

*Updated for  
2021*

# IN The Public Trust:

A Manual for Indiana Public  
Library Board Members

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with the editorial assistance of

the Indiana State Library

and the 'IN The Public Trust' Committee



*IN The Public Trust* is produced by the Indiana State Library's Library Development Office.

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The original edition of *IN The Public Trust* was created in 1993 by the members of the *IN The Public Trust* Committee, Emily Bunyan, Carol Derner, Jan Gillespie, Sara Laughlin, Sarah W. Otte, Sandy Sawyer, Faye Terry, and Sharon Wiseman, thanks to a grant from LSCA, Title I.

We also thank the following people and agencies who contributed to the creation of this manual:

- Cain Consulting Group
- James Cline
- Marilyn Hite
- Dave Horton
- Indiana Library Trustee Association
- Indiana State Board of Accounts
- Indiana State Library
- Indiana State Library, Library Development Office
- Martha J. Ringel
- Barbara Topp
- Sylvia Watson
- Jana Whitesel

Revised September 2021

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## Chapter 1: Take Time to Learn the Job

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It is distinctly an honor to be on the board of an Indiana public library. You set the direction for a very important municipal corporation (IC 36-1-2-10). You will govern the expenditure of thousands of dollars and be responsible for many more thousands of dollars of library assets. The community has trusted you with their property. Your peers have said they believe you have the skills to govern the library and they trust you to do that. You are therefore referred to as a trustee.

What a privilege it is to sit in a seat so powerful that you make decisions that affect the lives of so many people who use the library now and many more who will benefit from a good library far into the future. But being a library board member is not all honor and privilege. It's hard work and sometimes you'll have to look hard to find the rewards for your efforts. A major factor that makes the job so tough is that board members rarely come to the job well prepared.

You have two major challenges facing you as a board member. The first is to do the task of **governing** this library (IC 36-12-3-3). You'll plan, monitor things like finance and services, evaluate the progress of the library on long-range goals and a hundred other things to keep this library viable and moving.

The second major task is equally important. You must **become a part of the board team** and keep it functioning at an optimum level. If you and the other board members don't do a good job of building and maintaining your skills of teamwork and good board membership, you won't be able to accomplish the first task--governing the library. The intent of this manual is to help you with both tasks.

As you gain experience on this board, you will continue to learn facts, statistics, history, procedures and a thousand other things. But first things first:

- **Get to know the other people who serve on this board** with you--not just their names, but who they really are. Where do they live? What are their occupations? Do they have families? What are their real interests and concerns? What motivates them to serve on this board?

Team-building begins by knowing your teammates. Governance cannot happen without team effort.

- **Get to know the director, the other part of the board team.** There must be a very high level of trust between those who govern the library and the person they have chosen to manage. Board members and director form the board team.
- **Learn that this job deserves your very best effort.** You come to the board as an amateur, but you must do the job in the most professional manner possible. Although you are a volunteer, the governance of the library demands the best job you can do. If you can't offer that, let someone else have your position at the table.
- **Learn to learn.** Learning this job is a continuing process. Ongoing development activities should be part of the plan for every board and every board member. Attend state and national library conferences, take part in board development workshops, read pertinent literature about the library and about governance of the library.  
There is no such thing as knowing all you need to know about this complex job of governing this complex operation.
- **Learn where to go for answers to your questions.** Your best defense against being totally lost at this early stage of your term as a board member is to know the people and resources that will give you answers to the tough questions quickly.

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## The Board Member's Orientation

The director and another board member or the board president are your best guides to the ways of the library. This manual is designed to be your guide to the basics of good board membership and will answer many of your questions.

You will learn about the library and how it works for as long as you remain on this board. But you can't wait to learn some information that will be very useful in governing this organization.

Here are a few questions that should be answered in your board member orientation:

- 1) What is the written mission statement of this library?
- 2) What are the long-range goals of this library?
- 3) When was this library organized and what is the service area?
- 4) How many residents does this library serve?
- 5) How big is the annual budget?
- 6) What are the total assets of this library?
- 7) What facilities and equipment does the library own or rent?

- 8) What is the total indebtedness of this library?
  - 9) Where does the money come from to finance this library?
  - 10) Who appoints the board members and for what terms of office?
  - 11) Who are the current officers of the board?
  - 12) How are the board officers elected?
  - 13) How long has the present director held this position?
  - 14) What training does the director have for managing this library?
  - 15) How many staff does the library have and what do they do?
  - 16) Are board members reimbursed for expenses, and, if so, how?
  - 17) Are board members paid?
  - 18) What local/state/national legislative issues could affect the library?
  - 19) What have been the major problems faced by this library since it was organized?
  - 20) Has this library or the board ever been involved in litigation?
  - 21) What major problems does the library currently face?
- 

## Learn more about the library from these important documents

You can learn much about how the library works by looking at its paperwork. Ask the director or board president to show you copies of these documents and to explain those you don't understand.

- 1) A list of board members, their addresses and phone numbers
- 2) Resolution of establishment
- 3) Bylaws of board procedure and management
- 4) The written mission statement of the library
- 5) The long-range plan of the library
- 6) Board member job description
- 7) Board policies and procedures
- 8) Annual calendar of major board and library activities
- 9) Annual budget approval calendar
- 10) The current budget
- 11) Financial reports for the past year
- 12) Director job description
- 13) The process and the instrument used to evaluate the director
- 14) Organizational chart
- 15) Annual reports for the last five years
- 16) Minutes of the library board meetings for the past year
- 17) Major contracts the library has with other public or private agencies

- 18) Committees, committee job descriptions and current committee members
- 19) Library brochures or pamphlets
- 20) Any documents that report the history of the library

## Chapter 2: The Board Member's Job Description (IC 36-12-2; IC 36-12-3)

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*The library board is responsible for the library  
and all that happens in it.*

**T**hat may be a little blunt, but it is both a legal and practical way of looking at the job you accepted as board member. Your responsibility includes director, staff, buildings, finance, assets -- all successes and failures of the library.

Even though the board delegates the actual day-to-day operation of the library to professional paid staff, the board never gives up ultimate bottom-line responsibility for the success or failure of the library. **To manage that responsibility the board has five major tasks:**

- 1) Set policies (IC 36-12-3-3)
- 2) Hire the director (IC 36-12-2-24)
- 3) Plan for the future of the library (IC 36-12-3-3 & IAC 590 Rule 6)
- 4) Monitor and evaluate the overall effectiveness of the library (IC 36-12-3-3 & 4)
- 5) Advocate for the library in the community and advocate for the community as a member of the library board.

### **Task 1 - The board sets broad governance policies for the library (IC 36-12-3-3)**

The board must first establish broad but clear policies about what the library will do and how it will be done. **A policy is a direction or course of action the library will follow.**

The board begins with the mission statement and writes policies that outline parameters of how the library will operate to accomplish its mission. Then the board functions as observer, interpreter and evaluator of those policies. The board also modifies existing policies and creates new policies as needed to keep the library running well.

The board's role in developing library policies is explained further in Chapter 3, "The Board Develops Policy."

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## Task 2 - The board hires a director to manage the library (IC 36-12-2-24)

Of course, an appointed library board has neither the time nor the management skills to manage the library. (IC 36-12-2-24) That's not why board members are appointed. **Placing themselves into a governance or policy-making position overseeing a professional library director is the only efficient way for board members to make the library work.**

Although some board responsibilities cannot be delegated to others, as we'll see in other sections of this manual, a great deal of the work of the board must be delegated to the director who has the skills and abilities to do the job.

However difficult it is, the board must relinquish management authority to the paid, full-time director and then monitor and evaluate, but not interfere with that management. If the board determines major problems exist in the management, the board must resolve these with the director.

How much does the board do and how much does the board delegate to someone else to do? That's not an easy question to answer and is often a source of conflict between board members and the director. There are several ways you can deal with this confusion and keep things in perspective:

- Do not look at your relationship with the director as a turf battle between the board and the director. **The board, director and staff must always function as a team**, and each team member has assignments. You must determine who does what best and then allow that segment of the board team to do the job without interference from the other parts of the board team.
- The board members' duties can be defined loosely as dealing with issues that affect the whole library and its position in the community. (IC 36-12-3-3) The board sets parameters of how the library will operate. Then the director's duty is to carry out the day-to-day functions (procedures) of running the library within the parameters (policies) set by the board. (IC 36-12-2-24(a) last sentence)
- There are few activities of the board team in which every segment of the board team isn't involved (IC 36-12-3-10). For example, it is the board's job to establish an annual budget for the library. However, the budget is most often prepared by the director and recommended to the board for approval. So the director does have an important role in the budget process even though, strictly defined, the budget is a board responsibility.

- Communication is the best prevention of confusion and conflict. Board members and the director must feel free to discuss any issue and to express concern about who does what job.
- Board members never give up their bottom-line responsibility for the library even though they must delegate much of the work.

**Who Does What? Examples to help you define who does what on the board team:**

- The board delegates management of the staff to the director, but the board approves staff appointments. (IC 36-12-2-24)
- The board hires a consultant (for example, to recommend a firm to do a feasibility study), but the director seeks the bids and makes recommendations to the board for their final decision. (IC 5-22)
- The board awards bids for major purchases, but the director recommends which bid be accepted and actually makes the purchase. (IC 5-22)
- The board is responsible for making a long-range plan for the library, but the director will make recommendations and act as a resource throughout the planning process. (IC 36-12-3-3 and 590 IAC 6-1-5(j))
- The board approves a budgeted amount for maintenance, but the director actually determines the maintenance activities that will be carried out.
- The board approves salary schedules and annual adjustments, but the director determines the level of staffing necessary and what those staff members will actually do. (IC 36-12-2-24(b)(1) & (2))

**Task 3 - The board plans for the future of the library (IC 36-12-3-3 & 4)**

By delegating management responsibility to the paid staff, the board leaves itself time for the important task of planning for the future of the library. Planning is not a frill, but one of the most important trusts that the community gives to the library board.

Planning, in an age when dramatic change in libraries comes almost faster than we can comprehend, seems like an exercise in futility. But the very fact that change is so rapid is even more reason that every library must have a plan to cope with that rapid change and the effects that change could have on the library.

*Failure to plan is planning to fail. Board members must be visionaries for the library. They must plan as far ahead as five to ten years.*

Failure to plan is planning to fail. Board members must be visionaries for the library. They must plan as far ahead as five to ten years.

The board is generally recognized as the responsible party for long-range planning and the director is responsible for developing a short-range (1-year) plan to carry out the long-range goals set by the board. But all planning for the library is a team effort--board, director, staff.

#### *IC 36-12-3-3 The board also does short-range planning*

The director is generally responsible for writing a short-range plan that explains how director and staff will work on the board's long-range plan this year. The board's short-range plan is an outline of what the board's work will be this year. In other words, the board creates an annual calendar of board activities.

The short-range plan is a simple document that will include such things as plans for board meeting times for the year, committee activity, election of officers and board development activities.

See Chapter 5 for a complete discussion of the Planning Process.

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#### **Task 4 - The board monitors and evaluates library effectiveness (IC 36-12-3-3)**

The very term "trustee" indicates what the community expects from you. They put their trust in you to make sure the library is operating the way it should--the way they want it to run. It's your job to keep an eye on the progress of the library for the community.

Of course, you can't watch every detail and every activity that takes place in the library, because that would be a full-time job. Board members monitor and evaluate "bottom-line" results. For example, you cannot and should not be in the library office every day monitoring the kind of service provided by library staff. But the board can survey the community to find out the overall satisfaction of those who use the library. That's bottom-line evidence of the work staff is doing.

You will monitor and evaluate many things as a member of the library board, but there are a few major ones:

- Finance
- Director effectiveness
- Progress towards the mission and long-range plan.

*The board monitors finance - IC 36-12-3-10 through 14 and "Accounting & Compliance Guidelines Manual for Libraries" for specifics*

Finance is one of the most difficult items you will have to monitor and evaluate, but it doesn't have to be an overwhelming task. You don't have to be an expert in corporate finance to do a good job of monitoring the finances of the library.

- Begin your monitoring with careful attention to the budget. The budget is the board's financial plan for the library and deserves plenty of your attention. The budget will be prepared by the director and staff and presented to the board for approval. When the budget is presented, board members must ask whatever questions necessary to gain a reasonable understanding of this financial plan--basically, where is the money coming from and where will the money be spent.
- Monthly financial reports to the board are the windows you use to monitor how well director and staff are following the financial plan the board approved when they voted on the budget. If you don't understand the reports, ask the director for an explanation. Remember, you don't have to know everything about the finances, just enough to feel comfortable that the money is coming in and going out according to your budget plan.

Financial reports will cover both the revenue side and the expense side of the budget. On the expense side, you should understand what was budgeted, what has been expended to this point, the variance between the spending plan and what is actually being spent, and the reasons for the variances. It is the same for the revenue side. How much money did you anticipate at this point? What has actually come in? What's the variance? Why is there a variance?

- The final step for the board to do a complete job of monitoring the financial status of the library is an audit of the library's financial records by the State Board of Accounts. This is a required procedure for libraries receiving tax dollars, but it is much more than just a mandate. It is also one of the board's best protections against financial misconduct or ineptness.

When the audit is completed, it will be delivered to the board president, board treasurer, and library director with the auditor's findings. Board members should feel free and, in fact, obligated to discuss the report with the State Board of Accounts and get a basic understanding of the strengths and weaknesses reported in the audit.

See Chapter 8 for a complete discussion of library finance.

**To learn about library finance...**

- New board members should insist on a good orientation about library finance and how to monitor financial status.
- The board should ask for regular board in-service sessions about library finance.
- Ask questions about finance.
- If the budget is not clear to you, ask questions.
- If the financial report is not clear to you, ask questions.
- If the audit report is not clear to you, ask questions.

*IC 36-12-2-24 The board monitors the Director*

Director effectiveness is another very important area for board members to monitor and evaluate. Remember, you are responsible for everything in the library and you only delegate management to the director. You don't give up your responsibility when you delegate, so it's up to you to make sure that management is being handled properly.

You can't follow the director around all day to see how the job is being done, so the best way to evaluate and monitor director effectiveness is by providing a good job description for the director and then doing a formal annual evaluation to determine how well the director is filling the job description and accomplishing library goals.

The format and procedure for director evaluation must be worked out by each board, but it is important for each board member to understand what is appropriate and inappropriate for the evaluation.

**Remember that you're measuring director effectiveness on bottom-line results...**

- Is there a good flow of information / recommendations from director to board?
- Are the finances of the library reasonably stable? -- Is the library user base growing?
- Is the library making progress towards long-range goals?
- Is the director working within the job description written by the board?
- Is the community content with library services?

*A few good rules for director evaluation*

The director evaluation process can be carried out in many ways, but there are rules to follow in whatever process you choose.

- 1) Do not ask staff to evaluate the director for the board. The staff doesn't know what the board expects of the director and cannot be unbiased when evaluating their boss.
- 2) Evaluate objectively, based on performance, not on "gut feeling" or on your like or dislike of the director's personality.
- 3) Make your evaluation a positive effort to communicate better with the director, not a fault-finding mission to document errors. Formal evaluation allows the board and the director a system to communicate about how to make the library better. Look as much for what the director does well as for what the director is doing wrong.
- 4) Reward good performance; demand correction for poor performance.

*IC 36-12-3-3 The board monitors progress toward goals*

The long-range plan is like a mark in the sand placed there as a reference point to determine if the library is moving ahead, standing still or falling behind. Board members must always be aware of the mission and long-range goals of the library so that you can accurately measure the progress.

Progress or lack of progress will determine decisions you make as part of the board team. You can't set direction if you don't know where the library is supposed to be going.

*The board evaluates and monitors itself*

It's up to the library board to hold itself accountable for good performance. To do that correctly, your board should take time every year to formally self-evaluate board performance.

The purpose of the evaluation is not to find fault with board members or the full board, but to examine strengths and weaknesses. The formal self-evaluation should be followed with a plan to improve board performance.

Use the board self-evaluation form at the end of this section of the manual to evaluate your board's performance.

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### Task 5 - The board advocates for the library

Because you serve as a volunteer leader of the library, you qualify as a good advocate for the organization.

Volunteer board members' motivation is service to the community. Board members are also community leaders and influential in the community, prime qualities for an advocate.

Your advocacy for the library will take several different forms -- establishing a relationship with lawmakers and appointing authorities, communicating to the taxpayers the needs and plans of the library and carrying out public relations activities for the library.

Your advocacy efforts will generally be part of a planned board effort. Remember, you cannot speak for the full board, but you can speak about the board's position on issues. You can also promote the interests of the library at any time.

Board members are also advocates for the community to the library. You represent community standards and interests and understand community needs. You should be ready to voice those community needs in board meetings, always being careful to represent the whole community and not just special interests.

#### *The board contributes expertise to the library*

In addition to community influence, board members often bring personal expertise to the library board. Libraries never have enough money to hire all the expertise they need, so it's a natural for board members to offer their expertise to the library. That expertise could be anything from financial to construction, public relations to computers.

Keep in mind, however, that you are not appointed to be a specialist for the library, but rather to apply your general experience and leadership skills to the governance of the library.

Exercising your specialty must be done in a cautious manner.

When you offer your expertise to the board or to the director, don't be offended if your advice is not accepted. Both the board and the director must work in the context of what's best for the whole library, and not just this one area of need.

Also, when offering your expertise, be cautious not to misuse your power as a board member to pressure the director or other staff to accept your help.

*“The bottom line.. A real expert knows the answers, but also knows when to offer those answers.”*

# The Board Evaluates Itself

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Successful board teams pay attention to the process of how they operate. Just as they evaluate the progress of their library, they must also assess the operation of the board team and determine how they can do the job better.

## ***Our board prepares to do its job by...***

- |     |    |   |
|-----|----|---|
| YES | NO | Conducting a thorough orientation for all new board members.  |
| YES | NO | Integrating new members into the team as quickly as possible.   |
| YES | NO | Attending board development conferences.  |
| YES | NO | Providing monthly board development activities for all board members.   |
| YES | NO | Performing an annual self-evaluation of board operations.   |
| YES | NO | Providing all board members with copies of the mission statement, by laws, constitution, long-range plan, and all other important documents of the library. |
| YES | NO | Touring all facilities at least once a year.  |

## ***Our board ensures good meetings by...***

- |     |    |   |
|-----|----|---|
| YES | NO | Limiting most meetings to two hours or less.                              |
| YES | NO | Providing a comfortable meeting room conducive to business.               |
| YES | NO | Convening and adjourning on time.   |
| YES | NO | Sticking to the prepared agenda.  |
| YES | NO | Working for consensus rather than fighting for a majority.                |
| YES | NO | Following a businesslike system of parliamentary rules.                   |
| YES | NO | Including the director as a resource for all deliberations.               |
| YES | NO | Confining all discussion to policy issues and avoiding management issues. |

YES NO Allowing/encouraging all board members to participate in discussion.

### ***Individual board members...***

YES NO Attend at least 90% of all board meetings and committee meetings to which they're assigned.

YES NO Come to meetings prepared to discuss agenda issues.

YES NO Come to meetings on time.

YES NO See themselves as part of a team effort.

YES NO Act as advocates for the library.

YES NO Know their responsibility as board members of the library.

YES NO Attempt to exercise authority only during official meetings of the board.

YES NO Represent the broad interest of the library and all constituents, not special interests.

YES NO Understand that the most efficient way to govern is to delegate management

### ***Our board plans for the future of the library by...***

YES NO Annually reviewing and approving the mission statement.

YES NO Annually reviewing progress toward the long-range plan and modifying the long range plan.

YES NO Operating from opportunity to opportunity rather than crisis to crisis.

### ***Reinforcements and solutions:***

In which of the major categories above does our board show real strength?

In which of the major categories above does our board need improvement?

## Chapter 3: The Board Develops Policy (IC 36-12-3-3)

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**A**sk any board member to define the board's job and you'll likely hear, "The board's job is to set policy." Ask for a definition of policy and you'll probably get no more than a confused look.

To do your board member job well, you must understand policy because that's where you'll be spending your time--making policies, wrestling with policy issues, interpreting policies, monitoring policy effectiveness, enforcing policy, setting direction for the library through policies, protecting yourself and the library through a good set of policies.

You probably have unwritten family policies: "Homework will be completed before the television may be turned on." The Constitution of the United States is full of policies for our country: "Congress shall make no law respecting establishment of religion."

Policy is a written statement of the process and procedures for handling a specifically defined issue. Just entering a motion into the meeting minutes that says the board will follow a particular direction is not policy. Relying on board tradition to be board policy is not enough. Determination of how the board handled an issue the last three times is not policy.

### A good set of written board policies...

- Informs everyone of board intent, goals, and aspirations.
- Prevents confusion among board members, staff and the public
- Promotes consistency of board action.
- Eliminates the need for instant (crisis) policy making.
- Reduces criticism of the board and management.
- Improves public relations.
- Clarifies board member, director and staff roles.
- Gives the director a clear direction from the board.

Board policy is a carefully designed, written general statement of direction for the library, formally adopted by a majority vote of the board at a legally constituted board meeting.

Using the general guidelines of board policies, the director and staff will write rules and regulations for operation of the library. For example, your library board may develop a policy that says the library will have a video collection for public lending.

The director and staff will then write guidelines for purchasing materials for the collection, lending rules for the collection and various other regulations necessary to maintain and manage the collection.

A board should "develop" policy and not just "write" policy. Good policy grows out of a lengthy process of studying the issues and needs, gathering facts, deliberating the issues, writing the policy and reviewing the policy annually.

#### **Board policy is not...**

Your bylaws are not your board policies. Bylaws are a higher and more permanent set of guidelines for how the board will operate. They are usually harder to change than board policies and do not cover the broad scope of how the library will operate.

Board policies are not laws. There is little need to repeat in board policy those statutes that already have the force of state or federal law, unless the board policy spells out some special manner in which the library will implement or comply with a law. For example, if state law prescribes when your fiscal year will begin, there is no need to repeat that law in a board policy.

#### *The process for developing policy*

Let's look at policy development step by step.

1. **Identify the need.** Unfortunately, many library policies are a direct result of a problem or even a crisis rather than a result of careful planning and foresight. When a delegation of "concerned citizens" appears at your board meeting demanding that you eliminate your collection of videos, it's very easy to identify the need for a policy on censorship and another policy to direct citizen conduct at board meetings.

A better way to identify need for particular policies is to anticipate problems and write policies before the problems occur. Study other library policy manuals. Ask the State Library's Library Development Office for help, 317-232-3697 or 1-800-451-6028. Sample policies from other libraries can be provided to you by the Library Development Office. See also the following link

on the Indiana State Library's website for examples of policies from Indiana public libraries.  
<https://www.in.gov/library/services-for-libraries/ldoresources/public-library-policies/>

Pay attention to what's happening with other libraries in the state and across the nation. If a library in Iowa ends up in litigation for denying access to materials or services of the library, your library should review your own access policies. Learn from the mistakes of others.

2. **Gather the facts.** Most policies will grow out of recommendations from the library director. Your director is in touch with trends, problems and issues that demand policy statements from the board. Depending on the nature of the policy, you may want to ask for public input, seek legal counsel or even hire a consultant to help you develop a policy.
3. **Deliberate the issue.** This is where your perspective as a representative of the community to the library comes into play. You know community standards and community needs. Careful deliberation of a proposed board policy should include several considerations.

**Is the proposed policy...**

- Really necessary?
- Consistent with our mission statement?
- Within the scope of our authority as a board?
- Consistent with local, state and federal law?
- Compatible with our other policies?
- Practical?
- Broad enough to cover the subject completely?
- Enforceable?
- Affordable?

4. **Write the policy.** The actual wording of the policy is best left to the library director or a task force of board members and director rather than the full board struggling with wording. The actual policy may come to the board and back to committee for revision several times before it's finalized. Making good policy takes time.

Final approval of the written policy is a board responsibility and should be done at a formal board meeting.

5. **Review your policies annually.** Although you write policies to be durable, policies do become out of date, and an out-of-date policy can be as bad as having no policy at all. Annual review of your board policies can help you keep your policies current and at the same time keep board members current about board policies.

To make your board policies usable, they should be collected and codified in one manual. The manual makes the process of learning board policy simple for new board members and it makes application and interpretation of policies easier.

A manual also makes the process of review and update of board policies much easier.

An all-at-once approach to revision is much too cumbersome for any board. An easier way is to give every policy a date and then make sure the board or a committee of the board examines each policy on or before that date each year. That makes it an ongoing process and much less overwhelming.

All changes in the policy manual must have full board approval.

*What are the policies/plans required by Indiana law?*

**Policies needed to fulfill requirement of “Minimum Standards for Public Libraries” 590 IAC Article 6, <http://www.in.gov/legislative/iac/T05900/A00060.PDF>?**

With the advice and recommendation of the library director, the library board shall adopt the following written plans and policies:

- (1) Collection development.
- (2) Principles of access to all library materials and services, including a schedule of fines and Internet access policy.
- (3) A schedule of classification of employees.
- (4) An annual schedule of salaries.
- (5) A proposed library budget.
- (6) A long-range plan of service for between three (3) to five (5) years. The plan, updates, and revisions must be filed with the Indiana State Library. At a minimum, the plan shall include the following:
  - (A) A statement of community needs and goals.
  - (B) An assessment of facilities, services, technology, and operations.
  - (C) Measurable objectives and service responses to the community's needs and goals.
  - (D) An ongoing evaluation process.
  - (E) Financial resources and sustainability.
  - (F) An equipment replacement schedule.
  - (G) A professional development strategy.
  - (H) Collaboration with other public libraries and community partners.
- (7) Personnel policies and procedures that, at a minimum, address the following:
  - (A) Employment practices, such as recruitment, selection, and appointment.
  - (B) Personnel actions.
  - (C) Salary administration.
  - (D) Employee benefits.
  - (E) Conditions of work.
  - (F) Leaves.

(G) Background Check/Criminal History policy for staff and volunteers

**The following policies are also recommended:**

- Moving and interview expense policy (could be part of the Personnel policy)
- Records excepted from disclosure policy - IC 5-14-3-4(b) (could be part of the Personnel policy)
- Investment policy - IC 5-13-7-7 (could be part of the Personnel policy)
- Disaster recovery plan for computer systems (could be part of the Personnel policy); See State Board of Accounts Information Technology Manual
- Public Purchasing policy—IC 5-22-3-3, (Also Small Purchase Policy—Under \$25,000)
- Internet Acceptable Use policy—IC 36-12-1-7, federal laws: Children’s Internet Protection Act (CIPA) and Neighborhood Children's Internet Protection Act (N-CIPA).
- Fines and Fees policy (could be a part of the circulation policy)

The Library Development Office has samples of bylaws and policies. You can have these faxed or emailed to you at any time. Call 1-800-451-6028 or email [statewideservices@library.in.gov](mailto:statewideservices@library.in.gov).

The following list is not a comprehensive checklist of policies your board should have. These are categories for your consideration and a few examples of the types of policies that fall under each category.

**Board operations**

Board/director relationship  
Methods of adopting policies

**Services**

Types of programs and services offered  
Intellectual freedom  
Service goals  
Circulation/registration

**News media relations**

Community Relations  
Community use of facilities  
Public solicitation and advertising

**Building and grounds**

Construction contracts  
Facility planning  
Maintenance requirements  
Disposal of property  
Naming of facilities

**Administration**

Authority delegated to the director  
Evaluation of the director  
Compensation of director

**Business**

Service contracts  
Purchasing Insurance  
Paid/unpaid leave  
Evaluation  
Transfers

**Personnel**

Termination  
Personnel records  
Sexual harassment  
Reduction in force  
Staff development  
Part-time help  
Safety/health  
Grievances

## Chapter 4: The Director's Job Description (IC 36-12-2-24)

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**J**ust as there is confusion about the role of the library board member, there is confusion about the director's role on the board team. The director is first an employee of the board, but the relationship between the board and the director is not the typical employer/employee relationship.

In most businesses, the employer is the expert in the business and probably knows more about the business than the employees. The library board members' job is to make sure the library operates well and in the best interest of those the library serves, not to demonstrate expertise in managing a library. The board must hire a qualified director to manage the day-to-day operations.

After board members carefully hire a qualified director they trust, they delegate all management responsibility to that director. The board's job becomes one of monitoring the director's work to make sure the board's long-range goals are carried out properly. For more thorough discussion of director evaluation, see Chapter 2, Task 4.

This delegating/monitoring relationship the board has with the director is very difficult to master because it is such an unusual employer employee relationship. But a citizen board governing a qualified director is a good system. It has the best elements of both worlds—a board of trustees who represents the best interests of the community, and a qualified director (IC 36-12-11-6 & 590 IAC 5) who has the skills to make the library run efficiently within the parameters set by the board.

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The director is much more than just an employee of the board. The director is a valuable resource to the board on all issues and often the leader on many issues that come before the board.

The director should sit at the board table during all board meetings and should be encouraged and expected to make well-supported recommendations on all issues that come before the board.

The director should be expected to take part in board deliberations whenever necessary to help the board make decisions in the best interest of the library. There should rarely be an occasion when the board meets without the director as part of the meeting.

The director is charged with virtually all of the day-to-day management, and it must be understood by both staff and board that the director is the authority in matters of routine management.

When a good director does a thorough job of managing the library, board members easily become concerned that they are giving up their job and becoming a "rubber stamp" for the management.

But the truly "rubber stamp" board is one that simply approves, without good discussion and deliberation, all recommendations from the director. A "rubber stamp" board does not thoroughly monitor and evaluate the progress of the library.

The Director has the responsibility to:

- Implement the policies of the board.
- Represent the library in negotiations, public relations and other public events.
- Recommend staff for hiring.
- Direct, supervise, educate, evaluate and discipline all staff.
- Prepare the annual budget for approval by the board.
- Manage the finances of the library.
- Oversee the assets of the library.
- Plan the annual operations of the library to fit into the long-range plan of the board.
- Assist the board in the governance of the library by informing the board of the status of the library and recommending policy direction for the board.
- Report to the board the results of board actions.
- Remain current and knowledgeable about the library and appropriate methods of operation.
- Prepare an annual report of the progress of the library and submit that report to the board.

### *A good director does not make a "rubber stamp" board*

A board that does a good job of delegating management takes nothing at face value, but expects the director to supply options and alternatives, and expects to have plenty of time for good deliberations on all issues.

A board doing its job right will have good systems of monitoring and evaluating the progress of the library and demand accountability from those who have been delegated to manage the library.

When the director does a good job of facilitating the board's work, the board can concentrate on the big policy and planning issues.

### *The director has an important reporting responsibility*

Although the board delegates a great deal of responsibility for management of the library, the board retains ultimate responsibility for everything that happens in the library. Therefore, board members should expect a continuous flow of information from the director to help them in their monitoring and evaluating role.

It is the right and responsibility of the board to request from the director all information necessary to fulfill the board's governing responsibility. It is the director's obligation to report to the board accurately and completely about how the library is being managed-- problems, plans, progress.

*The director has only one boss - the full board*

The director is responsible to the whole board, but not responsible to each board member. When delegating to the director, the board must speak with one voice. When giving direction to the director, the board must speak with one voice. When asking for accountability from the director, the board must speak with one voice.

Individual board members, even the board president, have no power to make demands of the director and should avoid trying to exercise power they don't have.

This, of course, does not rule out individual board members asking the director for clarification about issues facing the board or discussing with the director concerns that individual board members may have. But it does rule out individual board members making demands of the director or giving orders to the director. The director cannot serve many masters and still manage the library efficiently.

## Chapter 5: The Board Plans (IAC 590 Rule 6-1-6)

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**T**he board has no job more important than long-range planning for the library. The library board is responsible to set the broad parameters within which the library will operate, and you haven't done that if you don't have a long-range plan in place.

*Planning is an exercise of leadership*

- The long-range plan will be the basis for many other board functions.
- The board writes policies based on the mission statement and long-range goals.
- The board prioritizes the use of library resources through a plan.
- The board sets the stage for programs and services through a plan.
- Staff, director and board stay on the same track with a mission and plan.
- The board monitors progress of the library with the goals.
- The board maintains accountability to the community through the plan.

### Long Range Planning

*Long-range planning is a formal process*

Long-range planning must be much more than an informal discussion about what the library ought to be doing in the years ahead. Good planning has to follow a very orderly and formal process.

Your board should hold at least one long-range planning meeting per year. This meeting will include the director and other key staff and be used to write a long-range plan or modify the existing goals.

You should be ready to merge your personal goals for the library with the personal goals of the rest of the board team. You should also be ready to work for a consensus with the rest of the planning team about the goals that you will set for the library. A library must have only one set of long-range goals to shoot for.

*Good planning takes time*

The long-range planning session will probably include the board, director, staff and other resource people and last as long as one or even two days.

In that special planning meeting you should be ready to set aside the limitations that you struggle with monthly in your board meetings. You will be asked to dream about the future of the library and then plan how you will make those dreams reality over the next three to five years.

## Essential elements of a good long-range plan

An action-oriented long-range plan is so much more than a statement of the philosophies of the board about how the library will operate. The final plan you approve should:

- **Be truly long-range.** Planning for next year is not long-range. Your plan should include at least the next three to five years. The goals you set should be broad enough and visionary enough that they will take some time to complete. Your director and staff will then build their annual objectives for the library based on your long-range goals.
- **Be flexible.** It is a common misconception that a long-range plan, once written, is locked into place and not changed. Consider your library's long-range plan a flexible and changeable document.

When you review your plan six months or a year after you write the goals and objectives, one of your tasks will be to modify the plan as necessary to reflect changes that have occurred in the library since you wrote the original plan. If you planned to remodel a building in three years, you may discover that a sudden increase in revenues allows you to remodel now. Or you may discover that a sudden shortfall of revenues forces you to extend your objective a couple of years. Keep the goal and change the objective.

- **Have accountability.** Every objective you write should be measurable so that you can tell if it was completed or not. Each goal will then have objectives or action plans that will be specific, time-limited and spell out a responsible party for completion of the objectives or actions described.

Note the sample goal and its objective with specific accountability.

*Goal:* To seek additional non-tax funding for library materials.

*Objective:* Within five years our library will have an endowment fund that contributes to the library an amount equal to at least 10 percent of the annual materials budget.

- **Be visionary.** Long-range planning means thinking big. That's tough for library boards struggling with paying the bills and keeping the doors open, but a plan without vision is worse than no plan at all. Vision requires you to forget the budget constraints for at least a little while and dream about what your library could be. Vision and progress always requires some risk, but you can't steal second with your foot on first.

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## A plan for planning

The mission statement is the first step in long-range planning. Your library has a mission that should be in writing, stating clearly the reason the library exists and the vision that the board holds for the future of the library.

The mission statement is not a fuzzy piece of philosophy, but a clear statement of where this library wants to go. It states the difference this library will make by its existence. The mission statement is the cornerstone around which all other planning for the library takes place.

After you have the current mission statement reviewed or a new statement written, you should take a hard look at where your library is right now. This self-examination should look at strengths and weaknesses of the library, opportunities for the library and threats to the continued operation of the library.

Your self-examination should also look at the external influences that impact the library. Your community is important. You will need a strategy for researching your community's needs, e.g., what social conditions will have an impact? What will the current political climate do to your library? Is there competition for your programs and services? How will the economy and the demographics of your community affect your library? What are the trends among libraries?

When you have a clear picture of where your library is right now, it's time to write goals. Goals will grow out of the results of your self-examination. Goals should take advantage of opportunities, build on strengths, correct weaknesses, and prepare for threats to the library.

A good plan will limit the number of goals to a handful. Then, if you write 5-10 objectives, you'll have enough to do. Remember, planning is an ongoing process and you can add to your current plan during your annual review.

To carry the goals into action, you should assign responsibility for each goal to either a standing committee of the board or to a special action task force. The committees and task forces are then responsible to write action strategies to make the goal happen.

For example, a goal to make all library facilities accessible to handicapped persons should have a clear list of objectives and actions necessary to complete the goal. The committees might decide they need a feasibility study of facilities, a cost estimate of the renovations and a plan for raising the necessary cash. Those actions are assigned a completion date and a person or persons responsible for completion.

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Good planning sometimes requires an outside perspective to keep the team on target and productive. An outside facilitator can force the team to be objective and write clear goals. College staff, corporate planners and other professionals can help you write a good plan.

The Public Library Association has published *Strategic Planning for Results* (2008), a planning process for public libraries that includes the planning process, public library services responses, a tool kit and workforms. Planning emphasizes the connection between needs that exist in a community and the services that a library offers. Libraries using this planning process should select among eighteen service responses for focus during the planning cycle and identify resource allocations for these services.

The service responses listed below describe most of the services offered by public libraries:

From *Strategic Planning for Results* by Sandra Nelson, ALA, 2008:

- Be an Informed Citizen: Local, National and World Affairs
- Build Successful Enterprises: Business and Nonprofit Support
- Celebrate Diversity: Cultural Awareness
- Connect to the Online World: Public Internet Access
- Create Young Readers: Early Literacy
- Discover Your Roots: Genealogy and Local History
- Express Creativity: Create and Share Content
- Get Facts Fast: Ready Reference
- Know Your Community: Community Resources and Services
- Learn to Read and Write: Adult, Teen, and Family Literacy
- Make Career Choices: Job and Career Development
- Make Informed Decisions: Health, Wealth, and Other Life Choices
- Satisfy Curiosity: Lifelong Learning
- Stimulate Imagination: Reading, Viewing, and Listening for Pleasure
- Succeed in School: Homework Help
- Understand How to Find, Evaluate, and Use Information: Information Fluency
- Visit a Comfortable Place: Physical and Virtual Space
- Welcome to the United States: Services for New Immigrants

*Strategic Planning for Results* Steps:

1. Plan to Plan
2. Identify Service Priorities
3. Set the Stage
4. Describe the Future
5. Communicate the Plan
6. The Rest of the Story

## Chapter 6: The Board/Staff Relationship

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**M**ost libraries have staff other than the director--assistant director, librarians, clerks, bookkeeper, maintenance workers. Understanding the relationship of the board to those other staff members is vital to maintenance of a smooth running library just as it is to any business.

**A poor understanding of the board/staff relationship is the cause of much confusion and chaos.**

Technically, the board approves employment of all staff, pay and major working conditions (IC 36-12-2-24(b)). But practically, the board/staff relationship cannot be the traditional employer/employee relationship.

### The Chain of Command

In practice, only one employee reports to the board -- the director-- because that is the most efficient way to run any business (IC 36-12-2-24(a)). Employees need to clearly understand who gives the orders, who is accountable to whom and who has responsibility for what. To do that the board creates a chain of command that sets up clear lines of authority and accountability.

The chain of command is designed to make things work, not to stifle communication. It is, in fact, a communications system in itself.

The board hires the director to be the library's expert in management of the library, and that includes managing all other personnel.

The board delegates the responsibility for managing personnel to the director. Although the director recommends to the board, for their approval, the hiring and firing of the staff, it is the director who is responsible for supervising, evaluating and disciplining all staff. The director is accountable to the board for the performance of all staff.

The chain of command has rules that must be respected to keep communication flowing:

- Under a chain of command structure, the board has no direct responsibility for day-to-day supervision of staff other than overseeing the director. Board members have no authority to issue orders to staff or make demands of staff except through the director.
- Under a chain of command structure, the board has no direct responsibility for assessing staff performance other than the director. The director should be expected to give regular reports about staff performance so the board can be assured that the work of the library is being done well, but the board does not formally evaluate staff.

- Under a chain of command, the board does not act on complaints from the staff, except through a grievance procedure that is board policy.

Staff members often fail to understand or choose to ignore the chain of command and go around the director to take concerns and complaints directly to the board or to individual board members. When such a "short circuit" occurs, it is the board member's responsibility to remind the staff member about

*Problems are always best resolved at the lowest possible level on the chain and should be directed there. Concerns or complaints that come directly to board members should be reported to the director for resolution, by proper procedure.*

the chain of command and the proper grievance procedure for such concerns or complaints.

*Breakdown of the chain of command creates problems*

When board members fail to adhere to the chain of command, the result is damage to the library's efficient operation. The director's authority to manage staff is compromised. You can't hold the director accountable for

staff performance if the board manages staff.

Staff morale will be damaged when the chain of command is broken. Staff will not have a clear understanding of who is in charge and to whom they are accountable.

Once a short circuit between board and staff is allowed to happen, the precedent is set that will be hard to break. Staff will believe they can come to the board with every issue. The director becomes an ineffective figurehead without real authority.

## The Board/Staff Relationship

*There is a board/staff relationship*

Acceptance of the chain of command does not mean that a wall is placed between the board and staff. Staff, director and board members must still view themselves as one team and that team has one common mission to accomplish--service to the community.

Each part of the library team has special assignments in the team effort and those assignments complement the special assignments of the other members of the team. But the team members do not work in isolation.

- Board members may often work with director and staff members in committee settings.
- Board, director and staff must all be part of the long-range planning process.
- Staff members will frequently make reports at the board meeting.

- Board members, director and staff should get together for library social events, because those events can be powerful team-builders.

As a board member, you should show concern for the well-being of staff. The board should be concerned about retention of good staff by budgeting for reasonable pay and benefits. The board should give recognition of good staff performance and say thanks to staff through board action.

But it is imperative that board members base any relationship with staff on the chain of command. Social occasions cannot be an excuse for discussing complaints about the library. Staff appearances at board meetings cannot be an excuse to appeal to the board for a program that the director has already vetoed.

## Chapter 7: Funding the Library (IC 36-12-3-9 through IC 36-12-3-18)

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It takes a lot of cash to operate even the smallest library. Just as board members are responsible to determine the programs and services the library will offer, they are also responsible to make sure the programs and services of the library are funded adequately.

To understand the budgeting process and approve an annual budget for the library, board members must have an understanding of where the money comes from and how much revenue they can expect to build into the budget each year. A good understanding of revenue sources is also important because board members must be able to encourage continued funding from those sources and find new sources when needed.

Public libraries in Indiana are funded mainly by a combination of local taxes, state taxes and library generated revenues. Other sources generate some small amounts of funding for public libraries.

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### Revenue from Tax Sources

#### *Property tax (IC 36-12-3-12)*

Nearly all public libraries in Indiana are independent municipal corporations which have the authority to levy and collect taxes on property. Public library tax rates are expressed as a ratio of cents per hundred dollars of taxable property in the library district. If the public library tax rate is 28 cents per \$100 of assessed valuation and the total assessed valuation of all taxable property in the district is \$100 million, the levy would produce \$280,000 for the library.

Beginning in 1973, all Indiana public libraries operated under the state property tax control program known as "the freeze." The freeze tied increases in local tax levies to the growth of the local assessed valuation of property. The general effect of the freeze was to allow property tax levies for libraries to grow no more than 5% per year, per the State Board of Tax Commissioners, now the Department of Local Government Finance.

Beginning July 2000, with the approval of market value assessment, the controls set on how libraries received tax revenues changed. Department of Local Government Finance (DLGF) was required to base the percentage increase for operating property tax levies on a statewide average of non-farm income over a six-year period. All growth over 6% had to be approved by DLGF through an appeal process.

In 2008 the general assembly passed legislation that put more controls on the library's budget. It affected the Library Capital Projects Fund and the maximum levy limits. Previously, the property tax levy

limits did not apply to the property taxes imposed for a LCPF. However, beginning with property taxes first due and payable in 2009, for purposes of computing the maximum property tax levy limit imposed on a library board, the property tax levy will now include the LCPF. Previously, libraries had the ability to tax outside the max levy. Also in 2008, legislation was passed that placed property tax caps that limit an owner's property tax burden to a percentage of the property's gross assessed value.

#### *Review of proposed budget (IC 6-1.1-17-20.3 and IC 6-1.1-17-20.4)*

Recent legislation made changes that subjects appointed library boards to greater budget scrutiny. The library always submits the budget with the appropriate fiscal body for review.

If the percentage increase in the proposed total budget for the taxing unit for the following calendar year is more than the result of the assessed value growth quotient as determined under Indiana Code, then the appropriate fiscal body reviews the library's budget and issues a binding resolution.

Beginning in 2020, a library's budget may be subject to fiscal body review if the cash balance of all funds of the public library derived from tax revenue is greater than one hundred fifty percent (150%) of the public library's certified budget for the ensuing year.

If library total budget does not exceed the assessed value growth quotient, and the library's cash balance does not exceed 150% of the certified budget, then the review is nonbinding.

Libraries are required to report to the Department of Local Government Finance who their fiscal body is. Once the library budget receives its review and is approved by the fiscal body, it is subject to further review by the Department of Local Government Finance. Final determinations of budgets, rates and levies are made by the Department, and the certified budget order provides the library the authority to levy the tax and spend the approved funds. This approval is usually given sometime between October and December.

By law the DLGF has until December 31st of the year preceding the new budget year to certify the library's budget. For most public library districts, a justified budget within the limits of the law and approved by the public library board will be ratified by the Department of Local Government Finance.

#### *Levy Excess Appeals (IC 6-1.1-18.5-12)*

As a result of the property tax freeze and the establishment of maximum levies, the only way to increase funding beyond the maximum statutory levies placed on libraries is to file an excess levy appeal with the Department of Local Government Finance. The deadline to file for an appeal is often in October. The statute allows for the following appeals for libraries:

### Permitted Levy Excess Appeals

1. Annexation: Permission to permanently increase the library's levy in excess of prescribed limitations established if in the judgment of the Department of Local Government Finance such increase is reasonably necessary due to increased costs of the library resulting from annexation, consolidation or other extensions of governmental service by the library to additional geographic areas or persons. (This includes taking an untaxed area into your library district.)
2. Three-Year Growth: Permission to permanently increase the library's levy in excess of prescribed limitations if the library unit's three-year average growth factor exceeds one and one tenth (1.1).
3. Math Error: Permission to the library to increase its levy in excess of prescribed limitations if in the judgment of the Department of Local Government Finance an advertising error, mathematical error, or error in data made at the local level (by the library) had a considerable financial impact in the determination of the civil taxing unit's levy limitations, rate, or levy. The increase to the maximum levy could be permanent or temporary depending on the type of error.
4. Shortfall: Permission to the library to temporarily increase its levy in excess of prescribed limitations if the library suffers a property tax shortfall due to an erroneous assessed value or because of payment of refunds that resulted from appeals.

#### *Miscellaneous Taxes (IC 36-12-3-11(a))*

Public libraries receive a share of the proceeds of other taxes--the license excise tax, commercial vehicle excise tax, and the financial institutions tax. These taxes are collected by the state and redistributed to local units. The amount varies from one library district to another according to the number and value of motor vehicles, bank deposits and other characteristics of the district.

#### *Local Income Tax (LIT) Supplemental Distributions (IC 6-3.6)*

The state allows counties to adopt an optional income tax. Public libraries in the counties where LIT has been adopted receive a share of the proceeds as a replacement for a portion of the property tax revenue. However, this does not result in an increase in financial resources for the library.

#### **State and Federal Funds**

##### *State funds for public libraries (IC 4-30-17-3)*

Other forms of direct and indirect state aid to public libraries, in addition to the property tax replacement credit, exist in Indiana--financial support for Internet access through the state backbone.

## *Federal funds for public libraries (20 USC 9101 Subtitles A & B)*

Grants under the Library Services and Technology Act (LSTA) are the major source of federal dollars in Indiana public libraries. The Indiana State Library acts as the administrator for the Institute of Museums and Library Services in the approval and distribution of these funds.

Federal funds also assist libraries serving as sub-regional libraries of the National Library Service for the Blind and Physically Handicapped, universities as Resource Centers, and other grant projects. Other federal funds are received in the form of specific project grants under the Indiana Humanities Council and other agencies.

## Miscellaneous Revenue (IC 36-12-3-11(a)(5))

Every public library generates some of its own support through fines, fees, interest on cash and other activities. In some public libraries, these sources account for as much as 10 percent of the total operating budget. In some libraries, endowment funds are also used.

## Public Library Access Card (PLAC) (IC 36-12-3-2, IC 4-23-7.1-5.1, 590 (3) IAC)

Under Indiana law, a library patron may purchase a statewide library card for a fee established by rules adopted by the Indiana Library and Historical Board based on not less than forty percent (40%) of the current average operating fund expenditure per borrower by all eligible public libraries as reported annually by the state library in the state library's annual "[Statistics of Indiana Libraries](#)." All eligible public libraries in Indiana receive payment from the monies collected from the sale of the cards in the previous year based on the net loans made by each library to the patrons using the card.

## Charitable Fundraising (IC 36-12-3-11(a)(5))

What happens when the tax dollars and other current revenues do not cover the costs of programs and services you want your library to offer? Libraries across the country are turning to charitable fund raising through fund raising events or planned giving programs.

Many public libraries are fortunate to have Friends of the Library groups to assist with fund raising activities, but board members are always the front-line advocates for the library. That includes advocacy for financial contributions to the library.

## Library Capital Projects Fund (LCPF) (IC 36-12-12)

A public library may levy property taxes to fund capital projects which include:

- 1) A facility used by or to be used by the library district
  - a) Planned construction, repair, replacement or remodeling
  - b) Site acquisition
  - c) Repair, replacement, site acquisition necessitated by emergency
- 2) Purchase, lease or repair of equipment used by the library district
- 3) Purchase, lease repair or upgrading of computer hardware/software, or salary of computer specialist.

To levy property taxes under the LCPF a public library must adopt a LCPF plan in the year before the property taxes are levied. The plan must then go through a public hearing held by the library board, a review by an appropriate fiscal body and their approval. The library board must publish a Notice of Adoption in accordance with IC 5-3-1-2(i). The calendar that must be followed for LCPF can be obtained from the Department of Local Government Finance. Libraries should note that unlike in the past, this levy counts toward the max levy and is no longer considered a cumulative fund.

### **Bond Issues (IC 36-12-3-9)**

General Obligation Bonds are the most traditional form of debt issued by libraries. The board may, by resolution, issue bonds for one or more of the following purposes:

- a) the acquisition or improvement of library sites;
- b) the acquisition, construction, extension, improvement or alteration of structures and equipment necessary for the proper operation of a library;
- c) to refund outstanding bonds and matured interest coupons, and issue and sell refunding bonds for that purpose. (IC 20-14-3-7)

### *Bond Issues (IC 6-1.1-20)*

The total bonds outstanding at any one time shall not exceed two percent (2%) of the value of property taxable for library purposes and all shall be payable within a period not to exceed twenty years from the date of issuance. Refer to the [Accounting and Uniform Compliance Guidelines Manual for Libraries](#) for procedures to follow.

There is increased oversight for local debt. The city, town or county fiscal body approves the bond issue.

### *Lease Finance (IC 36-1-10, 36-12-10)*

Lease Financing/Rental is used when the cost of a building project and financing will put the library over its debt limitations (2%). A not-for-profit leasing corporation is formed and acts as a conduit for the library. The leasing corporation issues first mortgage bonds to finance the cost of construction, leases the library facility to the library, and is responsible for the lease rental payments which match the debt service payment on the bond which cannot exceed twenty years. (IC 36-1-10 & IC 36-12-10)

## Chapter 8: Library Budget and Finance (IC 5-11-1-24; IC 6-1.1-17)

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**A**lthough most public libraries have professional staff to manage library finance, board members still need a basic understanding of library finances. The board has a clear responsibility to ensure that public funds are used in the best interest of the community and the library has adequate financing to continue its programs and services.

Library finance is, without question, a complex matter. But understanding the basics of Indiana public library finances is not impossible if you know a few of the basics.

### Fund Accounts

*Budgets are divided into fund accounts*

Library budgeting is organized into fund accounts which separate receipts and expenditures by source, purpose, and function within the library. The use of fund account classifications is intended to make the local budget more useful to the library.

When using the term "fund" one must remember the various accounts, which directly receive tax or other revenues, such as the Bond and Interest Redemption Fund, Operating Fund, Library Improvement Reserve Fund, Rainy Day Fund, and Library Capital Projects Fund. In this context each fund should be considered a separate account within the local budget, whether for receiving or expending monies.

Together all the funds comprise the integrated, overall financial and operational library plan. The separate funds come together as a unified whole on two occasions. The first is when the library director and the treasurer or a board representative attempt to estimate expenses. The second is when they attempt to estimate revenues.

Less obvious occasions when all funds come together are when tax rates or levies are established and whenever the budget must be revised. All funds together is the library's total budget. In fact, all of the different funds are always related to one another, if only indirectly.

### Classification

*Budget classifications keep the budget organized*

Four budget classifications are used in the budget process, though few fund accounts (except the Operating Fund) will use all four expense classifications.

- a) Personal Services (direct labor costs of library director, treasurer, other employees, and employee benefits)

- b) Supplies (office, fuel, maintenance, etc.)
  - c) Other Services and Charges (legal, transportation, printing, insurance, utilities, membership, ebook and database subscriptions, etc.)
  - d) Capital Outlays (buildings, improvements, furniture, books, non-print and other items used as basic materials furnished by a library)
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## Schedule

### *The budget-making process is on a schedule*

The State Board of Accounts has prescribed specific forms to be used in the budget-making process. Many levels of government are involved in the review and approval of the public library budget so that strict compliance with the reporting and activity dates set by statute is essential.

Each year the Department of Local Government Finance provides local officials a **budget calendar** with timelines for the advertisement and adoption procedures required by law.

- **June-** Annual budget workshops are held for librarians and board members.
- **July-** New library units (mergers or establishment) must have submitted their budgets for approval by the Department of Local Government Finance.

Libraries begin preparation of budget estimates to present to the city, town, or county fiscal body for review. In 2008, the general assembly passed legislation that put more controls on library's operating property tax levy by the implementation of the average growth quotient number. The average growth quotient number originates with the U.S. Bureau of Economic Analysis. The Indiana Department of Local Government Finance receives the data and announces the average growth quotient to the taxing units. If the ensuing total budget is below the average growth quotient for the current year, the budget is subject to non-binding review by the city/town, or county fiscal body depending on the library district. If the ensuing total budget is above the average growth quotient for the current year, the budget is subject to binding review by county/city/town fiscal body. The quotient limits the growth of the library's total budget from current year to the ensuing year.

The library board must submit its proposed budget to the county/city/town fiscal body at least thirty (30) days before the county/city/town fiscal body is scheduled to hold its budget approval hearings. The process is driven by the county/city/town fiscal body. Therefore, it is important to confer with the appropriate fiscal body to determine a specific date by which the library taxing unit must submit the proposed budget for review. The total budget is adopted by early November. Once adopted, the library submits its budget forms in the Gateway within 48 hours of adoption by the fiscal body.

- **August-** If not prepared in July, the library director and the treasurer of the library and often additional members of a budget committee prepare an itemized estimate of revenues available for the next budget year. They use estimates from the county auditor of taxes to be distributed locally and estimates from the Department of Local Government Finance of state monies to be distributed.

On or before August 1, the county auditor will send a statement of estimated taxes to be distributed to the public library for the last six months of the current budget year, along with an estimate of the assessed valuation of cities and towns, which will be used to determine the property tax rate and levy.

This information, except for that pertaining to property taxes, is used to complete the Estimate of Miscellaneous Revenue. This form reflects revenue for an 18-month period. This is necessary because revenues represent a continuous flow that must take into consideration periods preceding and following the budget year. For example, expenditures made at the beginning of the year must come out of revenues from the prior year. Budget form 2 in the Gateway reflects revenue for an 18-month period.

The current property tax control law must also be considered when preparing the budget estimates, since the law places a ceiling on the amount of revenue available to the library. (IC 6-1.1-17)

- **September-** By early September, the library needs to submit its proposed budget, tax levies, and tax rates to the appropriate fiscal body for review or adoption by that fiscal body.

Watch for the dates for the first publication of the budget and always consult the DLGF budget calendar memo issued for the budget planning year.

#### *Non-Binding Review by City/Town/County Fiscal Body*

- **October-** Last day for county fiscal body to complete review and issue non-binding recommendation to the library. It is important that the director and one or more members of the library board be present at the hearings of the fiscal body in order to answer questions which may be asked about the budget.

Watch for the last possible day for taxing units to hold a public hearing on the budget. Public hearing must be held at least ten days before the adoption hearing.

The last date for ten or more taxpayers to file an objection petition with the public library board is not more than seven days after the hearing. The objection petition must specifically identify the provisions of the budget, tax rate, and tax levy to which the taxpayers object.

### *Mandatory Adoption by Appropriate Fiscal Body*

The fiscal body of the city, town, or county (whichever applies) must review each budget and proposed tax levy and adopt a final budget and tax levy for each unit. The fiscal body may reduce or modify but not increase the proposed budget or tax levy.

If the library fails to timely file the required information with the appropriate fiscal body (city/ town or county), the most recent annual appropriations and annual tax levy of that library is continued for the ensuing budget year.

- **November** is the last month to file all budget forms with county auditor. You need to get your budget forms to the county auditor two (2) days after they are adopted, if you go with an earlier timetable. Also included with all the forms submitted to the county auditor, if a petition is filed by taxpayers objecting to the budget, the library board shall adopt with its budget a finding concerning the objections in the petition and any testimony presented at the adoption. Note: all submissions are automated through the Gateway beginning in 2011.

The Department of Local Government Finance has until December 31st to certify the library's final approved budget.

### **Accounting System**

#### *Uniform accounting is the rule*

Indiana's State Board of Accounts has established the budgetary fund accounting method for all local governmental units in the state. It prescribes both procedures and forms to be used in preparation of the local budget and the expenditure of funds. (IC 5-11-1-24)

The local public library accounting system serves three basic purposes. The first involves the notion of "accountability" which is related to the "stewardship" role of the library. The accounting system enables the library to meet the obligation to safeguard public funds and to spend only for legitimate purposes and only on proper authorization.

Second, the uniform accounting system provides useful financial information. This relates to the "management" role and the need for accurate, timely, and reliable information as a basis for effective decisions and library policies.

The third purpose, which is related to both stewardship and management, is to provide information to the public by which they can assess the financial conditions and operations of the local public library. With the implementation of Gateway in 2011 there is greater transparency of library financial records.

The Accounting and Uniform Compliance Guidelines Manual for Libraries is compiled and updated annually by the State Board of Accounts. The state-prescribed procedures fall into the following categories:

1. Accounting for appropriations
2. Accounting for receipts
3. Accounting for payroll expenditures
4. Accounting for non-payroll expenditures

Library boards may issue, when necessary, warrants or tax anticipation notes which are to be paid back within the budget calendar year (IC 36-12-3-10). For the exact procedure to follow, refer to Accounting and Uniform Compliance Guidelines Manual for Libraries.

Library boards have the power to request an advance on tax money collected for distribution to the various governmental units within the counties. Such advance draws can help alleviate cash flow problems caused by a lack of operating balance (IC 5-13-6-3). Refer to Accounting and Uniform Compliance Guidelines Manual for Libraries for the procedure to follow.

#### Finance terms to know:

- **Additional Appropriation** - an approval obtained during the budget year to authorize spending more than was originally appropriated.
- **Ad Valorem** - according to the value.
- **Ad Valorem Tax Levy** - total property taxes imposed by a taxing unit on current property assessment. It is collected the next year.
- **Appropriation** - legally approved budget.
- **Assessed Valuation** - that fraction of the fair market value of taxable property as set by statute.
- **BIRF** - Bond and Interest Redemption Fund.
- **Budget Year** - the twelve month period for which a taxing unit adopts a budget, and levies an ad valorem property tax rate--January through December for public libraries.
- **Certified Distribution** - the amount of local income tax which the commissioner of the Department of Revenue shall, on or before July 1 of each year, certify to the treasurer of a county imposing Local Income Tax (LIT) as the amount of tax the county treasurer shall receive during the next succeeding calendar year for allocation and distribution among the taxing units and school corporations.
- **Certified Share** - the amount of LIT which the auditor of a county imposing LIT shall certify to each participating taxing unit, including the library, in the county as the amount of tax such participating taxing unit shall receive from the treasurer during the next succeeding calendar year.

- **Commercial Excise Vehicle Tax (CVET)** - truck, tractor, trailer, semi trailer, or trucktractor subject to registration under IC 9-18.
- **Department of Local Government Finance (DLGF)** - state agency carries out the following responsibilities:
  1. Ensures that laws regarding property tax assessment and local government budgeting are carried out properly.
  2. Publishes rules governing property tax assessment.
  3. Annually reviews and approves the tax rates and levies of every political subdivision in the state, including all counties, cities, towns, townships, school corporations, libraries, and other entities with tax levy authority.
  4. Gathers and analyzes data relating to property taxation, to maintain databases, and periodically to report on taxation to the General Assembly.
  5. Provides training to assessing officials and administers an assessment certification program.
- **Excess Levy Fund** - When property tax collection exceeds the library's approved levy, unit is required to place this money in a separate "levy excess fund." This money must be used to reduce the levy in next year's budget.
- **Funds** - Categories for separating revenues into which funds may be received and disbursed. Typical funds include: operating, improvement reserve, construction, bond, rainy day, capital projects, gift and petty cash.

Some funds are required to be broken down into smaller categories for expenditures. These categories are called accounts. One of the most important funds, which must have accounts, is the operating fund.

Funds are categories into which money is received and disbursed on paper. They are not actual bank accounts or investments. You could conceivably have every last penny you own in one checking account in one bank and have several funds. FDIC insures deposits up to \$250,000. The deposit in the bank needs to be secured by an assurance such as FDIC.

- **Levy** - actual amount of dollars raised in property taxes.
- **Local Income Tax (LIT)** – Additional income tax that may be adopted by some counties.
- **Library Tax Rate** - shall be in the amount of not less than five cents nor more than fifty five cents on each hundred dollars of assessed value of taxable property within the library taxing district.
- **LIRF** - Library Improvement Reserve Fund can be established for the accumulation of monies for capital improvement and repairs. This money comes from the operating fund and is not a separate tax rate.

- **Maximum Levy** - a taxing unit may not exceed the previous year's ad valorem property tax levy (set by statute) except for a percentage increase (set by statute).
- **Public Employees Retirement Fund (PERF)** - a retirement program to provide retirement, disability and survivor benefits for its members.
- **Rainy Day Fund** - can be established to receive transfers of unused and unencumbered funds (not more than ten percent of operating fund per fiscal year). Funds other than operating funds may be added to the rainy day fund. It is subject to the same appropriation process as other funds that receive tax money. See IC 36-1-8-5.1
- **State Board of Accounts** – The state agency that conducts the audits of governmental units and advises on bookkeeping and internal controls procedures.

## Chapter 9: Officers of the Library Board (IC 36-12-2-23(a))

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**A**ny group that expects to accomplish anything must have leaders to keep the group organized, help the group discipline itself, prod the group to move ahead, and facilitate the work of the group to make good decisions. That's the function of all board officers.

Your board may have some or all of the officers described below. Boards grow from different traditions and have different ideas about the type and number of officers they need. The job responsibilities of your board's officers may vary from those described below.

### The Board President

Someone has to be the board's leader and that person is the board president. The job description for the president is relatively simple, but the job can be complex.

First of all, the board president must be understood to have no power beyond that of any other board member unless the full board has granted that power to the president. For example, the board may delegate specific powers to the board president, such as managing board meetings, speaking to the public on behalf of the board or signing contracts on behalf of the board.

Any power exercised by the board president must first be granted by the full board in policy or in commonly accepted and understood practice of the board. In other words, the board president does not speak for the board unless the full board has formally or informally delegated that privilege to the president.

Traditionally, the board president has several duties:

- **Planner**--The president works with the director to plan the meeting agenda and the manner in which the meeting will be conducted. The president keeps an overall view of the board year and ensures that the board is completing duties mandated by board policy or law.
- **Facilitator**--The president's job must be viewed as more of a facilitator of meetings than a controller of board meetings. The president begins the meetings on time, directs the board through the agenda and attempts to adjourn the meeting on time.

As facilitator, the president ensures that all board members have opportunity for fair participation, attempts to get all sides of an issue fairly exposed and moves the board to action on the issues.

- **Delegator**--The president traditionally has the power to appoint board members and others to committees with board consent. To do that, the president must have a clear understanding of

each board member's skills, strengths and interests so that appropriate assignment can be made.

It is also the president's responsibility as delegator to make sure that committee assignments are clear and to hold the committees accountable to do the job assigned. The president is often a member of every committee.

- Liaison--The president must be able to interpret board needs and concerns to the director and director needs and concerns to the board. In addition, the president offers personal support and counsel to the director and serves as a sounding board for the director.
- Team builder--The board must always function as a team, and it is the duty of the president to foster the team concept among board members. When there is danger of damage to the team structure, the president must mediate, counsel and discipline fellow board members to keep the team intact.

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### The Board Vice-President

The vice-president of the board traditionally serves as the backup for the board president. However, the vice-president is usually assigned additional specific duties such as chairing a committee, taking charge of board development activities or preparing for special board events.

The vice-president must work with the president to stay current on issues and methods of board operation so that the vice-president can assume the president's duties if the president cannot perform the required function. The vice-president is often considered the logical successor to the president's position when the current president vacates the position.

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### The Board Secretary

The size and the complexity of the business of today's library dictates that the traditional job of the secretary of the board be significantly changed.

For example, the minutes of the board meeting should be taken by a staff member and not the board secretary. All board members need to be able to participate in deliberations, but the board secretary cannot do that well while taking the minutes. The board secretary's job becomes that of overseer to be sure the job is done correctly and that the minutes of all meetings are safeguarded for the future.

Correspondence on behalf of the board can also be done by clerical staff with the board secretary acting as overseer. Safe care and maintenance of historical documents of the library are also the responsibility of the board secretary.

## The Board Treasurer (IC 36-12-2-22)

The treasurer's job is also one of overseer. Although paid staff usually manage the finances of the library, the board treasurer is responsible to ensure that adequate financial records are kept, accurate and timely financial reports are delivered to the board and an audit of the system's finances is completed bi-annually.

The treasurer may also be asked by the director to assist in preparation of the budget to be submitted to the board and to help interpret financial reports to the board. In the State of Indiana, the treasurer may be a paid staff member other than the director.

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### *Electing board officers*

Actual processes for electing board officers vary widely, but whatever system your board uses, it must be a serious effort to place the best leaders of the board into the position of leading the board. It cannot be a popularity contest, a struggle between factions for a power position or just "whoever will say yes."

Not all board members are suited to be or have the skills to be an officer. Poor selection of leadership can result in a poorly functioning board.

Board officers, particularly the board president, must be well respected by the rest of the board, must be willing to give the extra time necessary to carry out the extra duties of the office and must have strong leadership skills. Officers should also be board members with some experience on this board.

*If you are asked to be a candidate for a board office, consider carefully if you have the extra time it will take, as well as the leadership skills, to do the job well.*

## Chapter 10: Board Meetings (IC 36-12-2-23(b); IC 5-14-1.5)

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**R**egular board meetings and committee meetings are where most of the board's work is done. What you do in meetings can make the difference between an effective or an ineffective board.

Poor meetings can alienate staff, damage the board team, waste your time and the time of the other board members, cause turmoil in the community and actually hamper the operation of the library.

Every board member is responsible for good meetings

You can expect the board president to run the meetings and keep the board moving toward good decisions. However, it is no less each board member's responsibility to:

- Attend all meetings.
- Prepare well for meetings.
- Take part in all discussions.
- Cooperate with fellow board members to make meetings work.
- Understand the basics of parliamentary law as well as any state laws that apply to your meetings and then adhere to those laws.
- Learn traditional meeting practices of this board and follow them.
- Practice the art of compromise with other members of the team.
- Practice the art of listening and merging your comments with those of the other board members.
- Work towards consensus on issues.
- Focus all deliberations on the ultimate mission of the library and the best interests of those you serve.

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*Good meetings begin before the meeting convenes*

If each board member prepares well ahead of the meeting, board meetings will be shorter and almost always more productive. The agenda packet will be sent (via mail or email) to you several days before the meeting. Read carefully the agenda and all agenda related materials.

If you have questions, call the library director for answers prior to the board meeting. If you hold your questions until the meeting, you'll delay the progress of the meeting.

Study the agenda so you understand what is expected of you at the meeting and prepare to meet those expectations. Which agenda items will require a vote? Which ones will require discussion and input from all board members even though a vote is not taken?

To make good decisions about some issues, you will often need to seek input from some of your constituents in the community. It is not safe to assume you know how constituents feel about an important issue. Remember, you are the connection between the community and the library, and you are appointed to govern the library for the community. You need to solicit community views regularly.

*“Board meetings are where the action is.”*

Even though you research issues and prepare before the meeting to discuss those issues, it is unethical to decide how you will vote on any issue before the board meeting or to promise constituents you will vote either for or against an issue before you get to the meeting. Your decisions should be made only after deliberation in the meeting with other members of the board team when all sides of the issue have been explored.

Carefully schedule your own calendar so that board meetings are a high priority and plan carefully to get to board meetings on time. When the team is short one or more board members, there is danger that all perspectives on the issues will not be explored and there is greater possibility that poor decisions will be made. The board's effectiveness and productivity will suffer.

*Board meetings follow established rules*

Board meetings are much more than a gathering of the board team to chat about the library. Board meetings require careful planning and should be conducted according to the plan outlined on the prepared agenda.

The meeting should be conducted according to established parliamentary rules, Robert's Rules of Order or some other parliamentary procedure guide, that should be respected by all board members. That set of rules is intended to set a tone that is businesslike and courteous, allow for ample discussion of the issues, protect the right of all board members to be heard on the issues and not allow the discussion to get out of control.

When you have a disagreement among board members about the way to proceed, you need to consult the parliamentary guide specified by your bylaws.

*Caution:  
Parliamentary rules are not intended to impede the meeting process, but simply to ensure that the rights of all board members are protected and meetings move towards action. Your parliamentary procedures guide is simply a resource to consult when the meeting gets stalled.*

You should have a basic understanding of parliamentary rules so that you can be a part of the process of moving quickly and efficiently through a good meeting agenda. There is a guide on the following pages that charts the basics of parliamentary procedure. Using parliamentary rules for the purpose of impeding the meeting process is unethical and detrimental to the team atmosphere.

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### *The board meeting begins*

Do your part to make sure that board meetings begin promptly at the scheduled time. A meeting that begins on time sets a businesslike tone for the meeting. A meeting that begins late sets a tone of sloppiness that may be carried through the remainder of the meeting.

If too many board members are late or absent, a quorum may not be present and the board cannot conduct business. A quorum is the majority—equal to 50 percent of the number of seats established by law, plus one—that must be present to conduct official business for the library (IC 36-12-2-23(b)). This is regardless of any current vacancies on a library’s board. Any vote by a board that does not have a quorum present can be legally invalid.

Arriving on time for meetings also demonstrates respect for board members who have made the effort to get to the meeting on time.

Socializing with other board members is important to the building the team atmosphere, but socializing needs to be done before and after the meeting and kept to a minimum during the meeting. The meeting should have a friendly, businesslike tone always focused on the agenda item at hand.

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### *Stick to the agenda (IC 5-14-1.5-4(a))*

Your board meeting should run according to an agenda plan prepared by the director and the board president. The purpose of the agenda is to lock onto a clear direction for the meeting. The board president will ask the board to formally vote to approve the agenda plan at the beginning of the meeting. When the board approves a written meeting agenda, board members agree to discuss only those issues on the approved agenda. Even though the board president and the director prepare the agenda, the agenda is the board's plan and all board members have a right to place issues onto the agenda by bringing those issues to the attention of the director or the board president.

Placing issues on the agenda at the last minute is not appropriate because the rest of the board team has not had time to consider the issue and will not be ready to discuss it in an informed manner.

Many issues that get on the agenda at the last minute are issues that could be handled outside the meeting more efficiently. There are certainly issues that will have to come before the board at the last minute that need to go on the agenda for discussion, but they should be very rare.

Last minute attempts to get something on the agenda are usually an indication that a board member has a complaint and wants a soapbox.

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### *Minutes of the meeting (IC 5-14-1.5-4(b)(c))*

At each meeting you will be asked to approve the minutes of the previous meeting. This is a portion of the meeting you will not want to take lightly. The meeting minutes, when approved by a formal vote or by consensus of the board, are the official legal record of what happened at the board meeting.

The minutes are also an important communication between the board and constituents. If you are a new board member, you should examine the minutes of the board meetings for at least the past year. That will give you a good perspective on the issues the board has faced and how the board handled these issues.

Any board member has a right to ask the board to correct errors in the minutes before the board accepts the minutes as a record of the previous meeting.

But board members do not have a right to demand that their reasons for voting a certain way or their detailed views about an issue be recorded in the minutes. Every board member should have full opportunity to express a viewpoint prior to the vote on any issue, so there's no good reason to extend the debate into the voting process. Your "yes" or "no" vote will represent your views on the issue.

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### *Reports to the board*

During the meeting, board members will likely hear reports from committees, the director and staff. The reports will provide the background and information the board needs to deal with the issues on the agenda for the rest of the meeting.

Often, the reports will conclude with a recommendation for board action. If those reports were in written form and sent to the board members prior to the meeting, you should be well prepared to take action on those reports without having them read to you during the meeting. Those making the reports during the meeting will simply highlight information, clarify items, and answer questions.

To Do This: (1)	You Say This	May You Interrupt Speaker?	Must you be seconded?	Is the Motion Debatable?	Is the Motion Amendable?	What Vote is Required?
Adjourn the meeting	"I move that we adjourn."	May not interrupt speaker	Must be seconded	Not debatable	Not amendable	Majority vote required
Recess the meeting	"I move that we recess until..."	May not interrupt speaker	Must be seconded	Not debatable	Amendable	Majority vote required
Complain about noise, room temperature, etc.	"Point of privilege."	May interrupt speaker	No second needed	Not debatable (2)	Not amendable	No vote required (3)
Suspend further consideration of something	"I move we table it."	May not interrupt speaker	Must be seconded	Not debatable	Not amendable	Majority vote required
End debate	"I move the previous question."	May not interrupt speaker	Must be seconded	Debatable	Amendable	Two-thirds vote required
Postpone consideration of something	"I move we postpone this matter until..."	May not interrupt speaker	Must be seconded	Debatable	Amendable	Two-thirds vote required
Have something studied further	"I move we refer this matter to a committee."	May not interrupt speaker	Must be seconded	Debatable	Amendable	Majority vote required
Amend a motion	"I move that this motion be amended by..."	May not interrupt speaker	Must be seconded	Debatable	Amendable	Majority vote required
Introduce business (a primary motion)	"I move that..."	May not interrupt speaker	Must be seconded	Debatable	Amendable	Majority vote required
<p>(1) The motions or points above are listed in established order or precedence.  When any one of them is pending, you may not introduce another that's listed below it, but you may introduce another that's listed above it.</p> <p>(2) In this case, any resulting motion is debatable.</p> <p>(3) Chair decides.</p>						

To Do This: (4)	You Say This	May You Interrupt Speaker?	Must you be seconded?	Is the Motion Debatable?	Is the Motion Amendable?	What Vote is Required?
Object to procedure or a personal affront	"Point of order."	May not interrupt speaker	No second needed	Not debatable	Not amendable	No vote required, chair decides
Request information	"Point of information."	If urgent, may interrupt	No second needed	Not debatable	Not amendable	No vote required
Ask for vote by actual count to verify voice vote	"I call for a division of the house."	May not interrupt speaker (5)	No second needed	Not debatable	Not amendable	No vote required unless someone objects (6)
Object to considering some undiplomatic or improper matter	"I object to consideration of this question."	May not interrupt speaker	Must be seconded	Not debatable	Not amendable	Two-thirds vote required
Take up a matter previously tabled	"I move we take from the table..."	May not interrupt speaker	Must be seconded	Debatable	Amendable	Majority required
Reconsider something already disposed of	"I move we now (or later) reconsider our action relative to..."	May interrupt speaker	Must be seconded	Debatable if original motion is debatable	Not amendable	Majority required
Consider something out of its scheduled order	"I move we suspend the rules and consider..."	May not interrupt speaker	Must be seconded	Not debatable	Not amendable	Two-thirds vote required
Vote on a ruling by the chair	"I appeal the chair's decision."	May interrupt speaker	Must be seconded	Debatable	Not Amendable	Majority in negative required to reverse chair's decision.
<p>(4) The motions or points above are listed in established order or precedence.  When any one of them is pending, you may not introduce another that's listed below it, but you may introduce another that's listed above it.</p> <p>(5) In this case, any resulting motion is debatable.</p> <p>(6) Chair decides.</p>						

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## *Making Motions*

You can bring business before the board by making a motion. A motion is a formal request or proposal for the board to take action.

To make a motion, you simply address the chairperson and state "I move that..." and state the action you wish the board to take. Most motions require that another board member support the request for action by seconding the motion.

Once the motion is seconded and restated by the chairperson, the board begins discussion of the motion. Some motions do not require discussion. (See the parliamentary procedures chart on the previous two pages.)

By requiring a motion on an issue prior to discussion, the board focuses discussion on agenda items only and stays on track. When the discussion is preceded by a motion, the chairperson can insist that board members limit discussion to the motion on the table.

Motions usually come from two major sources, committee reports and director recommendation, but board members may make motions at any time in accordance with your parliamentary guide.

After a motion is made and seconded, there should be plenty of time to discuss freely all the pros and cons of any issue. But when the discussion jumps from one subject to another and fails to focus on the issue at hand, the result will be disappointing to everyone.

The board chairperson should make sure that all the issues that need to be discussed get on the agenda and board members should take all the time they need to discuss those issues. The chairperson and all board members must work to keep the discussion moving towards a decision--that's the reason the issue is on the agenda.

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## *Voting IC 5-14-1.5-3(b)*

Once the motion has been discussed thoroughly, the chairperson will call for board members to vote on the motion. You may be asked to vote by saying "aye" (yes) or "nay" (no) in a voice vote, by a show of hands or in a roll-call vote. Your vote will be recorded in the minutes.

Once the vote is taken, the chairperson will declare that the motion passes or fails and move on to the next agenda item.

Use the meeting evaluation form that follows this

Abstaining rather than voting "yes" or "no" on a motion before the board should be very rare and is usually appropriate only when you have a conflict of interests in the issue before the board. You are appointed to express an opinion on the issues, and abstaining expresses no opinion.

chapter to occasionally check yourself on meeting performance. Then set some goals to improve those weaknesses at future board meetings.

### *Meeting in the sunshine – The Indiana “Open Door” Law (IC 5-14-1.5)*

Indiana public library boards must follow the state's sunshine law known as the "Open Door" law. Public libraries, like other tax-supported agencies, must operate in the best interest of the public. The Open Door statute, requiring that all meetings be held in public, is designed to protect the public from secret dealings by public agency boards. Public notice of the date, time and place of regular meetings, executive sessions or rescheduled or reconvened meetings must be posted and given to the media at least 48 hours before the meeting. Very simply, this statute is protection against abuse of public power.

Any meeting of a public library board in Indiana is subject to the Indiana Open Door law. Exceptions to the definition of a meeting are "social or chance gatherings not intended to avoid" the statute.

With a few notable exceptions, meetings of public agencies must be open to the public. Meetings closed to the public or "executive sessions" may only be held (IC 5-14-1.5- 6.1):

1. Where authorized by federal or state law.
2. For discussion of strategy with respect to collective bargaining, initiation of litigation or litigation which is either pending or has been threatened specifically in writing, the implementation of security systems, or the purchase of real property up to the time a contract or option to purchase or lease is executed by the parties; however, all such strategy discussions must be necessary for competitive or bargaining reasons.
3. Interviews with industrial or commercial prospects or their agents.
4. Interviews with prospective employees.
5. With respect to any individual over whom the governing body has jurisdiction, to receive information concerning the individual's alleged misconduct, and to discuss, prior to any determination, that individual's status as employee, student, or independent contractor.
6. For discussion of records classified as confidential by state or federal statute.
7. To discuss any placement decision of an individual employee's abilities, past performance, and behavior.
8. To discuss the job performance evaluation of an individual employee.

**Closed meetings cannot result in a final decision** and must comply with the notice and memorandum sections of the law. All voting must be done in open session. IC 5-14-1.5- 6.1(c)

The law does not mandate that agendas be used. It does require that if a written agenda is used, it must be posted on the door of the meeting room. There is no requirement to send an agenda along with the meeting notice to the media, nor to post the agenda forty-eight hours in advance.

If you use a meeting agenda, your agendas should inform and guide the public and the library board in the conduct of the meeting. Deviations that are consistent with those purposes and are not disorderly are not in conflict with the intent of the Open Door Law.

Although "reasonable" is subject to some interpretation, the practice of not releasing the minutes until they are accepted and approved by the board at the next regular meeting is not acceptable.

To avoid duplication of effort and still comply with the law, prepare the minutes of each meeting and make them available within a day or two of the meeting. The minutes must include the items mentioned above but could also include any other details desired by the board. There is no requirement to mail the minutes to the media.

Unless otherwise provided by law, every citizen of the state has the right to inspect the public records of public libraries during their regular business hours, and to copy from the records so inspected. Reasonable charges may be made for photocopying such records.

The term "public records" applies to any writing in existence as a result of any statute or regulation of any administrative body or agency of the state, including libraries. This right to inspect does not apply to public records which are declared to be confidential under existing laws. Personnel files are generally not public record.

### *Learn to live comfortably with the Open Door law (IC 5-14-1.5)*

It is somewhat difficult for board members to conduct a meeting and speak candidly with the public or media representatives watching and listening. Board members often feel they must be overly responsive to those listening, and the result can be deliberation that seems aimed more at the audience than at the rest of the board team -- speeches rather than deliberations. Some board members may be so intimidated by an audience that they don't speak at all and all sides of the issue are not considered.

The Open Door law can generate conflict and confrontation between a board that finds it hard to be candid in public and public members suspicious of a board that shuts them out of a closed session.

Attempting to circumvent the Open Door law is dangerous, and unnecessary. Your board can function well in the open and within the law if you learn to control the situation. Here are a few important considerations to make living with the Open Door law easier:

Minutes are to be kept of each meeting and closed session. This written record must include:

1. Date, time, and place of the meeting
2. Library board members present and absent
3. General substance of all matters proposed or discussed

1. Keep in mind that you have been chosen to represent a large number of people. The people who show up at a board meeting usually represent a very small percentage of your constituents and should not have an undue influence on your actions.
2. Your board should have a clear policy about regulating the activity of outsiders who attend your board meetings. If you have a public forum section on the agenda, it should be short and follow strict rules for those who speak to the board. Board policy should state that the board will listen, but will not respond, to those who speak during the open forum.

This is a time for listening, not uncontrolled debate. If there is need for response from the board, it should come at a later time when the board has had time to deliberate the issue, to seek more information, or to take recommendations from the director.

3. Understand that your board meeting is a meeting conducted in public, not a public meeting. In other words, the public is there to watch the board work, not to participate in the board meeting.

### *The media and the Open Door IC 5-14-1.5-2(j)*

Be aware that newspaper and other non-print media reporters will be very knowledgeable about the Open Door law and how it applies to your board. Keep in mind that media representatives have no more rights under the law than any other citizen, but they will be much more knowledgeable about the law than most.

Cooperation rather than conflict with media representatives and understanding clearly what your board's obligation is under the law is the key to dealing with the media.

For more information on the Open Door Law, please read the **Handbook on Indiana's Public Access Laws:** <https://www.in.gov/pac/files/PAC%20Handbook%202017.pdf>

## *The board evaluates its meetings*

The outcome of any meeting depends heavily on the process. A well-organized and well-managed meeting produces good results. A disorganized meeting produces frustration and anger and does nothing for your library.

Just as you pay careful attention to maintenance of your car so it will continue to get you where you want to go, you must also pay careful attention to the maintenance of your meeting process so it will get the board where it wants to go.

The following questions will help you assess your board or committee meeting process and suggest some ways to improve that process. All members of the board team--board members and director--should complete the form individually and then discuss the results as a team. Use the evaluation form several times per year and compare the results with the previous evaluation results.

### **Circle the response that best describes your meetings:**

- |   |     |    |           |
|---|-----|----|-----------|
| 1) Do meetings begin and end on time?   | YES | NO | SOMETIMES |
| 2) Do meetings have a positive tone?  | YES | NO | SOMETIMES |
| 3) Does the board chairperson lead the meetings?  | YES | NO | SOMETIMES |
| 4) Does everyone come prepared?   | YES | NO | SOMETIMES |
| 5) Do board members stick to the agenda?  | YES | NO | SOMETIMES |
| 6) Does the board work for consensus?   | YES | NO | SOMETIMES |
| 7) Do all members participate in discussions?   | YES | NO | SOMETIMES |
| 8) Are meetings completed in less than two hours?   | YES | NO | SOMETIMES |
| 9) Is the director encouraged to participate?   | YES | NO | SOMETIMES |
| 10) Is the meeting room comfortable?  | YES | NO | SOMETIMES |
| 11) Has the board agreed on a parliamentary resource such as <b><i>Roberts Rules of Order</i></b> ? | YES | NO | SOMETIMES |
| 12) Does the board have enough information to make decisions about agenda items?                    | YES | NO | SOMETIMES |

13)	Do at least 90-95% of the members attend?	YES	NO	SOMETIMES
14)	Does the agenda focus on policy issues rather than management issues?	YES	NO	SOMETIMES
15)	Are board members equal in the discussions and not dominated by one or two members?	YES	NO	SOMETIMES
16)	Do board committees demonstrate that they are working and producing results?	YES	NO	SOMETIMES
17)	Is discussion cordial and does it avoid personal attack?	YES	NO	SOMETIMES
18)	Do board members feel free to express even dissenting viewpoints?	YES	NO	SOMETIMES
19)	Do board members leave the meeting still feeling like a team?	YES	NO	SOMETIMES
20)	Do board members leave the meeting with a feeling of accomplishment?	YES	NO	SOMETIMES

Evaluation follow-up:

If you circled any "NO" or "SOMETIMES" responses, list below the actions you will take to correct the problem so your meetings will run better and produce better results.

Our next meeting review will be\_\_\_\_\_.

## Chapter 11: The Decision-Making Process

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**Y**our board team will have to make dozens of decisions all the way from deciding meeting times to deciding to build a new building.

**Good decisions aren't made "by the seat of your pants." Good decisions are made through a logical, common-sense process that includes plenty of pertinent information, expert advice, experience, vision and exchange of ideas among members of the board team.**

Politics, special interests and personal bias are realities that always come into play when a board attempts to make a team decision, but with a well-understood and followed decision-making process, those elements can be controlled and the board team can make good decisions.

### *A model for making decisions*

You can't deliberate an issue by the numbers, but each deliberation with the rest of your board team should have some common elements, including:

**1) Define the issue clearly.** First make sure that all members of the board team are on the same channel. You could deliberate for hours an issue that deserves only a few minutes if all board members aren't clear about what the issue really is. The best way to avoid that is to get a motion on the table right away so everyone can focus on that specific motion. The chairperson should make it clear to all what a positive or a negative vote means. If you are not clear about the intent or meaning of the motion, ask the maker of the motion to clarify.

**2) Look at the information.** Good information is the only way a board team can understand enough about the issues to make good decisions. Your experience is a prime source of valuable information. Other board members will have valuable information and insights.

But board members are not on the front line with the daily business of the library and probably have limited expertise in library management. That means you have to rely on information from a variety of other people. The director and committee reports are standard sources for information about the issues that come before the board. Call on outside experts when necessary.

Board members aren't appointed for their expertise and experience in running a library, but rather their ability to ask the right questions, draw upon their experience and leadership skills and make good, informed decisions for the good of the library and community.

**3) Consider the alternatives.** Approach every issue with an open mind, believing that there is more than one side to every issue. What seems obvious at first glance may prove to have serious consequences down the road. Play the "devil's advocate," ask the tough questions and encourage other members of the team to voice opinions even though they may not agree with the majority.

Even a strong recommendation from the director or a board committee must not be accepted without a hard look at the possible alternatives. The director and committees should be expected to deliver a list of alternatives they have considered in arriving at their final recommendation.

**4) Seek assistance.** You should expect a recommendation from your director on all issues before the board. Never be afraid to seek help from outside the board from attorneys and other specialists who can help you make the decision. Just remember that no matter who recommends what or who advises you how to vote, the board has the ultimate responsibility and liability for the decisions they make. You can't blame others for your poor decisions.

**5) Bounce the issue off your mission and long-range goals.** All that you do should be in line with the mission of the library. Every decision the board makes should be in line with the long-range plan of the library and somehow advance the mission. You should also be able to say that every decision is for the greatest good of those who use the library.

**6) Project the consequences.** This is where the board member's vision comes in. A board decision cannot be made in isolation from all other things going on in the library. You must consider how this decision will affect people, programs and plans. How will the community be affected by your decision? Are there possible legal problems with this decision? Will a decision to spend money in one area mean that less money will be available for other areas?

A decision today could well have consequences for years to come. For example, a decision to build a new building would be very short-sighted if it did not take into consideration the cost of upkeep and maintenance for the life of the building.

**7) Vote. IC 5-14-1.5-3.** This is where you put it all together and voice your own individual decision on the issue. Set aside personal bias and emotions and cast the vote for what you think is the best decision for the library.

No matter how carefully you make your decision, the other board members' decisions may not agree with yours. Just as you are obligated to make your best individual decision, you also have a strong obligation to accept the decision of the majority of the board team no matter how you voted.

You and your board will not always make the best decisions because there are roadblocks waiting for you. Understanding the roadblocks will help you make more good decisions than bad ones.

### *Avoiding poor decisions*

**Poor information** is a major cause of poor board decisions. Not asking the right questions, listening to the wrong people or simply letting your ego lead you to believe you know all you need to know about the issue, can lead quickly to a poor decision. Plenty of good information is your first line of defense against poor decisions.

**Not allowing time for good deliberation** of an issue will result in a poor decision. Items put on the agenda at the last minute should be a red flag that says there is danger of a poor decision here. Cutting off debate before all board members have a good opportunity to discuss the issue may deprive the board of insights needed for a good decision.

**Pressure from individuals or special interest groups** often results in poor decisions from board members who simply want to get out from under the pressure -- no matter the cost. The key to removing this roadblock is a policy that says we listen to all segments and then make all decisions based on what's best for all who use the library.

**Emotions** often trip up trustees and lead to poor decisions. At some time most boards will have heated debate over an issue. But board members must recognize when debate has gone beyond spirited discussion and fallen into a personal attack, anger and argument. When that happens, it's time to break or table the issue until all cool down. Voting on an issue when board members have forgotten the facts and are operating on emotions will result in a poor decision.

### *Working for consensus of the board team*

Many of the decisions your board team makes will be done by consensus. Consensus simply means that all board members accept a decision on an issue even though each board member may not completely agree with the decision.

To reach consensus, an issue is discussed until agreement among all board members is reached. This is a more time-consuming and difficult method of decision making, but it has very great advantages over the majority vote. Consensus avoids conflict and splits among board members. Coming to consensus also forces a board to discuss an issue more thoroughly to bring all members into line.

Compromise is at the heart of arriving at consensus on any issue. Although the decision is not the one you would make if it were yours alone, it should be a decision that you can live with, knowing that none of the board members has won or lost, but all have compromised.

A formal vote may follow the consensus agreement to be recorded in the meeting minutes, or the minutes may simply say that consensus of all board members was reached on the issue. (Caution: Some issues require a formal vote.)

Simple issues, such as taking a recess during the meeting or setting the next meeting date, might easily be done by consensus. Sometimes more difficult issues can be handled by consensus.

It is not possible to arrive at consensus on all issues, but all board decisions will be better decisions if board members at least use the process of attempting to arrive at consensus on all issues.

## Chapter 12: Committees (IC 5-14-1.5-2(b)(3))

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**T**he many and complex issues with which your board works cannot always be handled efficiently by the full board. Many issues may be handed to board committees for study with the understanding the committees will make recommendations to the full board.

At some time in your service on the library board you will be asked to serve on at least one committee, and you need to understand the nature and purpose of committees.

Committee work is a good place for board members to offer any special expertise you may have, but service on committees is not limited to experts in the committee subject. Committee service is a good way to learn more about the library.

Often some of the committee members are selected from people outside the board so that additional expertise can be utilized by the board through the committee. Involving nonboard members also builds ownership among other members of the public and opens a new avenue of communication between library and community.

### *Committees have no power or authority*

Whatever the name or type of committee, the only purpose of that committee is to extend the capabilities of the board. Committees are not autonomous groups with loose connections to the board, but rather extensions of the board and always responsible to the full board.

Committees have no power or authority beyond what is granted to them by the full board. The only action committees can traditionally take is to study an issue assigned by the full board and make recommendations to the full board about the assigned issues.

### *Committees are accountable to the full board*

If your committee system is well defined and controlled, (board bylaws should describe this) and the committees are being held properly accountable, you should receive regular reports from each committee. The committee reports should explain what the committee has been doing for the board and make recommendations for board action.

Board members not on the committee should feel free to ask questions and get clarification from committee members, but avoid repeating work the committee has done. The purpose of the committee

is to save time for the board. If the full board repeats the committee discussions after the committee reports to the board, the board has not saved time but rather doubled the time spent on the issue.

### *Types of committees*

Your board may already have standing or permanent committees that are described in the bylaws of the library and function year round. As certain important issues arise, the board may also appoint temporary or "ad hoc" committees to study those issues for the board.

At certain times, the board may meet as a committee of the whole. The difference between a meeting of the board as a committee of the whole and a regular board meeting is that the board in committee is focusing on one subject and does not take final action.

Regular board meetings do not allow time for extensive discussion of one issue, so the board meets as a committee of the whole to give itself that time for in-depth discussion. The issue is then presented as a committee report at the regular board meeting and formal action is taken there. Committee meetings are subject to the same Open Door rules as regular board meetings.

Your board may also have an executive committee. This committee is usually composed of the board officers and the director. It often has limited powers to act for the board in emergencies, but must have all actions ratified by the board at the next regular meeting.

### *Your responsibility as a committee*

You should approach committee meetings as seriously as you do the regular board meetings. Prepare for the meetings, attend the meetings and take part in the discussions. If you have an assignment from the committee, complete it in a timely manner. Remember, committees are an extension of the board.

When you are appointed to a committee, it is your responsibility to learn the mission of the committee, when and where the committee meets and the names of other members of the committee. You should also examine the history of the committee and the minutes of their meetings for at least the past year so that you are up and running with the committee as soon as possible.

Help your committee stay focused on its responsibility and accountability to the full board. Although committee meetings are usually not as formal as a full board meeting, they should have a distinct structure, agenda and goals. When the committee completes its meeting, there should be a clear result of the meeting that can be reported to the full board.

**Committees are a valuable extension of the board,  
but only if they work in an orderly and accountable fashion.**

## Chapter 13: Managing Liability as a Board Member (IC 34-6-2-127 and IC 34-30-4)

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**T**his is unquestionably an age of litigation. We are quick to take each other to court for the smallest of reasons. When you take on the very public responsibility of governing the library, you naturally get the liability of that task as part of the package. The season is always open on public figures.

The liability risk is not an overwhelming factor in service to this board. It is relatively rare that a nonprofit board member is successfully sued for actions as a board member. But it's just good business to assess the risk and understand the extent of your liability.

Legal requirements for the library board, such as compliance with the Indiana "Open Door" law and conflict of interests, is covered in more detail in other sections of this manual. But there are a few general rules that every board member should understand to reduce risk for yourself and the library.

**1) Pay attention.** Your greatest liability risk comes from negligence in doing the job as it is supposed to be done. When you miss meetings, vote on issues without adequate preparation or study, fail to carefully evaluate the financial status of the library or just don't take the time to do the job right, you are walking on dangerous ground.

Your primary task as a board member is to pay attention and keep things running right. By taking your seat at the board table, you accept that responsibility. If you then fail to actually take due care in governance of the library for the community, you are negligent and liable for that negligence.

Pay attention to financial reports and the annual audit. Read the minutes of the meetings for accuracy. Have adequate and correct information and understand the issues before making decisions. Evaluate the director and the progress of the library annually.

**2) Know your board policies well and follow them.** Failure to have a policy when you should have one or failure to abide by the policies you have approved is often a source of litigation.

**3) Use common sense in taking action as a board member.** No one has to tell you that some issues such as potential employment discrimination or manipulating funds are dangerous and will very possibly land you in court.

**4) Seek legal counsel when a question of legality arises.** Board members often approve major contracts for the library. It should be standard procedure to have contracts reviewed by an attorney before the board gives approval.

**5) Check your board's Directors and Officers (Errors and Omissions) insurance policy** to know what it covers and what it does not cover. Most homeowner's liability policies do not cover your liability as a board member, so your board should consider additional coverage for the board through the library's insurance package. See the Accounting and Uniform Compliance Guidelines Manual for Libraries for limitations on general liability insurance.

**6) Take preventative measures.** Request that your library legal counsel discuss liability risks with the full board. Many insurance companies also provide risk management programs for organizations like the library. Ask your insurance carrier to provide such a program for your board.

**7) Do only what the law says your board can do.** The general rule for staying legal for most organizations is that if the law does not prohibit something then it is permitted. However, under Indiana law, library boards may not do anything but what is spelled out in the Indiana library law. In Indiana, libraries do not have "home rule".

**8) Ask your library director to explain how your library assures compliance with the following:**

- Intellectual freedom
- Family Medical Leave Act
- Affirmative action
- Equal employment laws
- Americans with Disabilities Act
- Drug-free workplace
- Federal privacy laws
- Copyright laws
- Sexual harassment policy

Noncompliance with those laws could result in legal action against the board.

## Chapter 14: Board Member Ethics (IC 35-44-1-3 Conflict of Interest)

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**B**eyond the strict legal definition of how board members should conduct themselves, there are board member ethics. As a board member of a public library, you are a public servant. The public expects that your performance will always be above question and for the public good, not for your own interest or another special interest.

Most professional employees are covered by a code of ethics or standards of practice. The following list is a suggested code of ethical conduct your board could adopt for all board members.

### **As a member of the library board I will:**

- Listen carefully to the board members who are my teammates.
- Respect the opinion of the other board members.
- Respect and support the majority decisions of the board.
- Recognize that all authority is vested in the board when it meets in legal session and not with individual board members.
- Keep well-informed of developments that are relevant to issues that may come before the board.
- Participate actively in board meetings and actions.
- Call to the attention of the board any issues that I believe will have an adverse effect on the library.
- Attempt to interpret the needs of the community to the library and interpret the action of the library to the community.
- Refer complaints about the library to the proper level on the chain of command.
- Recognize that the board member's job is to ensure that the library is well-managed, not to manage the library.
- Vote to hire the best possible person to manage the library.
- Represent the whole community to the library and not a particular area or group.
- Do my best to ensure that the library is well maintained, financially secure, growing and always operating in the best interest of the community.
- Always work to learn more about the board member's job and how to do the job better.
- Declare any conflict of interests between my personal life and my position on the library board and avoid voting on issues that appear to be a conflict of interests.
  - SBOA Uniform Conflict of Interest, Form 236 <http://www.in.gov/sboa/2416.html>

- See also Accounting and Uniform Compliance Guidelines Manual for Libraries, Chapter 7 [http://www.in.gov/sboa/files/lib2013\\_007.pdf](http://www.in.gov/sboa/files/lib2013_007.pdf)
- Abide by the ethics and conflict of interest statements in the board bylaws, as required in 590 IAC 6-1-4(f)

**As a member of the library board, I will NOT:**

- Be critical, in or outside of the board meeting, of fellow board members or their opinions.
- Use any part of the library for my personal advantage or the personal advantage of my friends or relatives.
- Discuss the confidential proceeding of the board outside the board meeting.
- Promise prior to a meeting how I will vote on any issue in the meeting.
- Interfere with the duties of the director or undermine the director's authority.
- Miss more than 6 consecutive meetings for any reason other than illness.

## Chapter 15: Library Organizations

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State and national library organizations are important not only to the library and director but also to the board member. These associations provide valuable programs, publications, and workshops to help the trustee and staff perform more effectively in the local library. They have the same basic mission as local libraries--to provide high quality, low cost library services to the public.

Through the exchange of ideas and experiences among trustees and librarians from many libraries, solutions can often be found for local problems. The associations work effectively for library legislation, endorsing or influencing action affecting the welfare of libraries.

In publicizing libraries at the state and national level, the associations aid local libraries in their efforts to increase public awareness of services and needs.

For these reasons, board members should have a basic understanding of related state and national organizations to be able to coordinate local library efforts with those organizations. The following are some of the organizations with which your library will be affiliated.

### The Indiana Library and Historical Department (IC 4-23-7)

**The Indiana Library and Historical Department** consists of the **Indiana State Library** and the **Indiana Historical Bureau**. The former has responsibility for library service throughout the state and the latter for the publication of state historical materials.

It is a common misunderstanding that the Indiana State Library is somehow the “mother” of Indiana libraries, the regulator and governor of all libraries in Indiana. In fact, the state library relationship with local libraries is much more oriented toward being a resource and providing service and assistance.

The Indiana State Library is charged to develop and provide library service to state government, its branches, its departments and its officials and employees; to provide for the individual citizens of the state the specialized library services not generally appropriate, economical or available in other libraries of the state; to encourage and support the development of the library profession; and to strengthen services of all types of publicly and privately supported special, school, academic and public libraries.

The Indiana Library and Historical Board governs the State Library and is empowered to receive and administer state and federal aid for the improvement and development of library and

historical services in Indiana. Planning authority is also vested in the Indiana Library and Historical Board, subject to final approval by the governor.

The Indiana State Library (ISL) is composed of the following divisions:

- Administrative Division
- Catalog Division
- Circulation Support
- Genealogy
- Indiana Division
- Statewide Services Division
  - Library Development Office
  - Professional Development Office
- Management Information Service (MIS)
- Indiana Historical Bureau
  - Manuscripts/Rare Books
- Reference & Government Services
- Talking Books & Braille Library

#### Indiana Library Federation (ILF)

<https://www.ilfonline.org/>

The Indiana Library Federation (ILF) promotes library and information services in the State of Indiana, including but not limited to public awareness and policy formulation, governance, continuing education, recognition, communication, legislative advocacy, professional and technical support, planning, professional development, networking and coalitions, and intellectual freedom.

#### Indiana Library Trustee and Supporter Association (ILTSA)

<https://www.ilfonline.org/page/ILTSA>

The Indiana Library Trustee and Supporter Association (ILTSA) is an association for public library board members, within the Indiana Library Federation. Board members are automatically members of ILTSA when their library pays dues to ILF. The purpose of ILTSA is to help board members promote libraries and library services and provide continuing education to library board members so they can do their job better.

## American Library Association (ALA)

<http://www.ala.org/>

The American Library Association (ALA) is a membership organization comprised of libraries, librarians, library board members, and other interested persons from every state and many other countries. The association promotes high-quality library and information services in the United States. The ALA also supports the Office for Intellectual Freedom which will assist local libraries fighting censorship.

## United for Libraries: The Association of Library Trustees, Advocates, Friends and Foundations

<http://www.ala.org/united/>

United for Libraries is a division of ALA. United for Libraries has the specific responsibility for educating through a continuing and comprehensive program for Library Trustees to enable them to discharge their responsibilities in a manner best fitted to benefit the public and the libraries they represent. Trustee members of United for Libraries must be members of ALA.

## Friends of the Library

Friends of the Library are volunteer organizations formed in local communities by citizens who wish to assist the local library. Typical functions of Friends of the Library groups include:

- Economic aid to the library--fund raising or purchasing materials for the library.
- Volunteers to assist library staff.
- Grassroots support for political action in support of the library, and
- Assistance in fighting attempts at censorship of library materials.

## Friends of Indiana Libraries (FOIL)

<https://www.ilfonline.org/page/foildivision>

Friends of Indiana Libraries (FOIL) is a division of the Indiana Library Federation that operates as a clearinghouse of information about the activities of local Friends of the Library groups. FOIL can also help local communities establish a Friends of the Library group and coordinate a network of volunteers working for passage of library legislation. Individuals and local Friends groups may become members of FOIL.

## Appendix

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In reading materials about the library, you can expect to regularly encounter acronyms used by library directors, staff and state association personnel. Here's a handy reference list to help you decipher the code:

### A

**AASL** American Association of School Librarians  
**ABE** Adult Basic Education  
**ACA** American Correctional Association  
**ACRL** Association of College and Research Libraries  
**ADA** Americans with Disabilities Act  
**ADOLPLI** Administrators of Large Public Libraries in Indiana  
**AISLE** Association of Indiana School Library Educators  
**ALA** American Library Association  
**ALI** Academic Libraries of Indiana  
**ALSC** Association for Library Services to Children  
**ARL** Association of Research Libraries  
**ASIS** American Society for Information Science  
**AV** Audio visual

### B

**BARD** Braille and Audio Reading Download, National Library Service for the Blind and Physically Handicapped (NLS)

### C

**CBW** Children's Book Week  
**CE** Continuing Education  
**CEA** Correctional Education Association  
**CEDIT** County Economic Development Income Tax  
**COSLA** Chief Officers of State Library Agencies  
**CVET** Commercial Vehicle Excise Tax  
**CYPD** Children & Young People's Division (ILF)

### D

**DE** Distance Education  
**DL** Distance Learning  
**DOE** Dept. of Education, Indiana

### E

**E-Rate** Education rate (discounted telecommunications services for schools K-12 and public libraries)  
**ERIC** Educational Research Information Center

### F

**FOIL** Friends of Indiana Libraries

### G

**GPO** Government Printing Office

### I

**IAACE** Indiana Association for Adult and Continuing Education  
**IAC** Indiana Arts Commission  
**IALA** Indiana Academic Library Association  
**ICA** Indiana Correction Association  
**IHB** Indiana Historical Bureau  
**IHETS** Indiana Higher Education Telecommunications System  
**IHSLA** Indiana Health Science Librarians Association  
**ILF** Indiana Library Federation  
**ILHB** Indiana Library and Historical Board  
**ILTSA** Indiana Library Trustee and Supporter Association  
**IMLS** Institute of Museums & Library Services

**INPRS** Indiana Public Retirement System  
**INSPIRE** Indiana Spectrum of Information Resources  
**IOLUG** Indiana Online Users Group  
**IPLA** Indiana Public Library Association  
**ISL** Indiana State Library

#### L

**LC** Library of Congress  
**LDO** Library Development Office, ISL  
**LEU** Library Education Unit  
**LIT** Local Income Tax  
**LSTA** Library Services and Technology Act

#### M

**MARC** Machine Readable Cataloging, LC  
**MCLS** Midwest Collaborative for Library Services  
**MEDLINE** Medical Information Database

#### N

**NEA** National Endowment for the Arts  
**NEH** National Endowment for the Humanities  
**NICCL** Northern Indiana Computer Consortium for Libraries  
**NILART** Northern Indiana Library Administrators Roundtable  
**NLM** National Library of Medicine  
**NLS** National Library Service for the Blind and Physically Handicapped  
**NLW** National Library Week  
**NREN** National Research and Education Network

#### O

**OCLC** Online Computer Library Center, Inc.  
**OPAC** Online Public Access Catalog

#### P

**PAC** Public Access Catalog  
**PALNI** Private Academic Library Network of Indiana  
**PDO** Professional Development Office, ISL  
**PERF** Public Employees Retirement Fund  
**PLA** Public Library Association  
**PLAC** Public Library Access Card

#### R

**RB** Reciprocal Borrowing  
**RLIN** Research Library Information Network  
**RUSA** Reference and User Services Association, ALA

#### S

**SLA** Special Library Association  
**SLC** School and Libraries Corporation  
**SRCS** Statewide Remote Circulation Service

#### T

**TBBL** Indiana Talking Book and Braille Library, ISL

#### U

**USDOE** U.S. Department of Education  
**USF** Universal Service Fund

# Indiana Library Laws

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Indiana Code 36-12-1

<http://iga.in.gov/legislative/laws/2020/ic/titles/036/#36-12-1>

Public Library Certification IAC 590 5

<http://www.in.gov/legislative/iac/T05900/A00050.PDF>

Public Library Standards IAC 590 6

<http://www.in.gov/legislative/iac/T05900/A00060.PDF>