



State Library Administrative Agencies Survey Fiscal Year 2022



July 2024

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Cyndee Landrum, Acting Director

www.imls.gov imlsinfo@imls.gov 202-653-IMLS (4657)

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IMLS, Office of Research and Evaluation Marisa Pelczar RTI International Elizabeth Robbins

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This report highlights findings from the Fiscal Year (FY) 2022 State Library Administrative Agencies (SLAA) Survey, which collects financial, staffing, and service information from every SLAA in the 50 states and the District of Columbia. An SLAA is the official agency in a state charged by state law with the extension and development of public library services throughout the state. In addition to their critical role in assessing, planning, and coordinating library services and resources, SLAAs may provide important reference and information services to the state government, administer the state library or serve as the state archives, operate libraries for the blind and print disabled, and support the State Center for the Book. In some states, the SLAA may also function as a public library, providing library services to the public.

The SLAA Survey is administered by the Institute of Museum and Library Services (IMLS), which collects these data under the mandate contained in the Museum and Library Services Act of 2018 (Public Law No. 111-340), Section 210 (20 U.S.C. § 9108, Policy Research, Analysis, Data Collection, and Dissemination). The SLAA survey collection has been conducted on an annual or biennial basis since 1994. This report presents trends over time through FY 2022 for three sets of indicators that help contextualize changes underway in SLAAs: financial health, workforce, and services provided by SLAAs to libraries and library cooperatives.

Financial Health

- In FY 2022, SLAAs collectively reported more than \$2 billion in revenue from a blend of federal (14 percent), state (85 percent), and other sources. SLAA revenues increased by 46 percent from FY 2020 values due to federal stimulus funding and unusually high revenue from state sources aimed at counteracting the economic impacts of COVID-19.¹ This surge in revenue marks a departure from the gradual decline of 3 percent, on average, every 2 years from FY 2004 to FY 2018, with COVID-19-related stimulus funding beginning in FY 2020.
 - California's SLAA reported \$639 million in revenue from state sources as the state government made considerable infrastructure investments through the state library. Revenue from state sources for this single SLAA accounted for 37 percent of the national total for revenue from state sources.
- SLAA expenditures totaled nearly \$1.5 billion, with the majority spent on financial assistance to libraries (70 percent) and to operations (27 percent).
- SLAA expenditures increased by 14 percent between FY 2020 and FY 2022; the preceding historical trend for expenditures was an average biennial decrease of 3 percent.
- The number of grants awarded by SLAAs increased by 31 percent since FY 2020; this is also expected to be a one-time increase due to federal and state stimulus funding.

¹ All trend financial data were adjusted to constant 2022 dollars.

Workforce

- In FY 2022, there were 2,593 full-time equivalent (FTE) staff across all SLAAs, a 2.5 percent increase from the previous year. While states had differences in FTE changes over the years, this is only the second increase in the overall FTE count since FY 2006. Overall, the number of FTE staff at SLAAs has declined by 25 percent over the 16-year period from FY 2006 to FY 2022.
- Nearly half of the FY 2022 FTEs (47 percent) were in library services roles, followed by library development (20 percent), other services (18 percent), and administration (15 percent).

Services

Despite the previous downward trends in revenues, expenditures, and staffing between FY 2006 and FY 2020, SLAAs continue to provide a wide array of services to libraries and library cooperatives in their states. All SLAAs administer Library Services and Technology Act programming and funds, and nearly all serve as a central point of contact for data about libraries in their states, enable statewide sharing of resources, administer summer reading and continuing education programs, and engage in library planning, evaluation, and research. In FY 2022:

- All 51 SLAAs report providing services related to continuing education programs.
- Forty-eight SLAAs provided consulting services to libraries or library cooperatives.
- Forty SLAAs provided some form of literacy support, most commonly for early and middle childhood and young adult/high school age groups.
- Thirty-seven SLAAs reported having statewide reading programs.

Due to reorganization of the survey questionnaire in FY 2014, trend comparisons for services offered by SLAAs to libraries and library cooperatives are limited to the period from FY 2014 through FY 2022. During this time:

- There were steady increases in the number of SLAAs reporting cooperative purchasing of library materials, statewide coordinated digital programs, literacy programs, and the preservation and conservation of physical objects.
- Supporting libraries on the Universal Service Program for Schools and Libraries (E-Rate) has fluctuated and ultimately decreased from 47 SLAAs to 38 SLAAs since FY 2014.
- Thirty-seven SLAAs reported providing services for statewide reading programs; that count has fluctuated from 35 SLAAs in FY 2014 to a high of 44 SLAAs in FY 2016.
- Forty-four SLAAs reported providing funding to a Library for the Blind and Print Disabled.
- New items in "Part M: Digital Services and Information" highlight digital or other technology offerings funded or facilitated by SLAAs:
 - Makerspace 23 SLAAs
 - Virtual reality 19 SLAAs
 - Wi-Fi hotspots 32 SLAAs
 - Access to the Digital Public Library of America or other digital materials 27 SLAAs.

The organization and responsibilities of SLAAs vary from state to state. The descriptive findings in this report show that SLAAs are resourceful and responsive to changes in the needs of their communities and to the availability of funding. They adopt new practices and adapt to emerging technology and innovative ways of providing services to their communities. As this report shows, there are no simple patterns to explain the variation between states in the funding they receive or the services they provide, but the SLAAs consistently provide responsible and responsive services to their constituents. Those interested in pursuing more in-depth research questions may access the publicly available SLAA data on https://imls.gov/.



Robert Nicholas/Getty Images

1. Introduction

A State Library Administrative Agency (SLAA) is the official state agency charged with the extension and development of public library services throughout the state. SLAAs are located in various government agencies and report to different authorities, and although they coordinate and distribute federal funds from the Institute of Museum and Library Sciences (IMLS) Library Services and Technology Act (LSTA) Grants to States program to address statewide and local needs, not all share the same function and role within their respective jurisdictions. Most SLAAs provide important reference and information services to the state government, administer the state library or serve as the state archives, operate libraries for people who are blind or print disabled, and support the State Center for the Book.² In some states, the SLAA also may function as the public library at large, providing library services to the public.

The purpose of the SLAA Survey is to provide snapshot information about SLAAs in every state and the District of Columbia while allowing for descriptions of changes over time.³ This report organizes its findings into three areas: financial health, workforce, and services provided by SLAAs to public, academic, school, and special libraries and to library cooperatives. Around financial health, the report seeks to answer how revenue and expenditure levels for SLAAs have changed since the last report, over time, and for what reasons. It also examines (1) the relationship between revenue and grants provided by the SLAA; and, (2) within staffing expenditures, changes in the ratio between salaries and benefits over time. For workforce, the report presents findings on SLAA staffing levels, distribution of types of roles within the organizations, and how staff expenditures have changed over time— particularly, the ratio between salaries and benefits over time. Finally, the last portion of the report is dedicated to describing how services provided by SLAAs have changed over time, highlighting emerging services that they are offering.

These findings—when combined with the data collected by the IMLS Public Libraries Survey (PLS), the National Center for Education Statistics surveys of academic and school libraries, and administrative data such as those provided through the IMLS State Program Report for the LSTA Grants to States program for SLAAs—provide a picture of library services that is comprehensive and nationwide in scope. However, please note that state comparisons (including the District of Columbia) should be made with caution because states vary in their fiscal year reporting periods, offer different constellations of services, and may vary in their interpretation of survey items. Additionally, the SLAAs in Hawaii and the District of Columbia serve as both the SLAA and the only public library within those jurisdictions; therefore, caution should be exercised in comparing data for these two SLAAs with the other 49 states in the United States.

² The State Center for the Book promotes books, reading, literacy, and libraries as well as the scholarly study of books. Since its founding, the Center for the Book at the Library of Congress has established affiliate centers in the 50 states, the District of Columbia, Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, and the Northern Mariana Islands.

³ The federal government has been collecting statistical data from SLAAs since 1994. In Fiscal Year (FY) 2010, data collection transitioned from yearly to biennial, with this report being the 23rd in the series. The IMLS collected these data under the mandate contained in the Museum and Library Services Act of 2018 (Public Law No. 111-340), Section 210 (20 U.S.C. § 9108, Policy Research, Analysis, Data Collection, and Dissemination). Data are reported under the provisions of the LSTA, Subchapter II, of the Museum and Library Services Act, 20 U.S.C. § 9121. The survey was administered cooperatively between the Chief Officers of State Library Agencies (COSLA), IMLS, and RTI International. The FY 2022 SLAA Survey achieved an overall 100 percent response rate, with item-level response rates ranging from 98 percent to 100 percent. Items with missing data were subjected to imputation. For more information on the survey and the data file, visit https://www.imls.gov/sites/default/files/2023-11/slaadatadoc2022.pdf.

This section describes snapshots of FY 2022 SLAA revenue and expenditures, describes major changes seen between FY 2020 and FY 2022, and shows trends in financial health going back to FY 2004. For FY 2022, the 51 SLAAs reported national totals of over \$2.0 billion in revenue and close to \$1.5 billion in expenditures. This is a 46 percent increase in revenue over the reported FY 2020 totals at the national level and a 14 percent increase in expenditures.

This report describes two reasons for the spike in FY 2022 SLAA revenue. The first is additional federal relief and stimulus funding in response to the COVID-19 pandemic in the form of the Coronavirus Aid, Relief, and Economic Security Act (CARES Act) and American Rescue Plan Act (ARPA).⁴ The second factor in the FY 2022 increases in revenue is unusually high revenue for the California SLAA, which reported \$666 million in total revenue, or 33 percent of the national total. California reported \$639 million (96 percent) of its revenue originating from state sources, which is 37 percent of the national total of revenue from state sources. Without California's reported revenues, the overall increase to reported national totals from the previous cycle in FY 2020 would be 3 percent; the increase from federal sources would still be high at 50 percent, but revenue from state and other sources would both be a decrease of 3 percent. With an estimated population of over 39 million people, California is the most populous state in the United States and represents 12 percent of the U.S. population. The disproportionate effect on the national totals for the FY 2022 SLAA Survey revenue introduces a "California caveat" to the financial health analysis for this fiscal year.

2.1 Snapshot of SLAA Revenues, FY 2022

Of the over \$2 billion in revenues reported by the 51 SLAAs across all sources for FY 2022, revenues from state sources totaled \$1.7 billion, accounting for 86 percent of all revenue. Revenues from federal government sources totaled \$271 million (14 percent), while revenues from other sources totaled \$20.7 million (1 percent).⁵

The proportion of revenues from federal, state, and other sources varied across SLAAs. California had the highest proportion of state revenues (96 percent), followed by Maryland (95 percent) and New York (94 percent). Nevada had the lowest proportion of state revenues (36 percent). Ohio had the highest proportion of revenues from other sources (28 percent). The District of Columbia and California had the lowest proportion of federal revenues (3 percent, respectively),⁶ while Vermont had the highest (61 percent), followed by Nevada (59 percent) and Wyoming (55 percent).

Two-thirds of total SLAA revenues from federal sources were from the IMLS LSTA allotment (\$181 million), with other federal sources providing the remaining third (\$90 million) to SLAAs

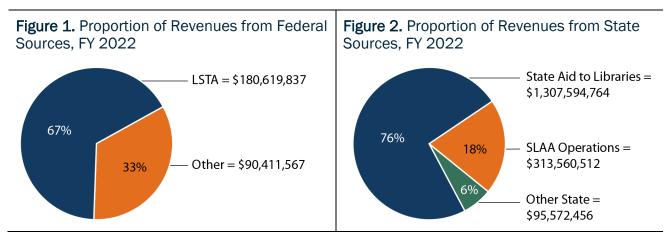
⁴ It is important to note that reported values from the SLAA Survey will not reflect the full extent of CARES Act and ARPA funding to SLAAs. The survey is biennial and so does not capture revenue for time periods not covered within the FY 2020 or FY 2022 surveys. For example, any CARES Act funding disbursed to states after their state fiscal year ended for 2020 and all CARES Act and ARPA funding during FY 2021 would not be captured by SLAA Surveys.

⁵ Other sources of revenue included any other revenue from public sources, such as local, regional, and multijurisdictional sources; revenues received from private sources, such as foundations, corporations, friends groups, and individuals; and revenues generated by the SLAA, such as fines and fees for services.

⁶ Both Hawaii and District of Columbia SLAAs serve as the sole administrative library for all public libraries within their respective jurisdictions.

2. SLAA Financial Health

(**Figure 1**). Over three-quarters of revenues from state sources (\$1.3 billion) were provided as state aid to libraries. State aid to libraries is revenue that comes from the state for distribution by the SLAA to libraries, library cooperatives, and other agencies. Other revenue from the state came in the form of support for SLAA operations (18 percent) (**Figure 2**).



Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

2.2 Changes in Revenue from FY 2020 to FY 2022

Figure 3 compares the adjusted amounts of revenue from each source in millions of dollars between FY 2020 and FY 2022, showing a large increase between the two survey cycles. Described in more detail in Section 2.4, changes between previous reporting periods ranged between -12 percent and 6 percent for revenue and between -11 percent and 6 percent for expenditures between FY 2004 and FY 2018, with an average of -2 percent between each reporting cycle for both metrics in that timeframe. Between FY 2018 and FY 2020, there were outlier increases of 17 percent for revenue and 10 percent for expenditures.⁷

Revenue from federal sources increased by 47 percent between FY 2020 and FY 2022, from \$184 million to \$271 million in adjusted dollars. Revenue from state sources also increased 47 percent in the same period, from just under \$1,170 million to \$1,717 million. Revenue from other sources decreased by 3 percent, by \$949,000.

⁷ Comparisons are based on all values being adjusted to FY 2022 dollars, which may differ from similar figures in earlier reports that were adjusted to prior-year dollars.

2. SLAA Financial Health

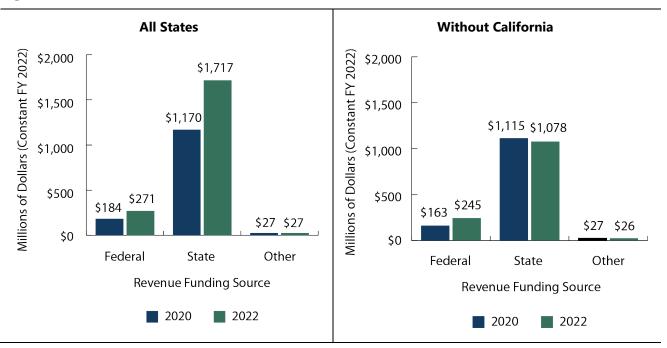


Figure 3. Revenue by Source for SLAAs, FY 2020 and FY 2022

Source: IMLS, State Library Administrative Agencies Survey, FY 2020 and FY 2022.

To demonstrate the California caveat, the right side of Figure 3 shows the same comparison as the left, but with the California SLAA's revenue removed. In this view of the data, the revenue from federal sources increased by 50 percent between FY 2020 and FY 2022. Revenue from both state sources and other sources each decreased by 3 percent in the same period.

Federal Stimulus Funding

The overall 47 percent increase in SLAA revenue from federal sources between FY 2020 and FY 2022 is the result of federal stimulus funding in the form of the CARES Act and ARPA. The CARES Act was enacted on March 27, 2020, and implemented a variety of programs to address issues related to the COVID-19 pandemic, including \$339.8 billion in aid to state and local governments. On March 11, 2021, President Joseph R. Biden signed the \$1.9 trillion ARPA, a federal stimulus bill to aid public health and economic recovery from the COVID-19 pandemic. Twenty-four SLAAs reported receiving CARES Act funding on their FY 2020 SLAA Survey for a total of \$10 million (in 2020 dollars). The total reported other federal income for the FY 2020 SLAA Survey was \$15 million; therefore, the CARES Act revenue accounts for over two-thirds of non-LSTA funding for that year (in 2020 dollars).

For FY 2022, there were 18 SLAAs that reported receiving a total of \$4.2 million in CARES Act funding and 33 SLAAs that reported receiving a total of \$77 million in ARPA funding. This stimulus funding accounts for \$81.5 million (90 percent) of the \$90.4 million total reported in funding from other federal sources (non-LSTA). Although reported LSTA funding increased by 7 percent (from \$168 million to \$181 million) in FY 2022 over FY 2020, the revenue from other federal sources increased by 485 percent because of CARES Act and ARPA funding. If that funding is removed from the FY 2022 totals, the increase between FY 2020 and FY 2022 is 3 percent.

Revenue reported from state sources also increased by 47 percent between FY 2020 and FY 2022. The cause of the increase cannot be definitively determined from SLAA Survey data, as the survey does not ask for any information about the origin of the funding from state sources. We can, however, look at the breakdown between the three categories of state revenue and their respective changes since FY 2020. **Table 1** shows the three categories for state revenue in the SLAA Survey, their adjusted FY 2020 value, their FY 2022 value, and the relative change between survey cycles.

Position Type	SLAA Operations	State Aid to Libraries	Other State Revenue
FY 2020	\$324	\$767	\$79
FY 2022	\$314	\$1,308	\$96
Relative Change	-3%	+41%	+18%

Table 1. State Revenue in Millions by Category, FY 2020 and FY 2022

Source: IMLS, State Library Administrative Agencies Survey, FY 2020 and FY 2022. Note: All amounts are expressed in millions of U.S. dollars and adjusted to constant FY 2022 dollars.

The higher increase in the state aid to libraries category over the other categories could mean that additional state funding originated as federal funding to the state and passed through to the SLAA; however, this cannot be determined from SLAA Survey data.

Spike in Revenue for California

As noted, the revenue for California from state sources was exceptionally high in FY 2022. This revenue is more than seven standard deviations from the mean, and revenue from state sources is about 4.8 times higher than the revenue reported in the same category for New York, the second-highest reporter of state revenue. Based on total revenue, per capita revenue is \$17.00 in California and \$4.58 for all other states.

Although this caveat may be a subset of the first reason for changes in revenues since FY 2020, SLAA Survey data cannot tell us how much of that state-provided revenue may have originally come from federal sources. Some further contextualization on the magnitude of this caveat is in **Figure 4**, which shows the proportion of revenues for California and all other states combined for total revenue and then for each source of revenue.

2. SLAA Financial Health

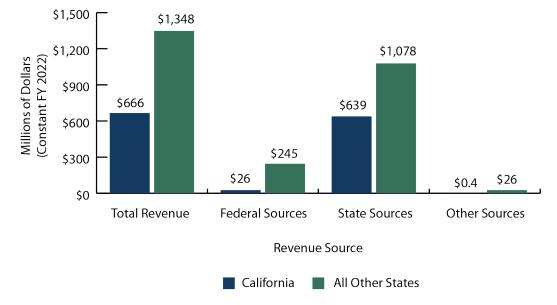
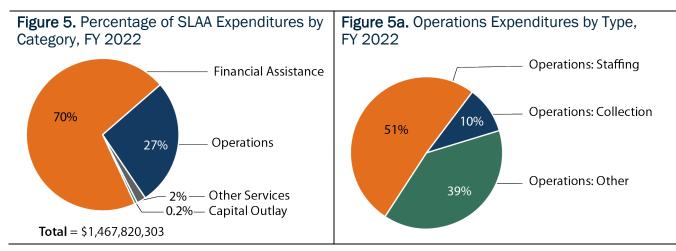


Figure 4. Proportion of Revenues by Source, California and All Other States, FY 2022

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

2.3 Snapshot of SLAA Expenditures, FY 2022

Total FY 2022 expenditures across SLAAs in all 50 states and the District of Columbia were reported at almost \$1.5 billion. As shown in **Figure 5**, 70 percent of the expenditures were for financial assistance to libraries for services to residents within their legal service areas,⁸ with operating expenditures accounting for another 27 percent. Slightly more than half of the 27 percent allotted for operating expenditures was accounted for by staffing costs (**Figure 5a**).



Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

⁸ This expenditure includes all funds distributed to libraries and library cooperatives that were administered by the SLAA. Financial assistance to libraries includes "Operations" expenditures as well as the "Capital outlay" and "Other services" are those that are associated with the SLAA and its allied operations only.

For FY 2022, SLAAs reported expending \$78.6 million on statewide database licensing, with the funding for those resources coming equally from federal and state sources and a fraction from other sources. SLAAs provide access to these databases via licenses to various library types, other state agencies, and users within their states. Almost all SLAAs provide access to statewide databases to their public libraries; the exceptions are Hawaii and the District of Columbia (where the SLAA also acts as the public library system and reports electronic expenses in the PLS) and Colorado. Academic and school libraries in the United States also benefit from SLAA statewide database access, with 39 SLAAs (76 percent) providing this service to academic libraries and 42 SLAAs (82 percent) to schools. The majority of SLAAs also provide database access to other state agencies (82 percent).

The California caveat also affects FY 2022 expenditures, although to a lesser degree. The increase for all states together between FY 2020 and FY 2022 was 14 percent. Without California's expenditures, that increase is just 3 percent. California's FY 2022 increase in expenditures over its reported 2020 values is 216 percent (\$144 million).⁹

2.4 National Trends in SLAA Revenues and Expenditures, FYs 2004–2022

Figure 6 shows the trends in revenues and expenditures for the 18-year period between FY 2004 and FY 2022. Overall, in that time span, revenues have increased by 38 percent and expenditures by 1 percent. Typically, SLAA expenditures track closely to revenue in a single reporting period (with only some lag between the receipt of and expenditure of funds); between FY 2020 and FY 2022, however, revenue outpaced expenditures due to the unexpected large increase in revenue from the CARES Act and ARPA. Compared to more typical state and federal revenue streams, these acts allow for a longer timeframe to expend funding.

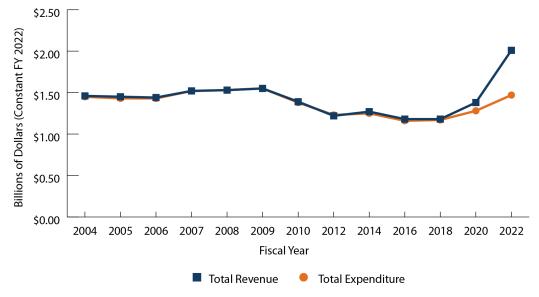


Figure 6. Total Revenues and Expenditures for SLAAs, FYs 2004–2022

Source: IMLS, State Library Administrative Agencies Survey, FYs 2004–2010, FY 2012, FY 2014, FY 2016, FY 2018, FY 2020, and FY 2022.

⁹ The State of California's published Budget Summary for FY 2022 describes where major investments were made. See <u>https://ebudget.ca.gov/2021-22/pdf/Enacted/BudgetSummary/FullBudgetSummary.pdf</u> (p. 70).

2. SLAA Financial Health

Figure 7 shows the trends in SLAA revenue from federal, state, and other sources since FY 2004. Federal and other revenue tends to be consistent over time, while state revenue fluctuates more.¹⁰

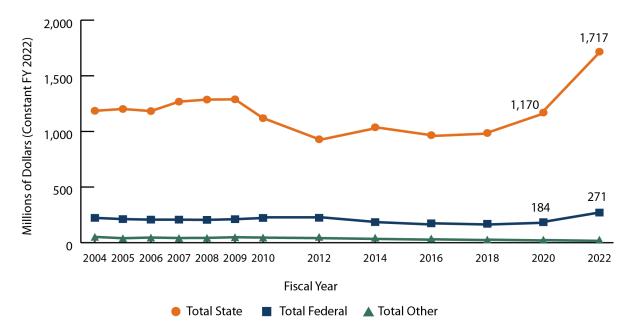


Figure 7. Revenue by Source for SLAAs, FYs 2004–2022

Source: IMLS, State Library Administrative Agencies Survey, FYs 2004–2010, FY 2012, FY 2014, FY 2016, FY 2018, FY 2020, and FY 2022.

2.5 National Trends in SLAA Expenditures

Overall, the proportions of expenditure categories have remained relatively stable between FY 2004 and FY 2022, but with variation from 6 percent to 7 percent in the two largest categories. Financial assistance to libraries runs between 64 percent (FY 2012 and FY 2016) and 70 percent (FY 2022) of the total reported SLAA expenditures. Operating expenditures, which include staffing, collections, and other operating expenses, range between 27 percent (FY 2022) and 34 percent (FY 2012). It is notable that FY 2022 represents the highest percentage on financial assistance and the lowest on operating expenditures. **Table 2** shows the proportions of each expenditure category relative to the total annual expenditures for the year from FY 2004 through FY 2022.

¹⁰ In Figure 6, the size of the revenue increase from state sources between FY 2020 and FY 2022 is largely due to California's revenue, although most states saw an increase.

Fiscal year	Financial Assistance to Libraries	Operating Expenditures	Other Expenditures	Capital Outlay
2004	68%	29%	3%	0.2%
2005	69%	29%	2%	0.2%
2006	69%	29%	2%	0.1%
2007	69%	29%	2%	0.2%
2008	68%	30%	2%	0.1%
2009	67%	30%	2%	0.3%
2010	66%	32%	2%	0.2%
2012	64%	34%	1%	0.3%
2014	65%	33%	2%	0.3%
2016	64%	33%	2%	0.1%
2018	67%	32%	2%	0.2%
2020	67%	31%	2%	0.2%
2022	70%	27%	2%	0.2%

Table 2. Proportions of SLAA Expenditures by Category, FYs 2004–2022

Source: IMLS, State Library Administrative Agencies Survey, FYs 2004–2010, FY 2012, FY 2014, FY 2016, FY 2018, FY 2020, and FY 2022. Note: All percentages were calculated after being adjusted to constant FY 2022 dollars.

Financial assistance to libraries comprises the majority of SLAA expenditures in all reporting years. The total amount of financial assistance provided in FY 2022 increased by 20 percent, from \$860 million in FY 2020 to \$1 billion in FY 2022, which would be expected due to the addition of CARES Act and ARPA funding. **Figure 8** shows the trend in financial assistance to libraries provided by SLAAs from FY 2004 through FY 2022. The level of expenditures for financial assistance for FY 2022 is near the previous peak levels from FYs 2007–2009. For FY 2008 and FY 2009, there were additional federal stimulus plans in place that did not flow through IMLS, including the American Recovery and Reinvestment Act (ARRA) of 2009.

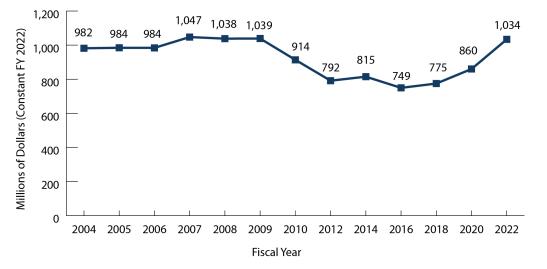
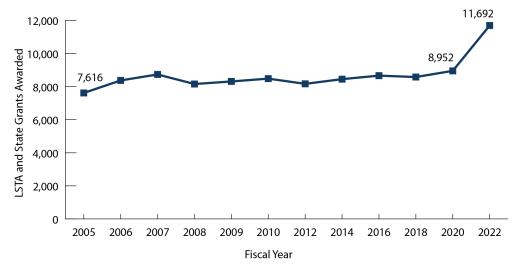


Figure 8. Trends in Financial Assistance to Libraries provided by SLAAs, FYs 2004–2022

Source: IMLS, State Library Administrative Agencies Survey, FYs 2004–2010, FY 2012, FY 2014, FY 2016, FY 2018, FY 2020, and FY 2022.

One aspect of financial assistance that SLAAs provide to libraries comes in the form of LSTA and state grants. The number of these grants awarded increased by 31 percent between FY 2020 and FY 2022 to 11,692 grants reported.¹¹ The average increase between each 2-year cycle from FY 2010 to FY 2020 was 1 percent; the average increase between FY 2005 and FY 2020 (mixing annual and biennial SLAA surveys) was 2 percent. **Figure 9** charts the number of grants awarded for these reporting years, showing an overall increase of 54 percent between FY 2005 and FY 2022.



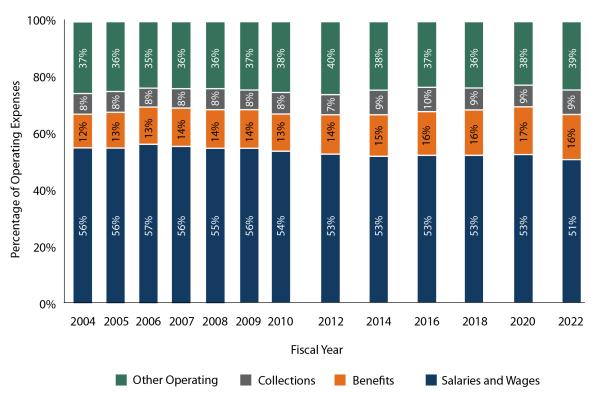


Source: IMLS, State Library Administrative Agencies Survey, FYs 2005–2010, FY 2012, FY 2014, FY 2016, FY 2018, FY 2020, and FY 2022.

¹¹ The survey collects the number of grants awarded as library development transactions and the total cost from LSTA sources; however, it collects neither total grant cost from state-sourced revenue nor the breakdown of counts between LSTA and state-sourced grant funding. Therefore, amount per grant cannot be calculated from these data.

2. SLAA Financial Health

Within operating expenditures, the distribution of expenditures by category shows some variation over time. Salaries and wages range between 51 percent (FY 2022) and 57 percent (FY 2006), and benefits range from 12 percent (FY 2004) to 17 percent (FY 2020). Collection expenditures run between 7 percent (FY 2012) and 10 percent (FY 2020), while other operating expenditures make up from 35 percent (FY 2006) to 40 percent (FY 2012) of all operational expenditures (**Figure 10**).





Source: IMLS, State Library Administrative Agencies Survey, FYs 2004–2010, FY 2012, FY 2014, FY 2016, FY 2018, FY 2020, and FY 2022. Note: All percentages were calculated after reported values were adjusted to constant FY 2022 dollars.

Staffing expenditures are comprised of (1) salaries and wages, and (2) benefits. The proportion of these two components within the total for staffing expenditures has changed by 10 percent since FY 2004. In FY 2004, salaries and wages were 79 percent of the staffing expenditures total, with benefits at 21 percent (\$182.6 million and \$50.0 million, respectively). By FY 2022, salaries and wages made up 69 percent of the staffing expenditures, and benefits comprised 31 percent (\$139.8 million and \$63.5 million, respectively). **Figure 11** shows the reported values for the totals for (1) salaries and wages, and (2) benefits from FY 2004 to FY 2022.

2. SLAA Financial Health

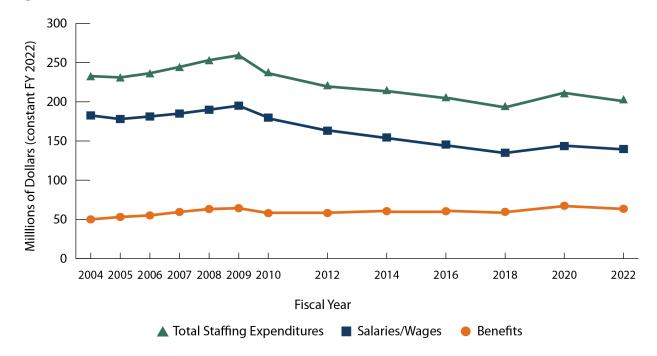


Figure 11. Total Expenditures for Salaries/Wages and Benefits, FYs 2004–2022

Source: IMLS, State Library Administrative Agencies Survey, FYs 2004–2010, FY 2012, FY 2014, FY 2016, FY 2018, FY 2020, and FY 2022.

3.1 Snapshot of SLAA Workforce, FY 2022

A total of 2,593 full-time equivalent (FTE) staff in all 51 SLAAs were reported as of October 1, 2022,¹² in the following four mutually exclusive FTE staff types:¹³

- Administration (376 FTEs, 15 percent) Usually includes the chief officer of the SLAA and his
 or her immediate staff. This may include officers responsible for the SLAA's fiscal affairs,
 public relations, and planning, evaluation, and research. This category accounts for the
 smallest percentage of FTE type.
- Library Development (531 FTEs, 20 percent) Usually includes staff responsible for the development of public library services. This may include staff responsible for administering state and LSTA grant programs, providing consulting and continuing education services, and promoting resource sharing and other forms of interlibrary cooperation.
- Library Services (1,232 FTEs, 47 percent) Comprising the largest category, these staff are
 responsible for providing library services from the SLAA, which includes public, technical, and
 other library services.
- **Other Services** (454 FTEs, 18 percent) Staff responsible for services other than those listed above, such as staff in allied operations.

The number of FTE staff for SLAAs in FY 2022 varied from state to state, ranging from 4 FTEs in Hawaii to 177 FTEs in California.¹⁴ The national median was 39 FTEs. To normalize for the population of a state, **Figure 12** presents the SLAA FTEs per 100,000 residents for three groups. The group (n=9) with the largest number of FTEs per 100,000 residents includes Montana, Alaska, and North Dakota, with more than 2 SLAA FTEs per 100,000 residents. There are 16 states with between 1 FTE and 2 FTEs per 100,000 residents, including Nebraska, New Mexico, and Tennessee. The largest group (n=26) has between 0.3 FTEs and 1.0 FTEs per 100,000 residents and includes high-population states such as California, Florida, New York, and Texas. Minnesota, Hawaii, Pennsylvania, Massachusetts, and Michigan had the lowest number of FTEs per 100,000 residents, at 0.3 FTEs.

¹² FTE is 40 hours per week and is the measure of full-time employment for this survey. FTE employees in any category were calculated by totaling the number of hours worked per week by all employees in a category and dividing by 40. This includes all staff on the payroll as of October 1, 2022, and unfilled but budgeted positions.

¹³ These definitions are as presented in the "SLAA Survey Instructions," reflecting that there are slight variations within each SLAA in specific job titles. SLAA roles vary considerably by state. Although all SLAAs coordinate and distribute federal funds authorized by the LSTA, not all share the same function and role within their respective states. They are located in various departments of state government and report to different authorities. An SLAA may function as a state's public library at large, providing library services to the general public.

¹⁴ As both the SLAA and only public library system serving their jurisdiction, Hawaii and the District of Columbia report paid FTEs in the PLS. For example, Hawaii reported 494.5 FTEs and the District of Columbia reported 605 FTEs in the FY 2021 PLS.

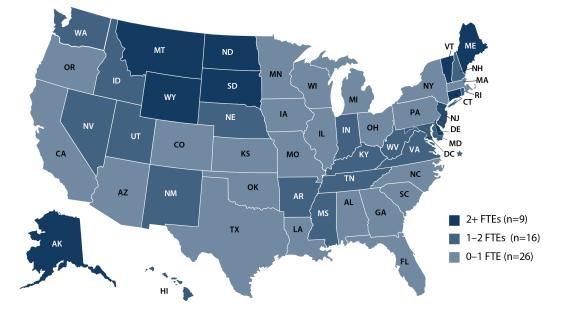


Figure 12. SLAA FTEs per 100,000 Residents by State, FY 2022

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

Although there was a small increase in the national number of FTEs between FY 2020 and FY 2022, there is variation by state for changes in FTE counts. Three SLAAs (Connecticut, Missouri, Tennessee) reported a 10 percent or greater decrease in their FTE positions, representing a decrease of between 4 and 14 FTEs. Seven SLAAs (California, Delaware, the District of Columbia, Minnesota, Mississippi, Montana, and Washington) reported an increase of 10 percent or more FTE positions between FY 2020 and FY 2022, representing increases between 2 FTEs and 33 FTEs. **Figure 13** shows changes in SLAA reported staffing by state.

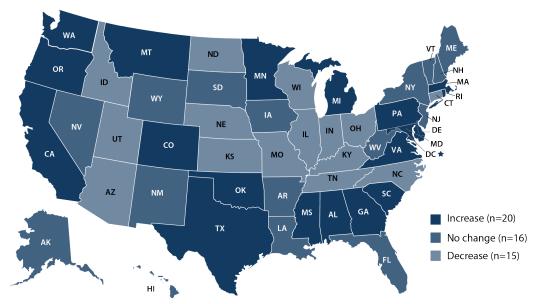


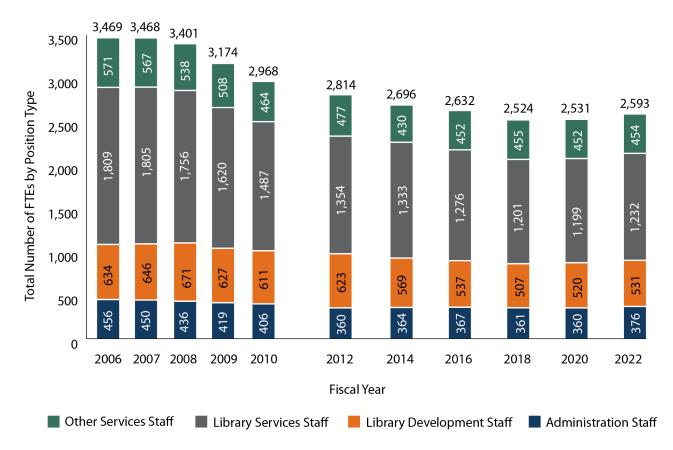
Figure 13. Reported FTE Changes for FY 2022 Relative to FY 2020 by State

Source: IMLS, State Library Administrative Agencies Survey, FYs 2020-2022.

3. SLAA Workforce

3.2 National Trends in SLAA Workforce, FYs 2006–2022

Overall, between FY 2006 and FY 2022, the total FTE staff across SLAAs declined by 25 percent, from 3,469 in FY 2006 to 2,593 in FY 2022 (**Figure 14**). However, the total number of FTEs had its first increase for this same time period between FY 2018 and FY 2020, a non-meaningful increase of 7 FTEs nationally (0.3 percent), and then again between FY 2020 and FY 2022, with an increase of 62 FTEs (2.5 percent). Because of changes to survey questions about the workforce in the early 2000s, the baseline for trends for the workforce date from FY 2006.





Source: IMLS, State Library Administrative Agencies Survey, FYs 2006–2010, FY 2012, FY 2014, FY 2016, FY 2018, FY 2020, and FY 2022.

The overall FTE decrease since FY 2006 has primarily affected staffing in Library Services, with a 34 percent decline in FTEs across the 16-year span versus a 17–24 percent decline for the other three position categories. However, the distribution of FTEs by category each reporting year has remained stable between FY 2006 and FY 2022 as the denominator also decreases (**Table 3**).

3. SLAA Workforce

Table 3. Minimum, Maximum, and Average Distributions of FTEs byCategory, FYs 2006–2022

Position Type	Minimum	Maximum	Average
Administration	13%	15%	14%
Development	18%	22%	20%
Services	47%	52%	50%
Other	16%	18%	17%

Source: IMLS, State Library Administrative Agencies Survey, FYs 2006–2022.

The FTE increases for FY 2022 were proportional in the Library Development and Library Services categories, overweighted for Administration FTEs and slightly underweighted for Other Services FTEs (Table 4).

Table 4. FTE Increase Distribution, FYs 2020-2022

Position Type	FTE Gain between FY 2020 and FY 2022
Administration	+16 (26% of new FTEs)
Development	+11 (18% of new FTEs)
Services	+33 (53% of new FTEs)
Other	+2 (3% of new FTEs)

Source: IMLS, State Library Administrative Agencies Survey, FYs 2020-2022.

SLAAs provide many services to libraries and library cooperatives within their respective states or districts. The SLAA Survey asks about a range of 28 services and whether they are provided to five different kinds of libraries: public, academic, school, special, and library cooperatives. These types of libraries are not mutually exclusive; an SLAA can provide any given service to zero, one, or up to five of the library types. Because SLAAs have widely varying charters and goals within their states or district, each provides widely varying services to their communities. The four categories of services in Part D of the questionnaire are as follow:¹⁵

- 1. Services to libraries and library cooperatives
- 2. Program assistance
- 3. Operational assistance
- 4. Coordination and integration of library services

Although most survey questions in this section have been asked continuously since FY 1994, the entire series was updated in FY 2014 to better capture the wide array of services provided by SLAAs. Because of these changes, the baseline for trends for services date from FY 2014. This section provides the number of SLAAs that reported providing any particular service to *any* library type; details on which types of libraries receive which services by SLAA are included in **Appendix A**.

4.1 Snapshot of SLAA-Provided Services, FY 2022

Figure 15 shows the number of SLAAs providing the services listed in the "Services to libraries and library cooperatives" category to any type of library in FY 2022. Nearly all SLAAs report providing "Collection of library statistics" (n=49) and "Consulting services" (n=48). "Accreditation of libraries" was the least reported service in this category (n=15).

¹⁵ Most of the survey questions about services are in Part D of the questionnaire. In FY 2022, these questions were changed to accept responses of "Yes" or "No" to simplify for the respondents. Prior to FY 2022, responses to these questions were "Directly" or "Contract" (both of which would correspond to "Yes" in FY 2022 data) or "Not provided." The survey also asks respondents about allied operations in Part C and digital services in Part M.

4. SLAA-Provided Services to Libraries and Library Cooperatives

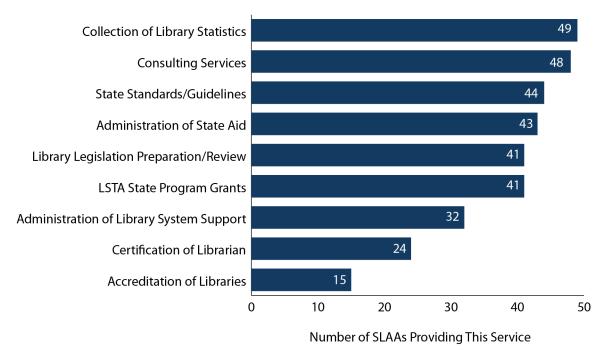
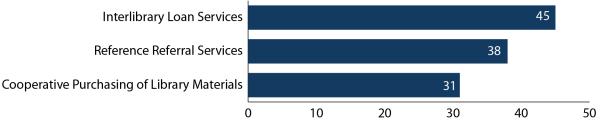


Figure 15. Services to Libraries and Library Cooperatives to Any Library Type, FY 2022

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

Figure 16 shows the number of SLAAs providing the services listed in the "Operational Assistance" category to *any type* of library.

Figure 16. Number of SLAAs Providing Operational Assistance to Any Library Type, FY 2022



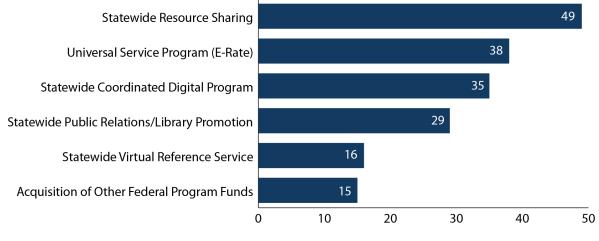
Number of SLAAs Providing This Service

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

Figure 17 shows the number of SLAAs providing the services listed in the "Coordination or Integration Services" category to *any type* of library. Almost all SLAAs report providing "Statewide resource sharing" (n=49), while fewer than a third report providing support in the acquisition of federal funds (e.g., grant writing) (n=15) and statewide virtual reference services (n=16).

4. SLAA-Provided Services to Libraries and Library Cooperatives

Figure 17. Number of SLAAs Providing Coordination or Integration Services to Any Library Type, FY 2022



Number of SLAAs Providing This Service

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

Figure 18 shows the number of SLAAs providing the services listed in the "Program Assistance" category to *any type* of library. All SLAAs report providing "Continuing education programs" (n=51), while almost all report providing "Summer reading programs" (n=49) and "Library planning/evaluation/research" (n=47). The fewest services provided in this category are "Digital object preservation" (n=20), which is a new item in FY 2022.

Figure 18. Number of SLAAs Providing Program Assistance to Any Library Type, FY 2022



Number of SLAAs Providing This Service

Source: IMLS, State Library Administrative Agencies Survey, FY 2022. Note: Digitization, digital object preservation, community workforce development, and emergency preparedness are items that are new to the survey in FY 2022.

Figure 19 and **Figure 20** provide additional details about program assistance provided by SLAAs for literacy programs and statewide reading programs. Forty SLAAs (78 percent) reported providing literacy programs. The two most offered types of programs for FY 2022 were information and digital literacy programs, with 36 SLAAs reporting these offerings (Figure 19).

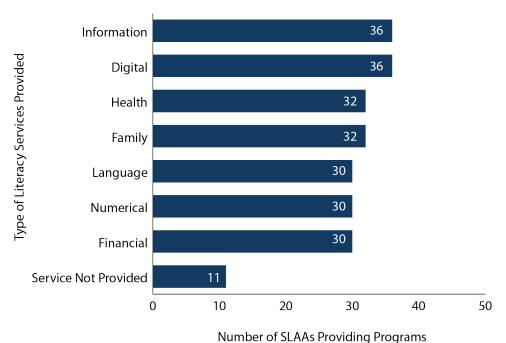


Figure 19. Number of SLAAs Providing Literacy Programs by Type of Literacy Program, FY 2022

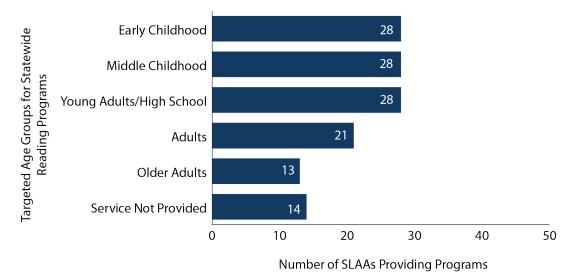
Source: IMLS, State Library Administrative Agencies Survey, FY 2022. Note: Family literacy is defined as programs that promote the incorporation of spoken and written word into meaningful activities with the family unit.

For the 37 SLAAs (73 percent) that reported program assistance for statewide reading programs,¹⁶ **Figure 20** shows how SLAAs further reported the target populations of those programs. Fiftyfive percent (n=28) of SLAAs provided programs for early childhood, middle childhood, and young adult/high school age groups.

¹⁶ Summer reading programs are reported separately from statewide reading programs in the SLAA Survey.

4. SLAA-Provided Services to Libraries and Library Cooperatives





Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

Across all SLAAs for all categories of services in Part D of the survey, services are most often provided to public libraries (70 percent) out of the available library types. SLAAs reported providing services to the remaining library types at less than half that percentage, with library cooperatives at 30 percent, academic and school libraries at 28 percent each, and special libraries at 27 percent.

4.2 Allied Operations, FY 2022

In addition to services, SLAAs conduct allied operations, which are offices, bureaus, divisions, centers, or other organizational units or services within an SLAA with staff, mission, and resources to provide services not ordinarily considered as SLAA functions.

Table 5 shows the number of SLAAs that reported conducting each allied operation in FY 2022. Two new items were added to the FY 2022 survey: the items for the Library for the Blind and Print Disabled, and whether the SLAA has a state advisory council.

Table 5. Allied Operations, FY 2022

Allied Operation	Count of SLAAs
Provides funding to a Library for the Blind and Print Disabled	44
Provides funding for State Center of the Book	31
Has a state advisory council that advises the SLAA on LSTA	22
Other allied operation	11
State archives	10
Works with public or academic library as state resource center or reference/information service center	10
State records management service	9
Primary state legislative research organization	3
State history museum/art gallery	3

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

4.3 Digital Services: Universal Service Program (E-Rate), FY 2022

In FY 2022, 18 SLAAs reported that they were applicants for the Universal Service Program (E-Rate) with the Federal Communications Commission (**Figure 21**).

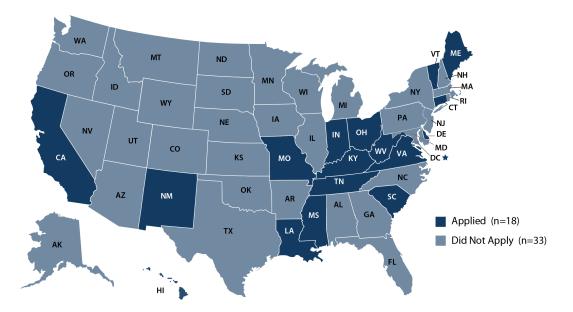


Figure 21. Universal Service Program Applicants, FY 2022

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

4.4 New Survey Items for SLAA Services, FY 2022

Figure 22 and **Figure 23** show which states reported supporting the new items for Allied Operations. Forty-four SLAAs (86 percent) reported providing funding to a Library for the Blind and Print Disabled (Figure 22), while 22 SLAAs (43 percent) reported having a state advisory council that advises the SLAA on the state's LSTA program (Figure 23).

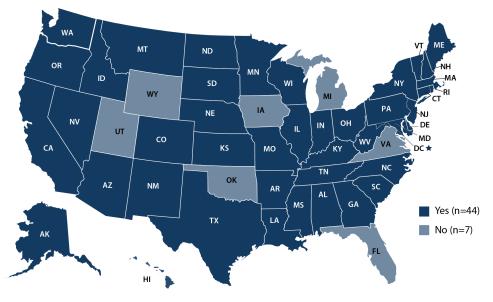


Figure 22. SLAAs Providing Funding to a Library for the Blind and Print Disabled, FY 2022

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

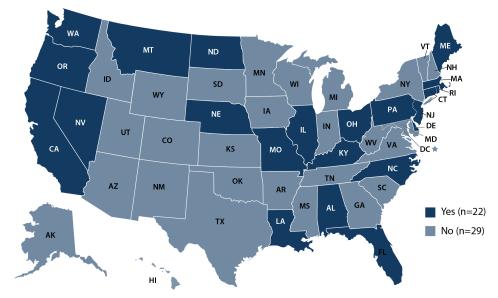


Figure 23. SLAAs with a State Advisory Council, FY 2022

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

A new question in Part M: Digital Services and Information asked if the SLAA funded or facilitated library access to (1) makerspaces, (2) virtual reality, (3) Wi-Fi hotspots, (4) digital materials accessed through the Digital Public Library of America (DPLA), or (5) other emerging technologies or programs.

Figure 24, **Figure 25**, **Figure 26**, and **Figure 27** show the states reporting each of these technologies and programs, except for "Other." For makerspaces (Figure 24), 23 SLAAs (45 percent) reported funding or facilitating these programs, and 19 SLAAs (37 percent) fund or facilitate virtual reality (Figure 25). Thirty-two SLAAs (63 percent) reported funding or facilitating Wi-Fi hotspots (Figure 26), and 27 SLAAs (53 percent) provided access to the DPLA or other digital materials (Figure 27).

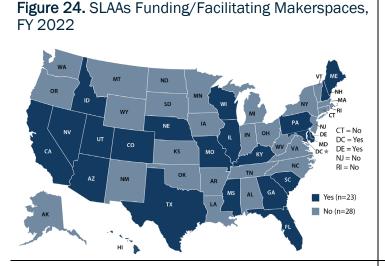


Figure 26. SLAAs Funding/Facilitating Wi-Fi Hotspots, FY 2022



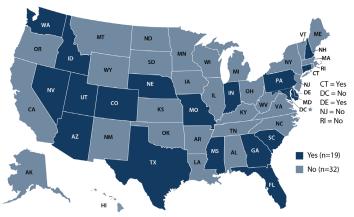
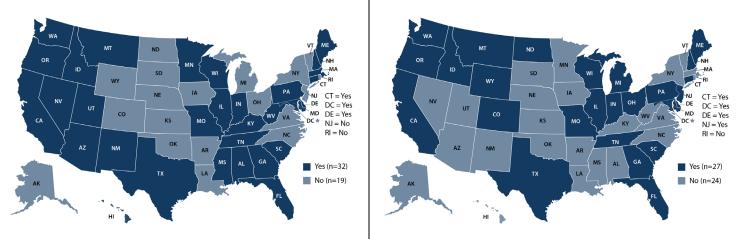


Figure 27. SLAAs Funding/Facilitating Access to Digital Materials, FY 2022



4.5 National Trends in SLAA-Provided Services, FYs 2014–2022

Between FY 2014 and FY 2022, SLAAs were consistent in their provision of most services, with only minor fluctuations of 0–4 SLAAs reporting in most cases. However, the SLAA Survey cannot measure the magnitude of the services being offered; therefore, there may be variations between years in terms of the scale of services.

Six services show a variation of 6 or more SLAAs (12 percent or more) between FY 2014 and FY 2022, with 5 services showing increases, and 1 service showing a decrease. The number of SLAAs reporting that they offer cooperative purchasing of library materials has steadily increased by 6 SLAAs since 2014 (12 percent of SLAAs), and the number of SLAAs offering a statewide coordinated digital program increased by 8 SLAAs (16 percent of SLAAs). The number of SLAAs offering a service to other libraries for the Universal Service Program (E-Rate) has fluctuated over time, with a range of 15 SLAAs (29 percent of SLAAs) in this period. (Please note that this service as provided to other libraries is different from the SLAA itself being a Universal Service Program applicant.)

The number of SLAAs offering literacy programs and the preservation and conservation of physical objects has steadily increased over time by 6 SLAAs and 9 SLAAs, respectively. While the number of SLAAs offering statewide reading programs steadily decreased since 2016 after a 9 state increase between 2014 and 2016, the number still remains higher than 2015 by 2 SLAAs. **Table 6** shows the number of these services for each year from FY 2014 to FY 2022.

Category	Service	2014	2016	2018	2020	2022
OperationalCooperative purchasing ofAssistancelibrary materials		25	27	28	30	31
Coordination or	Statewide coordinated digital program	27	28	30	33	35
Integration Services	Universal Service Program (E-Rate)	47	42	38	32	38
	Literacy programs	34	35	36	38	40
Program Assistance	Physical preservation/conservation	13	13	15	17	22
	Statewide reading programs	35	44	42	40	37

Table 6. Services with Meaningful Changes, FYs 2014-2022

Source: IMLS, State Library Administrative Agencies Survey, FY 2014, FY 2016, FY 2018, FY 2020, and FY 2022.

Appendix A includes a table of the services that have remained stable in terms of the number of SLAAs reporting provision to any library type between FY 2014 and FY 2022. These are services that have had a count change of 4 SLAAs or less.

The financial overview for SLAAs in FY 2022 shows an improvement compared to the previous trend of slow declines since FY 2008. Total revenue was over \$2 billion, a 46 percent increase from FY 2020, mainly due to federal stimulus funding and more state contributions to help with COVID-19's economic impact. This is a major change from the average 3 percent decrease every two years from FY 2004 to FY 2018. California alone provided 37 percent of the national total revenue from state sources, with \$639 million going to state library infrastructure.

SLAAs' expenditures were nearly \$1.5 billion, mostly for financial assistance to libraries (70 percent) and operational costs (27 percent). This is a 14 percent increase in spending between FY 2020 and FY 2022, reversing the previous trend of a 3 percent reduction every two years. The number of grants awarded by SLAAs also increased by 31 percent, thanks to the stimulus funding.

The SLAA workforce saw a slight increase to 2,593 FTE staff in FY 2022, marking only the second rise since FY 2006 despite a 25 percent decrease over the last 16 years. Most of these FTEs were in library services roles (47 percent), followed by library development (20 percent), other services (18 percent), and administration (15 percent).

SLAAs have continued to support libraries and cooperatives with a wide range of services, despite earlier declines in funding and staffing. In FY 2022, all 51 SLAAs provided continuing education programs; 48 offered consulting services; 40 provided literacy support, mainly for early childhood, middle childhood, and young adults; and 37 ran statewide reading programs.

From FY 2014 to FY 2022, service trends have generally been stable, with noticeable increases in cooperative purchasing, digital programs, literacy initiatives, and preserving physical materials. New services like makerspaces, virtual reality, Wi-Fi hotspots, and access to digital resources like the DPLA show SLAAs' adaptability to new technology and changing community needs.

The differences in services among states highlight the SLAAs' ability to adapt and stay committed to meeting community needs despite financial and staffing challenges. The data show their resourcefulness in adopting new practices and technologies to provide valuable services to their communities, especially in response to changes driven by COVID-19 in FY 2020 and FY 2022.

Table A-1 shows the number of SLAAs that reported providing these services categorized as"Services to Libraries and Library Cooperatives" to any of the five different library types. More SLAAsprovide these services to public libraries than to other types of libraries.

Position Type	Public	Academic	School	Special	Cooperatives
Accreditation of libraries	14	1	1	2	5
Administration of state aid	40	9	5	8	20
Certification of librarian	23	5	2	4	8
Collection of library statistics	49	6	6	6	17
Consulting services	48	27	26	26	26
Library legislation preparation/review	41	17	17	15	21
State standards/guidelines	44	3	7	5	10
Administration of library system support	27	6	8	7	19
LSTA State program grants	41	27	24	23	22

Table A-1. Number of SLAAs Providing Services to Libraries and Library Cooperatives, byLibrary Type, FY 2022

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

Table A-2 shows the number of SLAAs providing the services listed in the "Operational Assistance" category to each of the five different library types.

Table A-2. Number of SLAAs	Providing Operational Assistanc	e, by Library Type, FY 2022

Position Type	Public	Academic	School	Special	Cooperatives
Cooperative purchasing of library materials	29	16	17	17	14
Interlibrary loan services	44	33	31	31	22
Reference referral services	37	28	30	29	23

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

Table A-3 shows the number of SLAAs providing the services listed in the "Coordination or integration services" category to each of the five different library types.

Table A-3. Number of SLAAs Providing Coordination or Integration Services, by Library Type,	
FY 2022	

Position Type	Public	Academic	School	Special	Cooperatives
Statewide coordinated digital program	35	19	16	21	20
Statewide public relations/library promotion	27	13	14	14	12
Statewide virtual reference service	16	11	8	9	12
Universal Service Program (E-Rate)	37	1	9	2	2
Statewide resource sharing	49	38	27	35	35
Acquisition of other federal program funds	15	2	5	3	1

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

Table A-4 shows the number of SLAAs providing the services listed in the "Program Assistance" category to each of the five different library types.

Table A-4. Number of SLAAs Providing Program Assistance, by Library Type, FY 2022

Position Type	Public	Academic	School	Special	Cooperatives
Continuing education programs	51	35	33	34	27
Library planning/evaluation/research	46	17	20	16	24
Literacy programs	40	7	13	7	12
Physical reservation	22	12	8	12	8
Digitization	24	14	10	16	10
Digital object preservation	19	11	9	13	8
Summer reading programs	49	1	11	7	11
Statewide reading programs	37	5	13	4	8
Community workforce development	28	7	5	4	9
Emergency preparedness	23	3	3	3	4

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.

Note: Digitization, digital object preservation, community workforce development, and emergency preparedness are items that are new to the survey in FY 2022.

Table A-5 shows the services that have not had meaningful changes in the number of SLAAs reporting provision to any library type between FY 2014 and FY 2022. These are services that have had a count change of four or less. This table also include the four new services that were introduced in FY 2022.

Category	Service	2014	2016	2018	2020	2022
	Accreditation of libraries	15	15	14	14	15
	Administration of State aid	42	42	42	42	43
	Certification of librarian	24	24	24	24	24
Services to	Collection of library statistics	50	50	50	51	49
libraries and library	Consulting services	49	49	49	48	48
cooperatives	Library legislation preparation/review	43	42	43	43	41
	State standards/guidelines	41	41	42	43	44
	Administration of library system support	31	33	31	33	32
	LSTA State program grants	43	45	43	42	41
Operational	Interlibrary loan services	44	43	43	44	45
assistance	Reference referral services	42	42	42	42	38
	Statewide public relations/library promotion	31	30	29	27	29
Coordination	Statewide virtual reference service	19	17	18	19	16
or integration services	Statewide resource sharing	48	51	51	50	49
	Acquisition of other federal program funds	17	15	14	14	15
Program	Continuing education programs	49	50	50	50	51
assistance	Library planning/evaluation/research	50	50	50	50	47
services	Summer reading programs	49	49	49	49	49

Table A-5. Services Without Meaningful Changes, FYs 2014-2022

Source: IMLS, State Library Administrative Agencies Survey, FY 2014, FY 2016, FY 2018, FY 2020, and FY 2022.

Table A-6 demonstrates that SLAAs most often provide a service to public libraries and provide those services to other library types at a lower volume. Within Part D of the survey, there are 28 distinct services; with 51 respondents, the total number of responses for all services is 1,428. **Table A-6** shows the total number of "Yes" responses for any library type, for each of the five library types, and the percentage of possible "Yes" responses.

Table A-6. Total Number and Percentage of Services Provided, by Library Type, FY 2022

Any Type	Public	Academic	School	Special	Cooperatives
1,023	1,002	396	404	391	432
72%	70%	28%	28%	27%	30%

Source: IMLS, State Library Administrative Agencies Survey, FY 2022.