The Saskatchewan Spring of 2017: 34 days that shook the province and led to the provincial government reinstating funding to public libraries

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Abstract

On March 22, 2017, the Government of Saskatchewan tabled its budget for fiscal year 2017-2018. There were deep cuts in many sectors. One of the biggest budget cuts percentage-wise was to public libraries. The Ministry of Education announced that 100% of operating grant funding ($1.3 million) to the province’s two largest municipal library systems (Regina and Saskatoon) would be eliminated. Additionally, seven of eight regional library systems would have a 58% reduction of $3.5 million in operating funding from the government (Ministry of Education, 2017). Reaction to the news was immediate and support within and outside Saskatchewan grew quickly to have the decision reversed. This article describes the incredible series of events made by the general public and key stakeholders in the library community that led to the Government of Saskatchewan reinstating all funding for 2017-2018 to public libraries 34 days after the budget was tabled.
Keywords
Saskatchewan public libraries, public library funding, Government of Saskatchewan, public library advocacy

Introduction

Saskatchewan demographics

The province of Saskatchewan is located in Western Canada and has a population of approximately 1.16 million (Government of Saskatchewan, 2017). The province has 16 cities but only two (Regina and Saskatoon) have a population of more than 40,000. Saskatchewan is large and sparsely populated, with no large cities and an abundance of small towns and villages. Population distribution patterns are different in Saskatchewan compared to its two bordering provinces of Alberta and Manitoba. For example, Saskatchewan has “…147 towns, 320 villages, 296 rural municipalities and 51.6% of the province's population live in small urban and rural municipalities” (Government of Saskatchewan, 2017). Saskatchewan has the largest number of municipal governments per capita among all provinces in Canada. With 781 governments for a population of just over one million, there is a municipal government for every 1,323 people. Ontario, with a provincial population of almost 13 times that of Saskatchewan, has 444 municipal governments, or one for every 28,800 people (Hall & Olfert, 2015). One caveat is that Ontario’s criteria for the incorporation of communities into villages, towns, and cities may differ from those of Saskatchewan. Only Newfoundland had a lower population density per square kilometer than Saskatchewan among all provinces. About 150 communities in southern Saskatchewan have fewer than 100 residents (Moazzami, 2015, 6).

Overview of Saskatchewan public libraries

The library community and the Government of Saskatchewan have pioneered innovative and collaborative projects for decades. All public library systems in the province are governed by The Public Libraries Act, 1996 and The Public Libraries Regulations, 1996. Saskatchewan has ten public library systems: two municipal, seven regional, and the Northern Library System. There are more than 300 public libraries in the province. Each regional library system consists of a large geographical area that is represented by a group of cities, towns, villages, and rural municipalities that have joined together to deliver library services. Saskatchewan also has municipal, local, and regional library boards. Many municipal governments pay salaries for library workers. Local governments also pay for rent or own physical buildings which house libraries.

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1 The Government of Saskatchewan states that a community must have a population of at least 300 to be incorporated as a village. Section 52(1) of The Municipalities Act states that a town can be incorporated with a minimum population of 500 residents. Section 39(1) of The Cities Act states that a city can be incorporated if a community has at least 5,000 residents.

Saskatchewan’s public library system is intricate and has more than 2,500 volunteer board members (Regina Public Library, 2017).

One important entity in the province’s library community is the Saskatchewan Provincial Library and Literacy Office (PLLO). The organization falls under the jurisdiction of the government’s Ministry of Education. The PLLO, headed by an individual with the title of Executive Director and Provincial Librarian, supports the province-wide library system, coordinates public library service development, administers library grants, and is secretariat to Saskatchewan’s Multitype Library Board.

A second organization is the Saskatchewan Information and Library Services Consortium (SILS). It is a non-profit corporation that was established in 2009. The objective of SILS is to provide equitable access to library services through one-card access to public library resources for all citizens in the province. The partnership began with five library systems but expanded to 10 when the project received $5.2 million from the Government of Saskatchewan. In 2010 a single, searchable integrated library system (ILS) of over one million records was unveiled. SILS instituted the first province-wide seamless interlibrary loan system in Canada. Cardholders could request materials for pickup from any branch and return materials to any branch. The purpose of SILS was expanded beyond the ILS when the consortium’s bylaws permitted all public library systems to work cooperatively to deliver and provide library services and resources effectively and efficiently. All geographic areas in Saskatchewan are served; for public libraries in Canada, policy agreement on this scale remains unprecedented. SILS is funded by its members and the PLLO (SILS, 2017).

A third entity is the Saskatchewan Library Association (SLA). It was established in 1942 and is the province’s largest and only multi-sector library association, in terms of membership and operating budget. SLA is a volunteer and non-profit organization that has charitable status. The association is member-driven and, as of November 6, 2017, consists of 154 individual members and 39 institutional members. There is also an elected eight-member board of directors that oversees several committees. SLA provides advocacy, membership benefits, and cultural opportunities for library workers and the public at large through its general operations and programs. The association’s vision is to build an engaged library and information community that is an active force in Saskatchewan’s social, economic, and cultural development and its mission is to be the voice of and support for Saskatchewan’s library community (Saskatchewan Library Association, 2017). SLA’s major funder is SaskCulture/SaskLotteries.

**Emergency advocacy**

**Public library funding decimated**

On March 22, 2017, the Government of Saskatchewan tabled its budget for fiscal year 2017-2018. This was the government’s first budget since the ruling right-wing
Saskatchewan Party had won its third majority government in April 2016 (O’Connor, 2016). There were deep budget cuts in many sectors in an attempt to start balancing the budget, due to a significant loss of revenue from commodity prices in potash and oil. In July 2017 the government reported that the deficit for last year was $1.2 billion—triple what was predicted (Hunter, 2017). Highlights of the budget included the provincial sales tax being raised from 1% to 6%, operating funding for post-secondary institutions and school divisions cut by 5% and 1.2% respectively, and the closure of the Saskatchewan Transportation Company (STC) (Deibert & Switzer, 2017). The STC was a public passenger bus service; it also delivered freight and interlibrary loan (ILL) materials. Significant cuts to public libraries would jeopardize the modestly funded but nationally recognized province-wide public library system.

An interesting point is that education, which includes public libraries, has the second lowest capital and repair expenditures among Saskatchewan’s ten largest sectors (Government of Saskatchewan, 2017). Unfortunately, one of the biggest cuts percentage-wise in the tabled budget was funding to public libraries. The Ministry of Education announced that 100% of operating grant funding ($1.3 million) to the province’s two largest municipal library systems (Regina and Saskatoon) would be eliminated. Additionally, seven of eight regional library systems would have a 58% reduction of $3.5 million in operating funding. Funding for the Pahkisimon Nuyeʔáh Library System (PNLS), in Saskatchewan’s North, remained unchanged at $974,000 (Ministry of Education, 2017). The percentage of the cuts relative to the total operating budget of the provincial government was practically insignificant. This calculation was based upon $4.8 million in cuts to public libraries out of the provincial government’s total expenses of $14.84 billion (Government of Saskatchewan, 2017a). The positive impact libraries have on communities is tremendous and the budget cuts would be devastating to many. Reaction to the news was immediate and support within and outside of Saskatchewan grew quickly to have the cuts reversed.

**SLA Board takes action**

SLA President Michael Shires and the association’s executive director received inquiries from Canada’s library community almost immediately after the new budget was tabled. It was fortuitous that a regularly scheduled face-to-face board meeting occurred on March 27 in Regina. SLA’s Board of Directors affirmed that the president would be the primary public spokesperson during the budget cuts crisis. The association’s president would write statement letters to government and potentially affected organizations and be available to the media.

The association’s board advocacy work began when the president coordinated drafting a media release four days after the budget was tabled. The statement indicated the association reacted with deep concern, cited the many services libraries provided, advocated that all residents needed to continue having equal access to a variety of library programs and resources, and asked the government to reconsider its decision (Saskatchewan Library Association, 2017a). SLA’s president used a moderate tone in a letter written to the premier (cc’d to all Saskatchewan Members of the Legislative Assembly [MLA] on April 6). The letter encouraged the government to consult with
stakeholders within and outside the library community. Similar letters were written to four key non-library sector stakeholders: Saskatchewan Urban Municipalities Association, Saskatchewan Association of Rural Municipalities, Saskatchewan School Boards Association, and the Federation of Sovereign Indigenous Nations.

The president attended a public rally in Regina on March 25 and initiated a brief interview that was broadcast on television. The first media request for an interview occurred during the March 27 board meeting and most of the interview aired on television that evening. During the interview, the president encouraged SLA members and the general public to embark on an aggressive letter-writing campaign. SLA’s Board created an online letter-writing toolkit for people to contact their local MLA. Strategies for writing were borrowed (with permission) from Wendy Newman, a long-time Canadian library advocate expert, and her archived massive open online course (MOOC) called Library Advocacy Unshushed. People were encouraged to tell (ideally in writing) their unique story of how using their local library helped them in some way. The president stated in all interviews to the media that this personalized strategy would resonate more with politicians compared to individuals sending a generic response stating that the cuts needed to be reversed. When the crisis ended on April 24, SLA had been contacted by six media outlets for interviews.

SLA’s Board wanted the association’s website to be a source of information during the crisis. SLA would help provide public education and coordinate publishing fact sheets about the implications of the library budget cuts. The association’s president shared information with targeted people and institutions on social media and used an established library budget cuts handle #saveSKlibraries. For example, he had various conversations with a moderator of a Facebook (FB) group called Save Saskatchewan Libraries to stay abreast of grassroots activities. The president, executive director, and other board members and attended meetings of the Regina Concerned Citizens Group.

The group was chaired by Joylene Campbell, a former provincial librarian of Saskatchewan and currently a library consultant. Membership in the group included prominent working and retired library workers who wanted to promote a campaign requiring the government to have a plebiscite on reinstating the budget cuts. SLA’s president also moderated a teleconference with leaders from Saskatchewan’s other library associations about actions taken and additional strategies that could be pursued.

The association’s president and office staff used various communication channels (e-newsletter, website, social media, and news flashes) to reach out to its membership, the province-wide library community, and other stakeholders such as the media and politicians. A new section on the association’s website, initially called Save Public Libraries, was created.4 SLA’s president regularly updated the advocacy page and it evolved into a comprehensive resource that listed fact sheets from libraries, articles from the media, and statements from organizations to have the cuts reversed. In the days that followed, 12 statements supporting Saskatchewan libraries were published by

4 When the library budget cuts decision was reversed the page name changed briefly to Public Libraries Saved and then to its current name titled Supporting All Libraries.
organizations and associations from Saskatchewan and across Canada. A majority of letters and statements were not solicited by SLA’s Board, but all were appreciated and posted online. Sustained government funding of public libraries was no longer an isolated issue confined to Saskatchewan.

**Responses to government statements**

The Minister of Education, Don Morgan, made some provocative statements in support of the government’s budget cuts to public libraries. For example, he stated that the number of library card holders had dropped by 175,000 and number of items borrowed had decreased by 1.6 million since 2007 (Morgan, 2017). The Minister also said that “The future of libraries is leaning towards electronic media. I’m not saying you shouldn’t have bricks and mortar, but there certainly is a shift” (Hamilton, 2017). The government’s message was that library operations cuts could be a large cost-saving measure that would allow libraries to reduce hours or perhaps close or amalgamate branches. The Education Minister stated on April 3 that there was a higher number of libraries in Saskatchewan compared to Manitoba and Alberta, provinces which had higher populations and fewer branches (Morgan, 2017a). It is important to note that the PLLO did not comment during the budget cuts crisis because it was a branch of the Ministry of Education.

The impactful sound bites made by the government were published by the media and resonated negatively with many people. A common message from the general public was that essential services to maintain a decent quality of life, particularly in small and rural communities, included having a public library. It was challenging for SLA’s Board to quickly and accurately respond because detailed answers were needed to explain the larger context of government statements. Saskatchewan’s Southeast Regional Library (SERL) system was one of the first institutions to publish repercussions of the cuts. James Richards, a branch manager at SERL, drafted a fact sheet and was interviewed by the Canadian Broadcasting Corporation (CBC). Mr. Richards also sent his comments to the Regina Concerned Citizens Group. SLA’s president, in turn, contacted Richards, edited, and copublished his fact sheet on the association’s website on April 7.

The Regina Public Library (RPL) also published fact sheets and hosted two information sessions that were open to the public. Presentations by Jeff Barber, RPL’s library director and CEO, explained how the province-wide public library system operated and emphasized that public programs and services offered had resulted in increasing building usage by visitors. In addition many in-branch activities didn’t require a library card. Libraries had evolved to also become community centres, casual meeting places, and venues for civic engagement. SLA’s president attended one of the sessions and met with Carla Beck, the New Democrats’ Education Critic.

The Richards/SLA fact sheet emphasized the positive impact of the annual nation-wide TD Summer Reading Program for children in Saskatchewan. Having bricks-and-mortar libraries and trained library staff have been critical to the program’s continued success in the province and statistics supported this. The eight-week summer learning period is
an important part of the public library programming calendar. Ninety percent of Saskatchewan public libraries participate. Saskatchewan has consistently been near or at the top of having the greatest percentage of children register for the Summer Reading Club in Canada (Nielsen Consumer Insights, 2017, 24). In 2016, over 45,000 children were involved in the 2,510 activities offered by public libraries over the summer programming period (Nielsen Consumer Insights, 2017, 36).

**Factors that led to funding being restored**

**Political fallout**

Emergency advocacy was successful in the reinstatement of funding to public libraries. The government underestimated public outcry; it was misinformed and unaware of how public libraries were funded by various levels of government. Funding formulas are complicated, and a significant loss of money severely impacted the integrated but complex nature of Saskatchewan’s province-wide public library system. Several factors led to the government restoring funds.

First is that the tabled budget cost the Saskatchewan Party significant public support. In the 2016 provincial election, 62% of voters cast their support for the party, but the number dropped to 44% in an April 2017 poll (CBC News Saskatoon, 2017). On April 20, 2017, Premier Wall issued a statement to media that he had asked Education Minister Morgan to review the library funding issue and report back the following week (Deibert, 2017). It was apparent that public pressure had led the government to revisit the cuts decision. On April 24, 2017, the government made an unprecedented announcement that it would reinstate all public library funding to current levels for one year. The Education Minister stated, “There were many necessary, difficult decisions taken in this budget, however the reductions in library funding without giving libraries the tools to meet the new challenge was a mistake” (Government of Saskatchewan, 2017b).

A June 2017 poll reported that the number of people supporting the Saskatchewan Party had risen slightly to 48%. On August 10, 2017, Premier Brad Wall unexpectedly announced that he was retiring from politics as soon as the Saskatchewan Party elected a new leader. Wall was asked at his press conference about mistakes the government had made during his tenure. The Premier stated that “the decision around libraries was a mistake” and the government corrected it (CBC News Saskatchewan, 2017). The legacy of the general public mobilizing itself to pressure the government to reverse major budget cuts was once again made apparent.

A second reason was that the regional library systems responded quickly to the cuts announcement and made dire statements about the consequences if funding was not restored. In early April, Palliser Regional Library announced that six positions would be eliminated immediately (CBC News Saskatchewan, 2017a). SERL faced serious financial issues and would encounter difficulties operating beyond 2017 (Nikkel, 2017). The funding cuts precipitated an emergency meeting of all 10 public library system directors in early April. ILL and the shared ILS were the backbones of the One Province One Card system, and partial loss of government funding would be catastrophic. There
was a unanimous decision by the library directors, as a cost-saving measure, to end province-wide ILL service (Regina Public Library, 2017a). This decision ended the ability of a cardholder to request an item from any branch in the province and have it sent to any branch for pickup. Many people voiced their displeasure with the decision and blamed the government. The provincial government did not anticipate this dramatic budgetary decision by the libraries.

A third phenomenon was that grassroots opposition numbers rose quickly. Social media was very effective in mobilizing the public to act. One resident, Christine Freethy, a mother of two mature children and from a small town in northern Saskatchewan, created a FB group called Save Saskatchewan Libraries. Group membership grew exponentially and peaked at 7,428 during the height of the crisis. As of January 2, 2018, membership in the group was 6,926 and people still actively post. The FB group was instrumental in encouraging all citizens to participate in a province-wide silent reading protest called Drop Everything and Read (DEAR). People were invited to show support for their local public library by reading their favourite book for 15 minutes at their local MLA’s office. The DEAR event occurred on April 7, 2017 and 5,835 people participated in 85 communities across the province (Freethy, 2017). Media coverage was widespread (see Figure 1). There was also a campaign by many stakeholders to encourage the general public to contact the premier, Minister of Education, and local MLAs to send letters, emails, and phone calls. Politicians were inundated with personal stories from people who explained why libraries mattered. The government resorted to drafting a form letter that MLAs could use to handle the growing number of letters sent by the public.
A fourth reason was the availability of two Saskatchewan-based petitions. The first, available through the FB group, allowed anyone, regardless of age, citizenship, or residency, to submit an online or hard-copy petition. A second, called “VOTE Library Petition,” was prepared by Merrilee Rasmussen, a Regina lawyer who also had a long-standing history of library work in Saskatchewan. The petition was drafted in accordance with Saskatchewan’s *The Referendum and Plebiscite Act* and provided voters to petition the government to restore funding to current levels with a province-wide vote. Fifteen percent of voters (approximately 125,000 people) were needed to sign and bring the issue to the legislature. Details about *The Referendum and Plebiscite Act* are at the [VOTE Library Petition website](#). More than 16,000 signatures had been collected when the cuts decision was reversed and the final tally was 32,094 (M. Rasmussen, personal communication, July 24, 2017).

A fifth factor was that many allies emerged and protested the library budget cuts. The Saskatchewan New Democrats played an important role during the crisis. On March 30, Ms. Beck advocated during question period to have funding reinstated, presented a large number of public petitions, and stated that almost 1,100 petitions and emails had been received (Beck, 2017). The Education Minister’s email inbox and voicemail received so many messages from the general public that both systems, on separate occasions, were temporarily overloaded and could not operate. Unions were supportive and vocal. Arguably the first large public demonstration in Saskatchewan, coordinated by the Canadian Union of Public Employees (CUPE), occurred in Regina on March 25 (see Figure 2). Media outlets, library workers, SLA’s president, Ms. Beck, and Member

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5 Approximately 100 people and several media outlets came to Ms. Beaudry-Mellor’s office. SLA’s president was interviewed by the *Regina Leader-Post.*
of Parliament for Regina-Lewvan Eric Weir attended. There was also the aforementioned Regina Concerned Citizens Group whose mandate was to promote the VOTE petition and work with SLA, the Save Saskatchewan Libraries FB group, and others.

Figure 2. CUPE sponsored rally in Regina, March 25, 2017. New Democratic MP Eric Weir addresses library budget cuts protesters with a loudspeaker.
Photo credit: J. Michael Shires.

Conclusion

The battle to restore funding for public libraries was won, but the struggle for sustained long-term funding of public libraries will continue for a long time. This was evident in the government’s budget cuts reinstatement announcement on April 24 that:

it will be engaging with libraries, municipalities and the public to develop a long-term strategy for the future of libraries. This will include reviewing The Public Libraries Act, 1996 to ensure libraries have modern legislation that reflects current needs. This will also involve working with libraries to find efficiencies, including options for transportation and co-location, to ensure the most effective use of available resources. (Government of Saskatchewan, 2017b)

The legislation has not been reviewed in over 20 years, and a review may reveal legitimate issues to be discussed. Raising the issue of co-locating some school and public libraries to reduce inefficiencies will raise passionate discussions. Talks will be helpful if the provincial government participates in good faith, and there is open
consultation with key stakeholders such as public library directors, rural and urban municipality associations, and school boards. Another factor for success is if the government will be transparent with either posting an advertisement for a consultant or having an incumbent in the Ministry of Education or the PLLO. Perhaps this individual could coordinate discussions with aforementioned stakeholders and assist drafting a final report with recommendations similar to a document that was submitted to the Government of Newfoundland and Labrador in May 2017. Details about the report titled Organizational and Service Review of the Newfoundland and Labrador Public Library System are at https://nlpl.ca/phocadownload/NLPL-Review-EY-Report-Final-May-5-2017.pdf.

Having a clearing house for easily accessible and up-to-date public library usage statistics will aid the provincial government in making future library budget decisions and also assist stakeholders with advocacy work. Unfortunately, government statistics from the Ministry of Education and the PLLO are out of date. It was challenging to verify statistical sources from government statements during the crisis. It would also be beneficial if regional and municipal libraries coordinate collecting more uniform categories of holistic library usage statistics and also partner more closely with the provincial government to have figures available online.

SLA hosted a panel of individuals who played key roles during the budget cuts crisis during the association’s annual conference in May 2017 (see Figure 3). The association will continue to monitor the post-budget crisis situation and maintain contacts with aforementioned stakeholders. Successful library advocacy, in the words of long-time library advocate Ken Haycock, needs to be planned, deliberate, and sustained over time. It is not an emergency response, like what occurred in spring 2017. Rather, it is an ongoing communication to express value, cultivate relationships, show respect, talk transformations with stories, and become a way of life (Saskatchewan Library Association, 2017b). The general public in Saskatchewan must be committed to this philosophy and SLA and other stakeholders need to be available for support.
Figure 3. Plenary Budget Cuts Advocacy Panel at 2017 Saskatchewan Libraries Conference (left to right: J. Michael Shires [SLA president], Merrilee Rasmussen [Regina lawyer], Christine Freethy [FB group moderator], Joylene Campbell [chair, Regina Concerned Citizens Group], Judy Nicholson [SLA executive director and panel moderator].
Photo credit: Ann Liang.

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