the Boston Bruins hockey team that enables participants to engage in a reading challenge that includes many exciting incentives provided by the Bruins. A new partnership has been formed with the Women's National Hockey League Team, the Boston Pride.

**Audience:** Although some libraries have summer reading activities for all ages, most participants are school-aged children.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** Although the COVID-19 pandemic has certainly disrupted the reading behaviors of children, summer reading programs have a positive impact in turning kids into lifelong readers. The ultimate desired outcome from summer reading is communities of readers of all ages.

**Evaluation:** Number of libraries participating. Number of participants by age categories. Number of programs offered. Program attendance. Other metrics that may be sampled include increased circulation of materials, and number of books/pages read. In addition to the collection of anecdotal reports of the impact of summer reading on specific children, whenever possible, an effort will be made to carry out a post-participation survey of parents/caregivers to determine whether reading behaviors are changed after the summer program ends.

#### **Examples of Potential Project 1.1.1 Activities:**

- Public Awareness
- Program Support
- Bruins Partnership/ Reading Challenge



### **Project 1.1.2 - Pre/Early Literacy Initiatives (subgrants)**

**Summary:** This project is intended to promote pre/early literacy by helping libraries create learning environments ranging from creative play spaces to storywalks. Subgrants will be awarded to libraries to equip resource-rich educational environments. Both low-tech (traditional puzzles and manipulatives) and high-tech (e.g., launchpads) are common items included in grants.

**Audience:** Pre-school children and caregivers.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** The desired outcome of this project is enhancing the reading readiness of pre-school children. A secondary outcome is modeling behaviors for parents/caregivers and providing opportunities for adults and children to interact around books.

**Evaluation:** Evaluation methods and metrics will vary based on the specific nature of the subgrants awarded; however, examples include pre and post-participation surveys of parents/caregivers whenever possible, anecdotes and observations of project managers, usage of related materials, learning devices/tools acquired, impact on usage of the development of creative play spaces, number of libraries awarded grants, number of participants in activities.

**Examples of Potential Project 1.1.2 Activities:**

Mind in the Making  
Storywalks



**Project 1.1.3 - Active Learning (subgrants)**

**Summary:** This project is intended to encourage the development of programs and services that engage library users in active, often hands-on, learning experiences. These efforts include, but are by no means limited to Science, Technology, Engineering and Mathematics (STEM), Science, Technology, Engineering, Arts, and Mathematics (STEAM), and Science, Technology, Reading, Engineering, Arts, and Mathematics (STREAM), other makerspace activities, and the development of storywalks.

**Audience:** Although subgrants under the Active Learning project will often target teens, the project envisions engaging people of all ages (including adults and intergenerational groups) in active learning activities.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** The inclusion of creativity and discovery into the educational process in an effort to create lifelong learners. It is also anticipated that many young learners will be introduced to content and concepts that may influence the occupational choices they make later in life.

**Evaluation:** Evaluation methods and metrics will vary based on the specific nature of the subgrants awarded; however, examples that may be included are the number of libraries introducing new active learning activities, number and ages of participants, topics and concepts introduced, and anecdotal reports from subgrant managers.

**Examples of Potential Project 1.1.3 Activities:**

STEM/STEAM/STREAM  
Serving Teens & Tweens



**Objective 1.2 - Improve users' ability to apply information that furthers their personal, family, or household finances**

**Project 1.2.1 - Financial Literacy (subgrants)**

**Summary:** This project is based on the concept that libraries can be a safe and trusted resource for information on sensitive topics. The subgrants that will be awarded under this project are focused at equipping participants with financial literacy skills that they can apply at the personal, family, and/or household levels.



**Audience:** Potential participants cover the entire age span from introducing financial literacy concepts to young children to working with senior citizens struggling to make ends meet on fixed incomes. An emphasis will be placed on efforts that address financial literacy in the family context.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** The intention of this project is to impact financial literacy knowledge and skills that will enable individuals and families to better manage their finances with the end result of a higher quality of life.

**Evaluation:** Evaluation methods and metrics will vary based on the specific nature of the subgrants awarded; however, an emphasis will be placed on ascertaining whether the knowledge and skills gained are useful over time. Number of libraries receiving grants, number of participants and topics presented will be tracked. Whenever possible, post participation surveys will be conducted after the conclusion of the grant cycle to determine whether the project has had a lasting impact.

**Examples of Potential Project 1.2.1 Activities:**

Strength in Families  
Financial Literacy



**Objective 1.3 - Improve users' ability to apply information that furthers their personal or family health and wellness**

**Project 1.3.1 - Health & Wellness (subgrants)**

**Summary:** Health and wellness can have a tremendous impact on daily life especially among more vulnerable and marginalized populations. This project is focused on improving public health in a variety of ways including raising awareness of health issues, acquainting individuals and families with effective health strategies, connecting people with a variety of preventative and curative health services, and building strategic partnerships between libraries and other community entities that can influence positive health outcomes. It is anticipated that many of the projects will be non-clinical in nature; that is, they may involve modeling healthy behaviors and affording individuals opportunities to engage in activities that contribute to improved health. Library community garden initiatives are just one example of possible non-clinical activities that may be supported.

**Audience:** While specific subgrants may target specific age groups or individuals with specific health issues, an emphasis will be placed on initiatives that have impact at the family or household level.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** The ultimate goal of this project is improved health outcomes for individuals and communities. However, privacy concerns will often make verifying these outcomes difficult or impossible. Some easier to measure results will be tracked including new strategic relationships with community partners.

**Evaluation:** The evaluation of many health outcomes is difficult without being intrusive and the methods and metrics used to evaluate these projects will vary depending on the exact nature of local initiatives; however, subgrantees will be encouraged to partner with community health care providers that may be able to report aggregate outcomes. Whenever possible, subgrantees will be encouraged to collect anonymous, self-reported data about the impact of efforts.

**Examples of Potential Project 1.3.1 Activities:**

Health & Wellness  
Telehealth  
Library Community Gardens



**Objective 1.4 - Improve users' ability to apply information that furthers their parenting and family skills**

**Project 1.4.1 - Parenting Initiatives (subgrants)**

**Summary:** This project is based on the principles outlined in *IDEABOOK: Libraries for Families*. This subgrant project will encourage libraries to create or build on existing partnerships with community organizations that share a similar mission. This includes schools (private, public, academic), local museums, early learning systems as well as community agencies that provide family support: e.g. health and nutrition, mental health, special needs, and early intervention. A key element in this effort would be to elevate the family voice in designing services to those previously underserved in their communities

**Audience:** The project will target families and households using a broad definition of the family unit.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** The intent of this project is to equip family members with information, knowledge, and practical skills that they can use to strengthen their families. A major focus will be making individuals aware of a wide range of community resources that may be available to them; consequently, an important goal of these subgrants will be building strong strategic alliances with partner agencies at the local level.

**Evaluation:** Evaluation methods and metrics will vary based on the specific nature of the subgrants awarded; however, in general, they will include tracking the number of libraries receiving subgrants, number and type of activities, number of participants by age group, and anecdotal reports from the subgrant manager. Libraries will be encouraged whenever possible to implement pre and post-participation survey protocols to assess the effectiveness of interactions.

**Examples of Potential Project 1.4.1 Activities:**

Strength in Families  
Family Engagement



## **Objective 1.5 - Improve users' ability to use resources and apply information for employment support**

### **Project 1.5.1 - Workforce & Business Development Initiatives (subgrants)**

**Summary:** This project recognizes that libraries have valuable resources and are well-positioned in their communities to connect entrepreneurs, job seekers, and individuals exploring potential career paths with information and guidance that will help them. Subgrants awarded under this project category will often interface with resources and tools such as licensed databases that may also be acquired using LSTA funds thereby increasing the impact of these resources.

**Audience:** Although the primary target of this project will be adults, some subgrants awarded may also engage young adults participating in STEM/STEAM/STREAM activities. Special efforts will also be made to encourage projects targeting populations facing economic challenges.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** The ultimate measure of success for this project involves individuals who are employed in productive occupational and career pursuits that are personally fulfilling and financially rewarding.

**Evaluation:** Evaluation methods and metrics will vary based on the specific nature of the subgrants awarded; however, in general, they will include tracking the number of libraries receiving subgrants, number and type of activities, number of participants by age group, and anecdotal reports from the subgrant manager. Subgrantees will be encouraged to, whenever feasible, build pre-participation surveys into the intake process used to engage individuals and to conduct post-participation follow-up contacts to ascertain outcomes.

#### **Examples of Potential Project 1.5.1 Activities:**

Open for Business  
Pathways to Success



## **GOAL 2 - ENABLE ACCESS**

Massachusetts residents will have convenient access to relevant, high-quality information resources in formats that they can use to achieve their educational, occupational, and personal/recreational goals.

### **Needs Addressed by Goal 2:**

- Many, if not most, Massachusetts libraries are financially challenged due to the state's high cost of living.
- There are significant disparities in the quality of library and information resources and services available to Commonwealth residents.
- Income and racial disparities result in issue-related, and often crisis-level information needs for some Massachusetts residents.
- Some Massachusetts libraries lack the resources to adequately serve specific populations including non-native speakers of English and persons with disabilities.

### **LSTA Purposes Addressed by Goal 2:**

- Facilitate access to resources in all types of libraries for the purpose of cultivating an educated and informed citizenry.
- Encourage resource sharing among all types of libraries for the purpose of achieving economical and efficient delivery of library services to the public.
- Enable libraries to develop services that meet the needs of communities throughout the Nation, including people of diverse geographic, cultural, and socioeconomic backgrounds, individuals with disabilities, residents of rural and urban areas, Native Americans, military families, veterans, and caregivers.
- Promote library services that provide users with access to information through national, State, local, regional, and international collaborations and networks.

### **Grants to States Priorities Addressed by Goal 2:**

- Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills.
- Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services.
- Target 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.

## **Goal 2 Measuring Success Focal Area: Information Access**

### **Objective 2.1 - Improve users' ability to discover information resources**

#### **Project 2.1.1 - Enhanced Finding and Sharing Tools**

**Summary:** This project involves funding a statewide platform and supporting affiliate and partner organizations to ensure that robust finding and resource sharing tools are available to Commonwealth libraries and that these tools are managed in ways that optimize their effectiveness.

**Audience:** The general population will benefit through participating libraries and the infrastructure provided by the MBLC and affiliate and partner organizations.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** The ultimate outcome envisioned is the most cost-effective utilization of the resources owned and/or licensed by a variety of libraries and library-support organizations.

**Evaluation:** Number of libraries participating in resource sharing activities. Number of searches. Number of items requested and number of requests filled.

#### **Examples of Potential Project 2.1.1 Activities:**

Commonwealth Catalog  
Cybersecurity  
E-card (library card)



## **Objective 2.2 - Improve users' ability to obtain and/or use information resources**

### **Project 2.2.1 - Enhanced Resources - Databases/Electronic Resources**

**Summary:** This project provides equitable access to a wide range of licensed electronic databases. It helps to level the information resources playing field for all Commonwealth residents by offering a solid foundation of extensive content. By providing this base, the project also enables individual libraries to direct their resources toward securing supplementary electronic resources and/or content that is highly relevant to their community or user base.

**Audience:** The general public directly and through their libraries.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** The ultimate outcome of this project is enabling individuals regardless of where they live, their socio-economic status, or ability to read standard print to access information that can help them succeed in achieving their educational, occupational, and/or personal goals. The databases essentially address all six of the IMLS Measuring Success focal areas as well as all of the Measuring Success intents.

**Evaluation:** Number and nature of databases provided. Number of accesses, pageviews, retrievals, downloads, etc. (vendor-statistics). Source of access (individual, through libraries, etc.). MBLC may explore the feasibility of conducting periodic pop-up surveys of database users with its affiliate, the Massachusetts Library System as well as the integration of user data into a data dashboard that will offer constant, near real-time monitoring of activity.

#### **Examples of Potential Project 2.2.1 Activities:**

Licensed Databases and Online Utilities



### **Project 2.2.2 - Enhanced Resources - Other E-Content**

**Summary:** This project provides subsidies to partner and affiliate organizations to enable them to offer broad access to a wide variety of e-content. By absorbing platform fees and supplementing the purchase of shareable e-content, the project expands the range of e-resources that are available and, in many cases, reduces the length of time that users have to wait to access the materials they wish to use.

**Audience:** The general public through regional networks and local libraries.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** More equitable access to a broad range of e-content.

**Evaluation:** Number of libraries participating, number of individuals downloading/streaming content, number of items viewed, listened to, borrowed, etc.

#### **Examples of Potential Project 2.2.2 Activities:**

Subsidies for E-content Licensing and Acquisition



#### **Project 2.2.3 - Outreach to the Underserved (direct and subgrants)**

**Summary:** This project includes a variety of activities united by their focus on underserved populations. Some of the activities, such as offering counsel and training on the accessibility of facilities and services and fostering the establishment of strategic partnerships, will be conducted by MBLC staff. Other activities will take the form of subgrants awarded to libraries carrying out pilot projects or projects representing the application of best practices in outreach to the underserved.

**Audience:** Outreach to underserved populations in the Commonwealth targets library and information services to people of diverse cultural, socioeconomic and educational backgrounds including people with disabilities; those with limited English language skills and limited functional literacy. This project also supports the MBLC's staff participation with the Commonwealth's Department of Correction, the Massachusetts Department of Mental Health and the LGBTQ Commission at the Massachusetts Department of Public Health. In addition, state agency staff work with staff and consumer advisory boards of Perkins and Worcester, the Talking Book Libraries for the state.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** The desired outcome of this project is enabling a variety of populations that either have difficulty accessing typical library services or groups of individuals who have traditionally been underserved due to societal or geographic circumstances.

**Evaluation:** Although the metrics and methods that will be applied to specific activities will vary depending on the target audience, an effort will be made to measure the gap between level of access prior to activities and after the activities are completed. Whenever possible, MBLC and subgrantees will attempt to gather feedback from end users of the services offered.

#### **Examples of Potential Project 2.2.3 Activities:**

Outreach to Individuals with Special Needs  
Digital Inclusion (Digital Navigators)  
Institutional/ Corrections Services  
Legal Services (Access to Justice)  
New Americans



### **GOAL 3 - STRENGTHEN LIBRARIES**

Massachusetts residents will be served by local libraries that employ knowledgeable, community-focused staff members who incorporate the best professional practices and up-to-date technologies to deliver relevant, high-quality library services.

#### **Needs Addressed by Goal 3:**

- Many Massachusetts libraries of all types lack adequate staffing.



- Massachusetts' high cost of living negatively impacts the ability of libraries to recruit and retain qualified library staff on an ongoing basis.
- Many Massachusetts libraries, especially small public libraries, have significant staff-development and professional advisory needs.
- Many Massachusetts libraries and museums have collections of significant historical and societal value that are at risk due to their age and the conditions under which they are housed.

#### **LSTA Purposes Addressed by Goal 3:**

- Enhance the skills of the current library workforce and recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services.
- Ensure the preservation of knowledge and library collections in all formats and enable libraries to serve their communities during disasters.

#### **Grants to States Priorities Addressed by Goal 3:**

- (A) Provide training and professional development, including continuing education, to enhance the skills of the current library workforce and leadership, and advance the delivery of library and information services; and (B) Enhance efforts to recruit future professionals, including those from diverse and underrepresented backgrounds, to the field of library and information services.
- Establish or enhance electronic and other linkages and improved coordination among and between libraries and entities, as described in 20 U.S.C. § 9134(b)(6), for the purpose of improving the quality of and access to library and information services.

### **Goal 3 Measuring Success Focal Area: Institutional Capacity**

#### **Objective 3.1 - Improve the library workforce**

##### **Project 3.1.1 - Staff and Trustee Development & Training**

**Summary:** This project involves identifying education and training needs of library staff and trustees, directly providing some staff development opportunities, and coordinating and supporting the staff development and training efforts of affiliates and partner agencies.

**Audience:** Library trustees and staff of local libraries, affiliates, and partner organizations.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** The provision of high quality library and information services by library staff who are customer-oriented, technologically adept, knowledgeable, motivated, and committed to excellence. An additional desired outcome is that library staff are supported by library trustees who are aware of their responsibilities, current professional practices, and dedicated to equity of access.

**Evaluation:** Number of library staff/trustees participating in staff/trustee development and training activities. Number of libraries represented among individuals who participate in staff/trustee development and training activities. Whenever possible, MBLC will employ pre and post-participation surveys to gauge the impact of the relevance and lasting results of training



experiences. MBLC will work with affiliate and partner agencies to adopt consistent evaluative measures for assessing the effectiveness of staff and trustee training.

**Potential Project 3.1.1 Activities:**

- Succession Planning
- Trustee Training
- Library accessibility planning and training



**Objective 3.2 - Improve the library's physical and technological infrastructure**

**Project 3.2.1 - Preservation, Conservation, Digitization, and Disaster Preparedness (subgrants)**

**Summary:** This project represents a coordinated effort to ensure that valuable collections are preserved and are available to the current and future generations. Activities will include working with libraries and other institutions to identify collections of high value and cultural importance to communities, monitoring the conditions in which these collections are stored and recommending specific remedial measures, educating staff of libraries and other institutions in preservation, conservation, digitization, description, and disaster preparedness processes, and assisting in arranging for appropriate actions.

**Audience:** Libraries, museums, and other community organizations.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** Ensuring the availability of items of high value and cultural importance for future generations.

**Evaluation:** Number of organizations participating. Number of assessments conducted. Number of sites monitored. Number of items preserved, conserved and/or digitized.

**Examples of Potential Project 3.2.1 Activities:**

- Preservation Assessment
- Environmental Monitoring



**Objective 3.3 - Improve library operations**

**Project 3.3.1 - Library Planning, Development, and Support**

**Summary:** This project supports a variety of activities designed to improve library operations at the local, regional, and state level. This support includes, but is not limited to, professional consulting assistance; collection, analysis, and dissemination of library inputs, outputs, and performance measures; and provision of effective communications mechanisms such as the MBLC website and MBLC's Awarehouse site, which are used to make library staff and trustees aware of opportunities and best practices and to inform them of staff development and grant opportunities

**Audience:** Library trustees and staff of local libraries, affiliates, and partner organizations.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** The provision of more effective and efficient library and information services to all residents of Massachusetts.

**Evaluation:** Consultations provided on-site, virtual consultations (phone, Zoom, etc.), visits to MBLC website, usage of MBLC Awarehouse resources, geographic and economic distribution of applications for state and LSTA grants.

**Examples of Potential Project 3.3.1 Activities:**

Public Library Advisory  
Collection, Analysis, and Dissemination of Data to Inform  
Decision-Making  
MBLC Awarehouse  
MBLC Website Support



## **GOAL 4 - BUILD THRIVING COMMUNITIES**

Massachusetts residents will have opportunities to discover and explore their personal and community histories, dialogue with other community members, engage new Americans, and to participate in and contribute to the vitality of their communities.

**Needs Addressed by Goal 4:**

- Commonwealth residents value education and learning but sometimes lack the resources and programs that can help improve their lives.
- Some Massachusetts libraries lack the resources to adequately serve specific populations including non-native speakers of English and persons with disabilities.
- Many Massachusetts libraries and museums have collections of significant historical and societal value that are at risk due to their age and the conditions under which they are housed.

**LSTA Purposes Addressed by Goal 4:**

- Facilitate access to resources in all types of libraries for the purpose of cultivating an educated and informed citizenry.
- Enable libraries to develop services that meet the needs of communities throughout the Nation, including people of diverse geographic, cultural, and socioeconomic backgrounds, individuals with disabilities, residents of rural and urban areas, Native Americans, military families, veterans, and caregivers.
- Enable libraries to serve as anchor institutions to support community revitalization through enhancing and expanding the services and resources provided by libraries, including those services and resources relating to workforce development, economic and business development, critical thinking skills, health information, digital literacy skills, financial literacy and other types of literacy skills, and new and emerging technology.

**Grants to States Priorities Addressed by Goal 4:**

- Expand services for learning and access to information and educational resources in a variety of formats (including new and emerging technology), in all types of libraries, for individuals of all ages in order to support such individuals' needs for education, lifelong learning, workforce development, economic and business development, health information, critical thinking skills, digital literacy skills, and financial literacy and other types of literacy skills.
- Develop public and private partnerships with other agencies, tribes, and community-based organizations.
- Target 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.
- Target 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 (as defined by the Office of Management and Budget and revised annually in accordance with section 9902(2) of title 42) applicable to a family of the size involved.

## **Goal 4 Measuring Success Focal Area: Civic Engagement**

### **Objective 4.1 - Improve users' ability to participate in their community**

#### **Project 4.1.1 - Building Community Through the Historical Record (subgrants)**

**Summary:** As enduring community institutions, libraries have long served as repositories for local history. They also have a key role to play in capturing and making community stories available and meaningful to all. The local library is uniquely positioned to capture, preserve, and share the diverse voices of its service population and the rich local experience.

**Audience:** Residents of communities awarded subgrants.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** This project is designed to use local history as a unifying factor to stimulate community conversations not just about the past, but about the present and future as well.

**Evaluation:** The exact evaluation mechanism and the metrics that will be used to evaluate subgrants awarded under the "Building Community Through the Historical Record" project will differ based on the exact nature of the local project. However, examples might include the number of items digitized or the number of oral histories created. The number of programs presented, the number of attendees, and participant reactions gathered through a post-program survey.

#### **Examples of Potential Project 4.1.1 Activities:**

Go Local



### **Objective 4.2 - Improve users' ability to participate in community conversations around topics of concern**

### **Project 4.2.1 - Building Community Through Inclusion and Interaction (direct and subgrants)**

**Summary:** This project will provide subgrants to libraries that will enable them to engage diverse populations in their communities in meaningful and relevant ways that have the potential for increasing participants' involvement in community life. Examples of specific initiatives that may be funded include language circles, other ESOL (English to Speakers of Other Languages) programs, and Citizenship Corners that enrich both the material and human resources available to individuals seeking U.S. citizenship.

**Audience:** Individuals who are foreign-born, family members of individuals who are foreign-born, and others for whom English may be a second language.

**Timetable:** Anticipated ongoing 2023-2027

**Desired Outcomes:** Attainment of U.S. citizenship and increased participation in community life for individuals who are sometimes marginalized.

**Evaluation:** Number of libraries awarded subgrants, number of participants and countries of origin, number and type of events held, educational attainment/milestones achieved by participants (such as acquiring a graduate equivalency diploma), number of citizenships bestowed.

#### **Examples of Potential Project 4.2.1 Activities:**

Civic Hub  
Citizenship/ ESOL



## **COORDINATION EFFORTS**

The Plan's narrative organizes all Goals under the IMLS Measuring Success Focal Areas and all projects for which LSTA funding is anticipated under the IMLS Measuring Success Intents. Crosswalk tables displaying these relationships in a graphic format can be found in APPENDIX A.

The MBLC will work with other state agencies and offices where appropriate to coordinate resources, programs, and activities and leverage, but not replace, federal and state investment in elementary and secondary education, early childhood education, workforce development and other federal programs and activities.

The MBLC currently works with several state agencies/organizations on a variety of initiatives:

- Massachusetts Department of Correction
- Massachusetts Department of Elementary and Secondary Education (with a particular focus on family engagement:  
<https://www.doe.mass.edu/sfs/family-engagement-framework.pdf>)
- Massachusetts Commission for the Deaf and Hard of Hearing
- Massachusetts Emergency Management Agency
- Massachusetts Commission on LGBTQ Youth

- Massachusetts Department of Mental Health
- Massachusetts State Historical Records Advisory Board
- Massachusetts State Treasurer/Office of Economic Empowerment.

The MBLC supports and oversees a diverse and multi-faceted configuration of organizations and initiatives that provide significant and valued support to all types of libraries throughout Massachusetts. Much of the funding for these organizations and the services they provide is designated in the MBLC's state legislative appropriation. For the purposes of clarity throughout this Plan, these entities are described as affiliates. They are not individually identified in Projects (Goals above) - the sharing of resources and working relationships are inextricably intertwined and tightly woven into the fabric of all MBLC programs.

## **AFFILIATES**

**Massachusetts Library System (MBLC):** The MBLC funds the Massachusetts Library System whose mission is as follows:

The Massachusetts Library System, a state-supported collaborative, fosters cooperation, communication, innovation, and sharing among member libraries of all types. The MLS promotes equitable access to excellent library services and resources for all who live, work, or study in Massachusetts. MLS provides a wide range of continuing education and consulting to all types of libraries, manages delivery as a core element of statewide resource sharing, and collaborates with the MBLC and others on a range of program initiatives including statewide databases, eBook collections, and the Summer Reading Program.

**Library for the Commonwealth:** The MBLC funds the Boston Public Library to serve as the Library for the Commonwealth. As the Library for the Commonwealth, the Boston Public Library develops and maintains a statewide digital library that provides access to online media, research materials, multimodal reference services and information delivery, access to historical records and collections, and other resources responding to the informational, cultural, and educational needs of the Commonwealth. Library for the Commonwealth's free digitization activities are implemented in partnership with the Digital Commonwealth, an organization of libraries, museums and other cultural institutions, which is responsible for most of the training related to these statewide services.

**Talking Book Libraries:** The MBLC funds the Perkins Library at the Perkins School for the Blind in Watertown and the Talking Book Library at the Worcester Public Library to provide statewide access to library services and materials for people who are blind, visually impaired, physically disabled, and learning disabled. These libraries provide a range of services, including Braille and large print books, audio described DVDs, streaming books and audio newspapers, accessible reference services, audio equipment loan, and on-site assistive technology. The two libraries also provide training and technical assistance to organizations serving these populations.

**Automated Library Networks:** The MBLC provides funding and coordination support for nine automated library networks that provide electronic management systems for all core library operations, including: the library catalog, the ability to borrow from neighboring libraries,

circulation, patron registration and authentication, broadband Internet access, and other mission-critical services. These networks are membership organizations, and receive the majority of their funding in the form of dues from their member libraries.

**Massachusetts Center for the Book:** The MBLC funds the Massachusetts Center for the Book which is chartered as the Commonwealth Affiliate of the Center for the Book in the Library of Congress. The Massachusetts Center for the Book is a public-private partnership charged with developing, supporting, and promoting cultural programming that will advance the cause of books and reading and enhance the outreach potential of Massachusetts libraries. The Center for the Book conducts programs including the Massachusetts Book Awards, Letters About Literature, a variety of literacy programs, and Route 1 Reads.

## PARTNERSHIPS

The MBLC Strategic Plan 2021-2025 includes *Goal 2: Cultivate Partnerships for Mutual Benefit: The MBLC develops robust relationships in support of libraries and their communities.*

The objectives are as follows:

1. Continue to clarify the roles of library-related affiliates and partners in Massachusetts and communicate these roles to libraries, library advocates, legislators, and governing authorities
2. Identify and cultivate traditional and non-traditional partnerships.

## EVALUATION PLAN

Specific measures were suggested for each of the projects envisioned for Federal Fiscal Years' 2023-2027 funding in the body of the Plan. Projects may include the following evaluation activities:

- Establishment of key performance indicators, with outcomes aligned to LSTA priorities, goals, focal areas, and intents
- Collection and analysis of key performance indicator data
- Articulation and tracking of input activities, outputs, and outcomes whenever possible
- Continuous monitoring and assessment throughout project activities
- Summative assessments at milestones, if applicable, and annually.

Example methods and types of data collected include:

- Surveys, focus groups, and/or interviews with outcomes-based questions
- Attendance, user, and usage statistics
- Time to complete data with baseline comparisons
- Counts (i.e., items created, applications submitted, reimbursements, etc.).

This data will be monitored, tracked, and assessed by the assigned project lead as well as collected and evaluated holistically by the LSTA coordinator. Projects including components of public and library staff instruction, content creation or acquisition, and planning and evaluation will be evaluated using outcomes-based assessment questions built into the program's reporting system.



## STAKEHOLDER INVOLVEMENT

The ***Library Services and Technology Act (LSTA) Grants to States Five-Year Plan (2023-2027)*** is based on extensive input from the Massachusetts library community, from independent evaluators, and from other stakeholders. This includes information and data gathered through individual interviews, focus groups, and surveys.

In June of 2021, the MBLC participated with nine other states in the issuance of a joint Request for Proposals (RFP) for a “Cooperative Library Services and Technology Act Five-Year Plan Evaluation 2018-2022.” The RFP was issued through the Council of State Library Agencies in the Northeast (COSLINE) and QualityMetrics LLC, headquartered in Silver Spring Maryland, was selected to carry out individual evaluations of each state’s implementation of their LSTA plans. The assessment of MBLC’s efforts in carrying out the 2023-2027 Plan was conducted by QualityMetrics Chief Executive Officer Dr. Martha Kyrillidou, assisted by associate researchers Joyce Chapman and William Wilson. The process used in the assessment included both retrospective and prospective components and gathered valuable information both for the evaluation and for the subsequent planning process. Interviews, focus groups, and a web-based survey were conducted in addition to an extensive review of State Program Report (SPR) data.

QualityMetrics was subsequently engaged to facilitate MBLC’s LSTA planning process. An additional web-based survey of stakeholders was carried out as part of this process. Frequent Zoom sessions were conducted by QualityMetrics that involved the MBLC Director, Head of Library Advisory and Development, and other state library agency staff. A total of 361 individuals responded to the web-based survey that was part of the planning phase between April 5 - April 19, 2022.

Another important aspect of the planning process was the integration of information gleaned by MBLC during its own internal strategic planning process. MBLC’s ***Strategic Plan FY 2021-2025***, which was adopted in October 2020, involved substantive input from MBLC Commissioners and from the State Advisory Council on Libraries. Although the strategic plan encompasses elements such as library construction and internal processes that are either ineligible for LSTA funding or only marginally related to the Grants to States program, the strategic plan also outlines a vision, mission, and values that are based on MBLC’s ongoing assessment of library and information needs in the state.

In short, the ***Massachusetts’ Library Services and Technology Act (LSTA) Grants to States Five-Year Plan (2023-2027)*** is based on stakeholder input secured through a variety of quality sources over the span of the last several years.



## COMMUNICATION & PUBLIC AVAILABILITY

Upon approval of the ***Library Services and Technology Act (LSTA) Grants to States Five-Year Plan (2023-2027)*** by IMLS, the Plan will be posted on the MBLC website (<https://mblc.state.ma.us/>) and will be provided in hard copy upon request. The Plan's availability and its content will be promoted through meetings with various stakeholders and potentially may be featured in special presentations at professional conferences and other public gatherings.

Any substantive revisions to the Plan will be submitted to IMLS in accordance with IMLS guidelines and the provisions of the Museum and Library Services Act. The MBLC will publicize the achievement of significant milestones identified in the Plan as well as ongoing results of its efforts. MBLC will also comply with reporting requirements through the SPR. Finally, both achievements and shortcomings will be shared with stakeholders within the state as part of an ongoing effort to improve performance and to increase the positive impact of projects and activities.

## MONITORING

The implementation of Massachusetts' ***Library Services and Technology Act (LSTA) Grants to States Five-Year Plan (2023-2027)*** will be monitored on a continuous basis. Appropriate MBLC staff will be assigned to track the execution of all aspects of the Plan. Specific staff will be tasked with preparing and generating relevant reports as required as well as to inform decision making. An important component of this tracking will be the monitoring of sub-grant projects funded with LSTA dollars. Select sub-grantees will be required to submit semi-annual status reports and all sub-grantees will be required to submit final reports on the status and results of each project. This will be supplemented with a combination of on-site monitoring visits, phone calls, emails, and other virtual contact.

All projects, including sub-grant projects as well as those directly administered by MBLC, will be monitored on a regular basis as ongoing activities are conducted, documented, and measured. Information and data collected as part of this process will be used to inform MBLC's reporting to IMLS in the annual SPR.

Monitoring will comply with the requirements and procedures outlined in 2 CFR 200.327-332

- 2 CFR 200.327 - Financial Reporting
- 2 CFR 200.328 - Monitoring and Reporting Program Performance
- 2 CFR 200.329 - Reporting on Real Property
- 2 CFR 200.330 - Subrecipient and Contractor Determination
- 2 CFR 200.331 - Requirements for Pass-Through Entities
- 2 CFR 200.332 - Fixed Amount Subawards

# APPENDIX A - CROSSWALK TABLES

## MASSACHUSETTS Goal 1 - Promote Learning and Skill Development Measuring Success Focal Areas and Intents

	1.1.1 Summer Reading Support	1.1.2 Pre/Early Literacy Initiatives	1.2.1 Financial Literacy	1.3.1 Health & Wellness	1.4.1 Parenting Initiatives	1.5.1 Workforce & Business Development
<b>Lifelong Learning</b>	YES	YES	YES			
Improve users' formal education						
Improve users' general knowledge and skills						
<b>Information Access</b>	YES	YES				
Improve users' ability to discover information resources						
Improve users' ability to obtain and/or use information resources						
<b>Institutional Capacity</b>						
Improve the library workforce						
Improve the library's physical and technological infrastructure						
Improve library operations						
<b>Economic &amp; Employment Development</b>					YES	
Improve users' ability to use resources and apply information for employment support					YES	
Improve users' ability to use and apply business resources						
<b>Human Resources</b>			YES	YES		
Improve users' ability to apply information that furthers their personal, family or household finances		YES				
Improve users' ability to apply information that furthers their personal or family health & wellness			YES			
Improve users' ability to apply information that furthers their parenting and family skills				YES		
<b>Civic Engagement</b>						
Improve users' ability to participate in their community						
Improve users' ability to participate in community conversations around topics of concern						

MASSACHUSETTS Goal 2 - Enable Access Measuring Success Focal Areas and Intents		2.1.1 Enhanced Finding and Sharing Tools				2.2.1 Enhanced Resources - Databases				2.2.2 Enhanced Resources - Other E-Content				2.2.3 Outreach to the Underserved			
<b>Lifelong Learning</b>																	
Improve users' formal education																	
Improve users' general knowledge and skills																	
<b>Information Access</b>																	
Improve users' ability to discover information resources		YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Improve users' ability to obtain and/or use information resources		YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
<b>Institutional Capacity</b>																	
Improve the library workforce																	
Improve the library's physical and technological infrastructure																	
Improve library operations																	
<b>Economic &amp; Employment Development</b>																	
Improve users' ability to use resources and apply information for employment support																	
Improve users' ability to use and apply business resources																	
<b>Human Resources</b>																	
Improve users' ability to apply information that furthers their personal, family or household finances																	
Improve users' ability to apply information that furthers their personal or family health & wellness																	
Improve users' ability to apply information that furthers their parenting and family skills																	
<b>Civic Engagement</b>																	
Improve users' ability to participate in their community																	
Improve users' ability to participate in community conversations around topics of concern																	

MASSACHUSETTS Goals 3 & 4 - Strengthen Libraries (3) and Build Thriving Communities (4) Measuring Success Focal Areas and Intents		3.1 Staff and Trustee Development, Digitization, and Support	3.2.1 Preservation, Conservation, Digitization, and Support	3.3.1 Library Planning, Development, and Support	4.1.1 Building Community Through the Historical Record	4.2.1 Building Community Through Inclusion
<b>Lifelong Learning</b> Improve users' formal education Improve users' general knowledge and skills						
<b>Information Access</b> Improve users' ability to discover information resources Improve users' ability to obtain and/or use information resources						
<b>Institutional Capacity</b> Improve the library workforce Improve the library's physical and technological infrastructure Improve library operations						
<b>Economic &amp; Employment Development</b> Improve users' ability to use resources and apply information for employment support Improve users' ability to use and apply business resources						
<b>Human Resources</b> Improve users' ability to apply information that furthers their personal, family or household finances Improve users' ability to apply information that furthers their personal or family health & wellness Improve users' ability to apply information that furthers their parenting and family skills						
<b>Civic Engagement</b> Improve users' ability to participate in their community Improve users' ability to participate in community conversations around topics of concern						

## **ASSURANCES**

The following assurances are being submitted with this Plan:

- Program Assurances for 2023 Grant Award (Includes compliance with Internet Safety;
- Trafficking in Persons; Nondiscrimination; Debarment and Suspension; Drug-Free Workplace; Federal Debt Status; and Lobbying requirements)
- Non-Construction Assurance Form (SF-424B)
- State Legal Officer's Certification of Authorized Certifying Official
- Internet Safety Certification for Applicant Public Libraries, Public Elementary and Secondary School Libraries and Consortia with Public and/or Public School Libraries

**UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF RHODE ISLAND**

STATE OF RHODE ISLAND; et al.,

Plaintiffs,

v.

DONALD J. TRUMP, et al.,

Defendants.

C.A. No.

**DECLARATION OF JESSE MARTIN**

Pursuant to 28 U.S.C. § 1746, I, Jesse Martin, hereby declare as follows:

1. I am over the age of eighteen and understand the obligations of an oath.
2. I have personal knowledge of all facts stated herein or have knowledge of the matters based on my review of information and records gathered by my staff.
3. I am currently employed by the New England Health Care Employees Union, District 1199NE as the Executive Vice President, RI.
4. As Executive Vice President of SEIU 1199NE, I represent nearly 5,000 union employees across the healthcare and related service industries. Our members work as nurses, CNAs, technicians, clerical employees, service and maintenance workers, and other positions in hospitals, community health centers, nursing homes, community programs for developmentally disabled individuals, and other critical social service programs across the State of Rhode Island.
5. Over the last 13 years, I have participated in over 50 management-labor disputes on behalf of SEIU 1199NE, including negotiations involving collective bargaining agreements, grievances, strikes, lockouts, and arbitrations.
6. Disputes between SEIU 1199NE and employers may be referred to mediation by the Federal Mediation and Conciliation Service (FMCS). To my knowledge, 10 disputes have been referred to FMCS over the past 3 years. Many of those disputes were successfully mediated, preventing escalations that could have had devastating impact on critical health and social services throughout Rhode Island.
7. When healthcare workers are forced to strike, public disruption results. Whenever negotiations break down and a strike appears imminent, the Rhode Island Department of Health (RIDOH) is immediately involved as the employer's facility is required to submit to RIDOH a strike preparedness plan for RIDOH approval. RIDOH then needs to expeditiously review that



plan, pulling resources away from other key RIDOH functions, such as code enforcement at other facilities, and frequently requiring overtime by RIDOH employees. Once the strike begins, RIDOH has to place inspectors in the facility for 24 hours per day, 7 days a week, to ensure that vulnerable patient populations within these facilities are not endangered by the disruption in care. Those costs are borne by the State.

8. In addition to paying for an exceedingly high cost of labor to replace striking staff, hospitals/facilities must also redirect resources towards training and orienting replacement staff to the many complex systems and policies of each facility. All non-union staff are reassigned to additional duties above their regular job functions during strikes, and most facilities accommodate those non-union staff who work around the clock during strikes with “overtime” compensation or bonuses.

9. Despite paying a very high premium for temporary labor, it is my experience that the quality of care at striking facilities suffers without the workers who are most familiar with the unique needs of the facility and its patients. For example, every electronic medical record system is unique to the specific build and specific use at each facility, and medical professionals need training and time to learn new systems before they can be proficient with them. The same is true for facility policies and procedures, many of which exist because adherence to them is necessary in order to prevent human error and/or to ensure optimization of patient care in a specific patient care environment. No matter how skilled or experienced travel staff may be, there is no possible way for them to download the institutional and facility-specific knowledge that the staff who routinely care for those patients have from their lived experience within that facility and within those patient care teams.

10. Medical care is delivered at Women & Infants and Butler, and in other care settings represented by the Union, in a team-based model, and the medical professionals work and train together, as teams, to deliver the most effective, safest, highest quality of care possible. It is well studied and evidenced that most medical errors are rooted in failures in communication among teams, and for that reason, the medical care teams at Women & Infants cross-train on teamwork and communication so that their care can be of the highest quality possible. There is simply no substitution for those care teams who are trained to communicate well together, for the benefit and safety of their patients.

11. In addition, employees who are locked out of the facility can apply to the State for unemployment benefits, further increasing the cost to the State of failed contract negotiations.

12. As recently as December 2024, SEIU 1199NE represented workers at a negotiation with Women & Infants Hospital of Rhode Island. Women & Infants is the major teaching affiliate of Brown University for OBGYN, maternal-fetal-medicine, gyn-oncology and neonatal care, and is one of the largest stand-alone obstetrical hospitals in the country, delivering approximately 8,500 infants per year with an 85-bed neonatal intensive care unit. Women & Infants cares for almost all of the state's high-risk pregnancies and is a tertiary care referral center for high-risk patients in other regions. It is my opinion that SEIU 1199NE's negotiation with Women & Infants Hospital would have gone to strike but for mediations facilitated by FMCS. FMCS's involvement prevented a potentially devastating strike.

13. Further, an SEIU strike at Women & Infants would impact all the services provided by the Hospital at its main location and approximately 35 offsite clinical locations through RI and south eastern MA. New England Health Care Employees Union District 1199NE; represents over 90% of the employees at Women & Infants Hospital all Nurses, Technical Employees, Clerical

Employees and Service and Maintenance Employees. To replace over 90% of the staff would cost the Hospital tens of millions of dollars in contracts for the replacement staff. Such an expenditure would create a significant fiscal crisis for the Hospital that it would have a long-lasting impact on institution and the services it provides. Currently, SEIU 1199NE has open contracts with three nursing homes, one federally qualified health clinic (FQHC), and Butler Hospital. We also have contracts with another nursing home and another qualified clinic opening within the next two months. Those contract negotiations implicate around 2,000 healthcare workers that may go on strike if the agreement cannot be reached through other means.

14. It is my belief that at least one of those negotiations, with Butler Hospital, is extremely likely to lead toward a strike without the benefit of FMCS mediation. During the course of recent contract negotiations there are significant issues on the bargaining table have the parties very far apart for examples are wages, retirement, healthcare, training benefits along scheduling practices. These issues in my experience are the largest economic problems faced at the bargaining table and the hardest to overcome if the parties are unable to use a neutral to bridge a divide. Furthermore the collective bargaining agreement at Butler Hospital expired on April 1, 2025 therefore both the employer and the union are operating without labor peace. It is my understanding that a one-week strike could cost Butler Hospital millions of dollars, and those costs would pass on to Rhode Islanders as explained above. Butler Hospital, at the time of drafting this statement, has 29 monitored community detox spots, 15 adolescent behavioral health beds, 81 general behavioral health beds, 20 geriatric psychology beds, and 45 intensive/violent behavioral health beds filled.<sup>1</sup> The hospital has approximately 2 open beds at the moment. These 161 vulnerable

---

<sup>1</sup> [Rhode Island Behavioral Health Open Beds » Available Beds](#)



patients would be harmed in the event those who provide care go on strike. Rhode Islanders would suffer from the disruption of the only in-house psychological treatment facility in Providence.

15. I submit this declaration in connection with Executive Order 14,238, "Continuing the Reduction of the Federal Bureaucracy," which directed seven federal agencies, including the Federal Mediation and Conciliation Service (FMCS), to eliminate any non-statutory components and functions to the maximum extent consistent with applicable law, and to reduce the performance of any statutory functions and associate personnel to the minimum presence and function required by law.

16. In my opinion, FMCS's dispute resolution services outlined above are critical for resolving labor disputes in Rhode Island because the agency provides experienced, third-party mediators from outside the State to resolve entrenched conflicts where the State is a party.

17. If FMCS ceased to function in a meaningful way, it is my opinion that the State would suffer from prolonged labor disputes that could disrupt healthcare and other critical services throughout the State. The likelihood of costly strikes would rise exponentially.

I declare under penalty of perjury under the laws of the United States that, to the best of my knowledge, the foregoing is true and correct. Executed on April 4, 2025, at Providence, RI.



Jesse Martin