

Planning and Funding For Public University Libraries in North Carolina

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The purpose of this paper is to present an overall view of the long range planning efforts of the North Carolina Board of Higher Education and the Board of Governors of the University of North Carolina to upgrade and coordinate the development of the libraries of the state's public universities. These efforts began in 1968 and 1969. Prior to 1969 the proper support of the state's public university libraries was the responsibility of each institution. Adequate library resources for a particular campus depended upon the priority which each university administration gave to its library as well as the institution's political clout to obtain the funds needed. This not only resulted in uneven and unequal funding among institutions but especially inadequate

library resources for the support of instructional and research programs.

Since 1968 the impetus and the mechanisms have been developed for more equitable and rational library planning and funding for the 16 public universities. Strong commitments to improve libraries came first from the N.C. Board of Higher Education and then from the Board of Governors of the University of North Carolina. The N.C. Board of Higher Education formerly had planning responsibilities for higher education in North Carolina; but on July 1, 1972 all 16 of the state's universities were consolidated under the administration of the Board of Governors of the University of North Carolina which absorbed the functions and staff of the Board of Higher Education.¹

Coordinated planning for the improvement of these libraries began with the publication of a special report of the Board of Higher Education entitled *Planning For Higher Education in North Carolina*² which was published November, 1968. The report contained a comprehensive analysis of the libraries of the state's senior institutions of higher education by Dr. Robert B. Downs, Dean of Libraries at the University of Illinois. Severe deficiencies in holdings, staff, budgets, and space were documented; one of the important recommendations of the Board of Higher Education was that both total budgets and book-periodical-binding budgets be increased substantially and that holdings, staff, and space be enlarged to serve the programs of each institution. This report was convincing evidence of the urgent need to improve these libraries. A primary goal of the Board of Higher Education, under the leadership of its Director, Dr. Cameron West, was to upgrade the libraries of public universities.

Advisory Committee of Librarians

On November 14, 1969, the chief librarian of each of the public universities met at the request of the Board of Higher Education staff to form an Advisory Committee of Librarians. Dr. Jerrold Orne, University Librarian at Chapel Hill, served as the first chairman and Mrs. Hilda Highfill represented the Board of Higher Education at all of the meetings of the Committee from 1969-1972. Sub-committees were appointed to study and bring recommendations to the Board of Higher Education in these areas: (1) Technical Processes (Wendell L.

Smiley, Chairman) (2) Determination of Financial Resources (I.T. Littleton, Chairman) (3) Personnel and Work Standards (Pennie E. Perry, Chairman) (4) Physical Facilities (William L. Eury, Chairman) (5) Business Methods of Book Ordering Procedures (B.C. Crews, Chairman) (6) Library Education in North Carolina (Jerrold Orne, Chairman).³

Financial Planning

Even before the formation of the Advisory Committee of Librarians, the Board of Higher Education requested and received from the 1969 General Assembly a total of \$4,000,000 over and above the current operating budgets for the two years of the 1969-70 biennium to begin to correct library deficiencies. Each college or university received two appropriations: (1) an Equalization Budget at one-half the amount required to bring the continuing support budgets up to \$100 per student enrolled for 1969-71, or 51% of institutional budget whichever sum was greater (a recommendation of the 1969 Planning Report) and (2) a "Growth Budget" for increasing holdings in each institution to a level recommended in the 1969 study. This appropriation was the beginning of the state's effort to raise substantially the level of support of public university and college libraries. The Board's objective was not to make all libraries equal in size, but rather to make each library fully adequate to the tasks demanded of it. It was recognized that library functions and needs at a four-year institution are different from those of a major research university.³

The Staff of the Board of Higher Education sought advice from the Advisory Committee on a long range

program to correct library deficiencies and one of the first priorities was the development of a plan for increased annual budgets.

The Sub-committee on Financial Resources of the Advisory Committee devoted its efforts to collecting available data and measures for calculating adequate budget support for each of the 16 libraries. Various formulas for determining adequacy of collections, including the Clapp Jordan and Washington State formulas,⁴ were applied to determine the extent of deficiencies of holdings. The Sub-committee recognized the complexities of arriving at meaningful quantitative measures of library financing. Its report stated "Adequate support is based on many more facts than size of enrollment. The following combination of factors will illustrate: (1) number of subject areas to be supported (2) differences in costs of materials by subject fields (3) increase in the output (volumes) and types of materials which must be provided to support such subject fields; and (4) quality of the existing collection and the in-depth coverage required in each program area."

Nevertheless, enrollment had been the chief factor used in determining library budgets in the past and is the criterion that is most acceptable to be used as the basis for continuing budgets of libraries that it should be combined with academic level (baccalaureate, master's, doctoral) of students. This is a variable that is included in both the Clapp-Jordan and the Washington State formulas. A much broader base of resources is required at the graduate level — such as original source materials, backfiles of periodicals and serials as well as current publications and newer

reference and abstracting services. The library budgeting formulas of other states were studied also.

The report of the Advisory Committee in May 1972 which was addressed to the newly created Board of Governors recommended the following plan for library funding for the 1973-75 biennium: that first priority in funding libraries be given to increasing continuing permanent budgets to counteract the erosion of purchasing power due to inflation and to take into account important factors in determining adequate library support which have been overlooked in past budgets. It was recommended that, first of all, the base figure of \$100 per student be raised; and that the base figure be provided for each undergraduate and baccalaureate student; that twice the base figure be provided for each Master's student; and that seven times the base figure be provided for each first year professional and doctoral student. The recommended formula for continuing support was not precisely the same as that used in Texas but was patterned after it. The Committee also recommended that additional funding be provided to meet the special problems of the libraries serving undergraduate institutions, one of which was the inadequate size of their collections.

Library Development Under the Board of Governors

"The Library is the cornerstone of all instruction and research in all institutions of higher education."⁵ This statement in the Long Range Planning Report for 1976-81 of the Board of Governors of the University of North Carolina affirms the high priority that library development has received by

the state's University system under the leadership of President William Friday. The Board began to plan for increased library support immediately after it was established on July 1, 1972. The first library improvement allocation by the Board was included in its 1973-74 budget request and represented a 12% increase over the amount in the 1972-73 continuation budget for libraries. During 1973 President Friday and his staff conducted a university-wide study of library resources and presented a comprehensive plan for library development which was reflected in the University's Budget Request for 1974-75 and in the Biennial Budget Request for 1975-77.

The plan consists of two formulas: one for increasing the holdings of all libraries up to the ACRL 1959 college standard and one for increasing the continuing base budgets. The ACRL standard calls for a minimum of 50,000 carefully chosen volumes for the first 600 students plus 10,000 volumes for every additional 200 students.⁶ The funding allocations were based on \$12 per volume.

The second part of the plan is to increase the basic and continuing annual budgets of the libraries. The basic support figure of \$134 is used for each full time equivalent (FTE) baccalaureate student, twice that amount (\$268) for each FTE Master's degree student, and seven times the base figure (948) for each FTE doctoral and first professional student.⁵

A proposal was made to provide funds over a four year period to bring each library up to the level of the two formulas. The first annual increment was fully funded in 1974-75. Because of financial stringencies in 1975-76, the annual increment could be funded

only at 50 percent of the requirement.

Over and above the funds from the Library improvement formulas, the libraries have received substantial appropriations from 1973-74 through 1976-77 from two other sources on the recommendation of the Board of Governors: (1) Each institution received special allocations for institutional enrollment increases. It was specified that library budgets receive the same percentage increase as the percentage increase in budgeted enrollment. This is true for the libraries' book budgets and all other library expenditures. Libraries in institutions that had enrollment increases during the 1973/1974-1976/77 period benefitted substantially from these increased enrollment funds. (2) An inflation allocation: an increase of 25% in all 16 libraries' acquisitions budgets for 1975-1976 was provided to offset the effect of inflation in the cost of books and periodicals.

A total of \$6,398,339 from all of the above sources was allocated to libraries from July 1, 1973 through June 30, 1976. During this three year period, the total state appropriated library budgets increased from \$9,763,544 in 1972-1973 to \$17,036,240 in 1975-76, an increase of 74.5%.

The Library improvement formulas, including the 12% increase in 1973-74, produced 60.9% of the total increase. The funds for library improvement would have been greater if the formulas had been fully funded in 1975-76. The portion provided for decreasing book deficiencies according to the ACRL standard will not be continuing after this part of the library improvement program is fully funded. Increased enrollment funds accounted for over one-fifth of the

total increases in the library budgets of the 16 institutions and amounts added to counteract inflation added 17.4% of the increase both of which

become a permanent part of the continuing budget of each library.

The breakdown of these increases is given in Table 1.

Table 1.

**Sources of Increases in Library Budgets of the 16 Libraries
in the University of North Carolina System, 1973/74-1975/76***

	1973-74	1974-75	1975-76	TOTAL	% of Total Increases
Enrollment Increase Funds	\$ 437,495	224,885	721,146	\$1,383,527	21.6
Library Improvement Program (12% of continuing budget)	1,173,900			1,173,900	18.2
New Degree Programs	8,000			8,000	00.1
Book Deficiency (ACRL Standard)		1,172,130	752,272	1,924,402	30.1
Basic Support Increase (1:2:7 Formula)		527,259	270,715	797,974	12.5
Inflation Funds (25% of acquisition budgets)			1,110,537	1,110,537	17.4
TOTALS	\$1,619,395	\$1,924,274	\$2,854,670	\$6,398,339	100.0

*Based on information supplied by Mr. Hugh Buchanan, Assistant Vice President for Finance, UNC Board of Governors, dated February 23, 1976.

The Effects of State-wide Planning

The coordinated planning for library improvement has produced not only more equitable funding for each of the state's 16 senior institutions of higher education but has increased annual library expenditures 184% from 1967-68 to 1975-76. Per student average library expenditures increased from \$81 in 1967-69 to \$178 in 1975-76. Annual expenditures of all 16 libraries combined increased from \$5,956,223 in 1967-68 to \$17,036,240 in 1975-76. Annual book-periodical-binding expenditures increased 131% — from \$2,512,855 in 1967-68 to \$5,803,369 in 1974-75. Figures of total library expenditures for 1967-68 and 1974-75 are provided in Table 2 for

each of the institutions. The differences in percentage increases are due to a complex set of factors; the amount of deficiencies in holdings according to the ACRL formula in 1968, the expenditure per student in 1968, the growth of graduate enrollment from 1968 to 1975. Total volumes increased from 3,795,245 in 1967-68 to 5,593,110 in 1974-75. Table 3 provides information on the growth of the book and periodical collections for each of the 16 institutions.

In addition to bound volumes, the 16 libraries in mid-1975 contained 817,458 book titles and 18,102 periodical titles on microform, 2,632,547 other physical 2,548,304 separate government documents. Reflecting

the increasing emphasis on expanded library functions to include all types of learning resources and instructional media, the 16 libraries report holdings of 15,444 motion picture films, 61,566 audio-recordings, 12,331 filmstrips, and thousands of other audio-visual materials, including slides, transparencies, video tapes, cassettes, flat pictures, maps, and charts. A total of 58,265 periodicals, newspapers and serials are held by the 16 libraries.⁵

The staffs of the institutions have grown significantly also. The professional staff has increased by 40% — from 196 professional librarians in 1967-68 to 274 in 1974-75. Comparative statistics on supporting personnel are not readily available but in 1974-75 the libraries employed 489 paraprofessional and clerical staff members supplemented by 322,130 hours of part-time assistance.⁵

The period 1968-1975 has been a time when the libraries in the UNC system reached a higher level of permanent and continuing support, but due to economic stringencies within the state budget, the rate of increase has declined somewhat during 1976-77. This slow-down began in 1975-76 when the annual increment of the Board of Governors' library improvement plan was funded at only fifty per cent. The 1975-76 annual increment of the library improvement formulas was continued during 1976-77, but no funding was granted for a third annual increment. The Board of Governors staff is hopeful that this recession is only temporary and that the full funding of the two formulas will eventually be a reality. In its Long Range Planning Report for 1976-1981, "The Board reaffirms this library improve-

ment program as a major element of its long-range planning and it will continue to accord the program high priority in its budget requests."⁷ The full funding is still a long-range goal of the Board of Governors.

Cooperative Programs

At the same time that financial support is increasing, cooperative programs are being developed to make library resources more available not only to the students and faculty in the university system but to private colleges and universities and to public libraries. The increased resources are being made available through the North Carolina Interlibrary Services Network and the North Carolina State Library. Cooperative planning for the sharing of resources to increase the availability of library materials is essential because of the increased demands caused by increasing enrollments, larger faculties, more complex programs, and, especially for the emerging universities, the deficiencies of the past. The dramatic increases in funding came at a time when full-time equivalent enrollment for all 16 institutions increased 41% and during a period of the highest rate of inflation in history. Total volumes increased only 47%, barely keeping up with enrollment.

Among the aims of the University Library Advisory Council are to develop programs for the effective sharing of resources and to make studies and propose solutions for the pressing library problems caused by the increased demands. Two cooperative lending agreements have been formulated that bind together the libraries of the University of North Carolina in cooperative programs in-

volving a broad sharing of resources. The first of these is a cooperative agreement for direct lending to faculty members and graduate students by all libraries in the university system. Faculty members and graduate students must register for Library Privilege Cards with the library of their own institution. This card is presented at another library in the system for identification and authorization for borrowing materials. This agreement became effective July 1, 1972, the same date on which the 16 institutions were consolidated under the Board of Governors and a single President.

A special interlibrary loan code has also been developed which permits inter-library borrowing by undergraduate students among the constituent institutions if they have the approval of the borrowing library and their faculty instructor.

The Advisory Council has taken a special interest in the Southeastern Library Network (SOLINET) and through discussions have kept abreast of its development from its formation to the present. Fourteen of the libraries are charter members of SOLINET. As its data base grows it will become increasingly valuable as a union catalog of holdings for participating libraries. The Council has also given attention to the North Carolina Union Catalog and provided additional impetus to the preparation of microfilming of this catalog. An *ad hoc* committee is exploring the idea of a central storage and research facility for little used material which all libraries in the state can use as a partial solution to space problems.

Conclusion

The primary purpose of the University Library Advisory Council remains

as a sounding board, and as a source of advice to the staff of the UNC General Administration and the Board of Governors. It plays an essential role by providing a continuous channel of communications between the academic libraries and the university administration in developing a coordinated and rational approach to the funding and development of library resources and services for the university system and the state. Although much remains to be done in developing cooperative programs and in correcting deficiencies, the coordination of public university libraries on a state-wide basis has been responsible for significant improvement in these libraries and for increasing the availability of library resources in North Carolina. Two main factors are responsible for this success: (1) the strong commitment to library development by the staffs of the two coordinating and governing boards and (2) a cooperative spirit among the constituent libraries.

Footnotes

¹See Chapter 116, Article 1, "The University of North Carolina", Sections 1, 1A and 2 (pp. 876-889) of *General Statutes of North Carolina* for a description of the organization and governance of the University of North Carolina. The consolidation of all 16 public universities under the Board of Governors of the University of North Carolina was enacted into law by the 1971 N.C. General Assembly.

²N.C. Board of Higher Education. *Planning for Higher Education in North Carolina*, November 1968. (Chapter VIII. Libraries, pp. 142-173).

³N.C. Board of Higher Education. *Higher Education in North Carolina*. "Improving Libraries and Library Services." (Vol. V, No. 4, September 25, 1970, p. 2.)

⁴For the Clapp-Jordan formula see Vernon W. Clapp and Robert T. Jordan, "Quantitative Criteria for Adequacy of Academic Library Collections," *College and Research Libraries*, September 1965, pp. 371-80. The Washington State budgeting formula is outlined in: The Interinstitutional Committee of Business Officers, University of Washington, et al. "A Model Budget Analysis System for Libraries," March 1970 (Denis J. Curry, Director, Office of Interinstitutional Business Studies, c/o The Evergreen State College, Olympia, Washington, 98501).

⁵North Carolina. University. Board of Governors. *Long-Range Planning, 1976-81*. Chapel Hill, N.C., April 1976, p. 300.

⁶"Standards for College Libraries," *College and Research Libraries*, V.20, No. 4 (July 1959), p. 278.

⁷North Carolina. University Board of Governors. *Ibid.*, pp. 300-301.

Table 2
Total Expenditures of Libraries of
the University of North Carolina

	1967-68*	1974-75**	% Change
Appalachian State University	\$ 370,424	\$ 1,306,809	253
East Carolina University	676,369	1,719,966	154
Elizabeth City State University	66,677	182,423	174
Fayetteville State University	101,555	341,727	237
N.C. A & T State University	240,628	630,999	162
N.C. Central University	246,157	740,816	201
N.C. School of the Arts	69,439	127,507	84
N.C. State University	758,524	2,022,562	167
Pembroke State University	97,168	341,773	252
UNC—Asheville	152,655	199,021	30
UNC—Chapel Hill	2,024,842	4,635,807	129
UNC—Charlotte	345,440	987,615	186
UNC—Greensboro	372,147	1,489,056	300
UNC—Wilmington	121,947	423,570	247
Western Carolina University	233,951	956,723	309
Winston-Salem State University	78,300	228,508	192
TOTAL	\$ 5,956,223	\$16,334,882	174

*Taken from Table XVII, p. 27, "Libraries in North Carolina Public Senior Colleges and Universities: Present Status and Future Needs," N.C. Board of Higher Education (Research Report 1-69, January 1969), Raleigh, N.C.

**Taken from Table A-2-11 N.C. University Board of Governors, *Long-Range Planning*, 1976-81.

Table 3.
Volumes in Libraries of the
University of North Carolina

	1967-68*	1974-75**	% Increase
Appalachian State University	161,607	309,226	91%
East Carolina University	328,552	458,208	39%
Elizabeth City University	59,105	80,959	37%
Fayetteville State University	63,140	89,619	42%
N.C. A & T State University	261,944	164,421	-37%***
N.C. Central University	171,754	311,031	81%
N.C. School of the Arts	16,042	54,300	238%
N.C. State University	426,304	692,566	62%
Pembroke State University	43,435	101,869	135%
UNC—Asheville	52,171	89,744	72%
UNC—Chapel Hill	1,541,315	2,137,058	39%
UNC—Charlotte	92,524	207,536	124%
UNC—Greensboro	375,488	449,196	20%
UNC—Wilmington	45,061	122,349	172%
Western Carolina University	83,263	210,790	153%
Winston-Salem State University	73,540	114,240	55%
TOTAL	3,795,245	5,593,110	47%

*Taken from *Statistical Abstract of Higher Education in North Carolina*. 1968-69, N.C. Board of Higher Education, Research Report 4-69 (April 1969).

**Taken from Table A-2-12 N.C. Board of Governors, *Long-Range Planning*, 1976-81.

***The reduction in number of volumes due to a recount of holdings and a change in the method of counting.