



Citizens League Report

New Regional Approaches to Library Services: Long Overdue

February 25, 1991

*Public affairs
research and education
in the Twin Cities
metropolitan area*

CITIZENS LEAGUE REPORT

New Regional Approaches to Library Services: Long Overdue

Prepared by:

Committee on Libraries and Information Services in the Region

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February 25, 1991

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EXECUTIVE SUMMARY

Our study of library services in the region was prompted by an interest in taking a second, outside look at the Minneapolis Library Board's proposal to build a new central library at a cost of \$100 million. However, we soon saw that any examination of that proposal would need to take a broad, regional view of how library systems, services, and buildings in the Twin Cities area are organized, financed, and governed. We asked:

- Given changes in library and information technology, what functions should be housed in central library facilities? What are alternative approaches to providing sites for public information services?
- Is the Minneapolis Library Board's plan for a new central facility well supported by a vision of the services that would be provided there? Should a new central library be built in Minneapolis? If so, who should be involved in planning the facility and who should be responsible for financing it?
- If significant capital expenditures for central city libraries are desirable, what changes in governance are appropriate for library systems in the region?

During this study, we heard the perspectives of a wide variety of people who think about libraries and how they deliver their services, from people who manage major public and academic libraries in the region, and from others. We also reviewed data on how libraries in the region are used and financed, and how they compare with their peers locally and in other parts of the country.

LIBRARY SERVICES IN THE TWIN CITIES AREA

The Twin Cities area is a generally "well-librarians" area, with several strong, well-

funded systems. We focused on the nine major public library systems: Minneapolis, St. Paul, and the seven county library systems.

These systems have achieved a relatively high degree of cooperation. Under arrangements developed through MELSA (Metropolitan Library Service Agency, the regional library federation), residents of the region can present their system's library card at other libraries and have full borrowing and reference privileges. People in the area readily use their reciprocal privileges and frequently cross borders to use other systems.

FUNDING

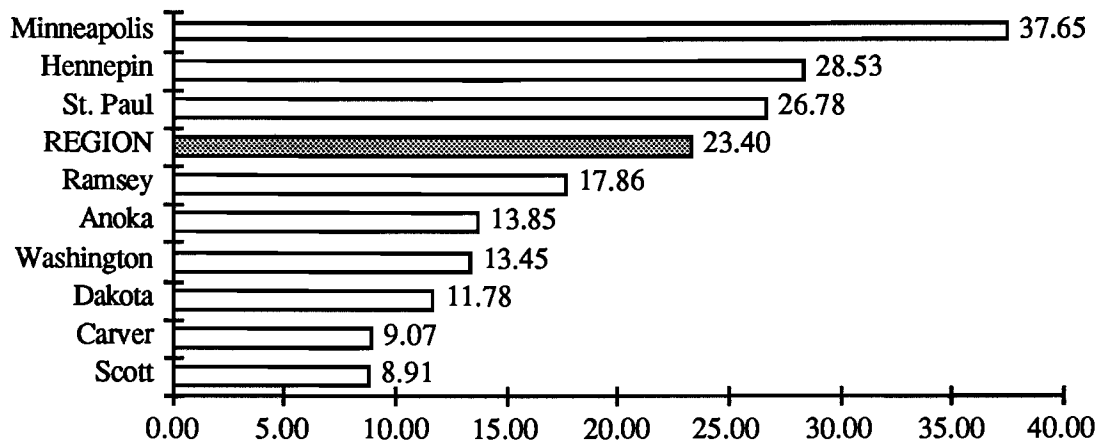
In 1989, public library systems in the region spent \$52.4 million for their operations, almost all from local sources. That is 65.3 percent of the \$80.3 million spent by all public libraries in the state that year.

In Minnesota, average per capita spending on public libraries in 1989 ranged from \$6.57 in the east central region of the state to \$23.40 in the metro area. The figure on the next page

OPERATING BUDGETS OF MAJOR PUBLIC LIBRARY SYSTEMS

| System | 1989 Operating Expenditures | Growth Since 1980 |
|--------------|-----------------------------------|-------------------------|
| Anoka | \$3,286,005 | 129.1 |
| Carver | 418,398 | 101.3 |
| Dakota | 3,108,315 | 97.4 |
| Hennepin | 18,747,189 | 110.4 |
| Minneapolis | 13,486,658 | 65.5 |
| Ramsey | 3,777,739 | 113.1 |
| St. Paul | 7,175,699 | 96.9 |
| Scott | 513,009 | 122.2 |
| Washington | 1,895,328 | 175.0 |
| TOTAL | \$52,408,340 | 96.9 % |

PER CAPITA SPENDING ON LIBRARY SYSTEMS: 1989



shows that Minneapolis, with a 1989 budget of \$13.5 million, lead all others in the Twin Cities area with spending of \$37.65 per capita.

The largest library systems in the region have high per capita spending in comparison with their national peers. Among the 74 library systems in the United States and Canada serving areas with populations of between 250,000 and 499,999, Minneapolis ranked first in per capita spending; St. Paul ranked ninth. Hennepin County Library's per capita spending ranked ninth among the 53 library systems serving areas with population of between 500,000 and 999,999.

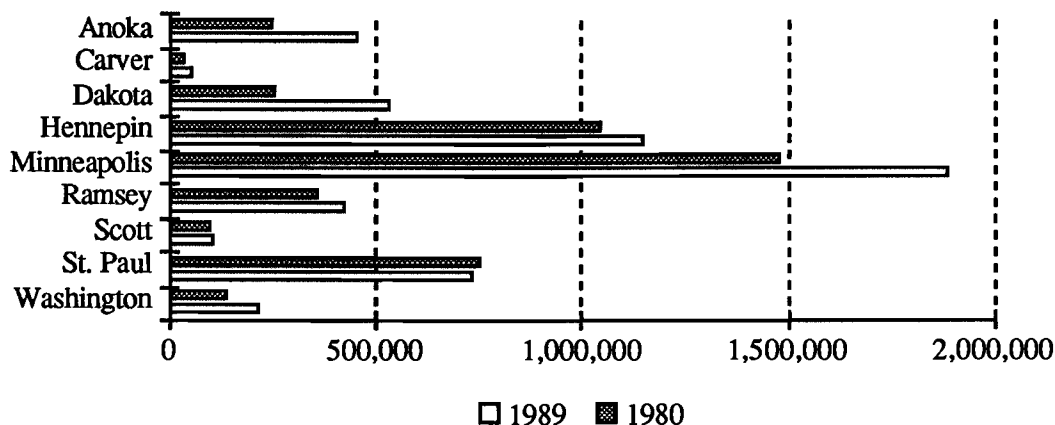
the largest collection among the nine major systems. Hennepin County describes itself as a "no-growth" library; it weeds out old books at roughly the same pace it acquires new ones. Besides books, public library systems in the region hold more than 10,000 periodical subscriptions and maintain collections of other materials, including films, compact discs, cassettes and record albums, and others. They also subscribe to computerized data base services.

Minnesota does not operate a central state collection, as do many other states, but it does fund two inter-library loan services to facilitate sharing of local resources. These services make it possible for users throughout the state to have good access to materials that their local libraries do not collect. The University of Minnesota Library, which has the largest collection in the state, is an important lender of materials to users at other libraries.

COLLECTIONS

As shown in the figure below, Minneapolis has

COLLECTION SIZE IN 1980 AND 1989 (Bookstock Volumes*)



* Periodicals and materials in other formats not included

SERVICE HOURS

One key measure of library access is service hours. Some library systems, such as Dakota County's, have maintained and, in some cases, extended open hours. However, some local libraries have seen an overall decline in service hours. Saturday and evening hours, particularly at branches, were cut back significantly in many cases.

In St. Paul, service hours at the central library have declined from 66 per week in 1960 to 58 per week in 1989. Hours of service at branches were cut in the 1970s and again in the 1980s, so the large branches are open 48 hours, and the smaller branches are open 37 hours a week. St. Paul's 1991 budget provides funds for restoring some evening hours and will fund Sunday hours at the Highland Park area library.

The table at right shows that, in Minneapolis, weekly hours of service at branches are down from 57 at most sites in 1960 to an average of 46 in 1989; three libraries still operate 59 hours a week. Hours of service at the central library have generally been maintained.

WEEKLY SERVICE HOURS AT MINNEAPOLIS PUBLIC LIBRARY LOCATIONS

| LOCATION | BUILT | 1960 | 1989 |
|-----------------|-------|------|------|
| Downtown | 1961 | 68 | 64 |
| North Regional | 1971 | | 59 |
| Walker** | 1981 | 57 | 59 |
| Washburn | 1970 | | 59 |
| Nokomis* | 1968 | 57 | 46 |
| East Lake | 1976 | 57 | 46 |
| Northeast* | 1973 | 57 | 46 |
| Linden Hills | 1931 | 57 | 46 |
| Southeast* | 1967 | 57 | 46 |
| Roosevelt | 1927 | 50 | 38.5 |
| Sumner | 1915 | 57 | 38.5 |
| Franklin | 1914 | 57 | 38.5 |
| Hosmer | 1916 | 57 | 38.5 |
| Webber Park** | 1980 | 57 | 38.5 |
| Pierre Botineau | 1957 | 50 | 22 |

* New Northeast building replaced Central Avenue; Southeast replaced Pillsbury; Nokomis replaced Longfellow branch.

** New buildings for Webber Park and Walker.

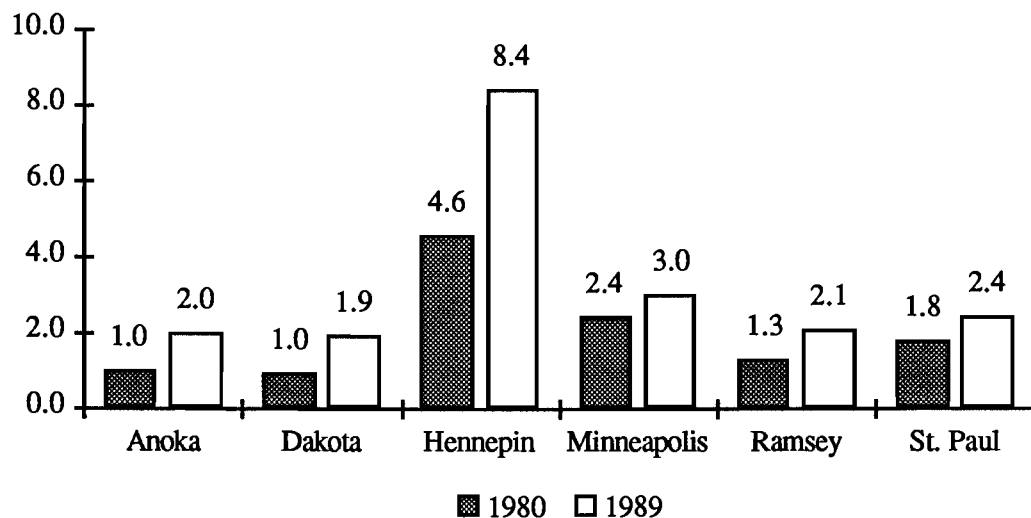
MEASURES OF USE

While libraries in the region are generally well funded, they are also heavily used. The figure

below compares circulation at seven of the major library systems in the region.

Hennepin County has by far the largest circulation, having nearly doubled it since 1980.

CIRCULATION IN 1980 AND 1989
(Transactions in millions)



Minneapolis ranks second, partly because a large part of its central library collection is reference material that does not circulate. The other suburban systems have also shown substantial growth during the 1980s.

In 1989, Hennepin County Library ranked fourth in circulation among 54 comparably sized systems; Minneapolis ranked 11th and St. Paul 23rd of 70 in their population category.

LIBRARY FACILITIES

Metro area library systems continue to make or propose significant investments in new buildings. Ramsey County is spending \$15 million to expand its Roseville library and to build new ones in Maplewood, Mounds View, and Shoreview. (The Mounds View branch opened in July 1990.) Dakota County recently opened a new branch library. St. Paul plans a new Merriam Park Library at a cost of more than \$2 million. During the 1980s, St. Paul spent more than \$4 million on renovation projects at its central and branch libraries.

Minneapolis has built or substantially renovated nine of its 14 branch libraries since the late 1960s. It is now completing a renovation and expansion of its Washburn branch.

St. Paul has been concentrating on major renovations of its 11 branch libraries. It has also launched pilot projects to operate popular materials collections at new locations.

Hennepin County is nearing the end of an aggressive expansion and reorganizing program. In the 1980s, it organized operations around three area centers -- Southdale, Ridgedale, and Brookdale. Hennepin County's five-year plan calls for increasing the square feet in its buildings by about 25 percent at a cost of \$22 million.

Minneapolis' central library was opened in 1961. Dissatisfaction with the current facility is widespread, and the Minneapolis Library Board and staff have been studying the building's future for several years. (See the sidebar on this page.) In the fall of 1990, the Mayor, City Council, and Library Board convened a Blue Ribbon Task Force to study the central library, to reassess the previous consultants' reports, and to make recommendations for how its future facility needs should be met.

THE MINNEAPOLIS CENTRAL LIBRARY

In December 1989, the Minneapolis Library Board voted to explore options for building a new central library on a new site. The Library Board's decision was based on two consultant studies in 1988 and 1989. The Board and its consultants concluded that the current library, built in 1961, is an inadequate facility in several ways, and that it would probably not be worthwhile to pay for major renovations. Among the problems of the current facility:

- Major building systems, including heating/ventilation/air conditioning and the mechanical conveyors, are past their useful life and would require major work. Any major renovation of the building would run into requirements for asbestos removal.
- The square footage of the building is inadequate; 83 percent of the collection is in closed stacks and must be accessed by pages using the old conveyor system. The building has only 31 on-site parking spaces and no room for parking buses.
- The building is generally unattractive, and its entry points and departmental layouts are confusing and inefficient.

Consultants projected that a new facility would require about 500,000 gross square feet to meet projected space needs in the year 2007, compared to the 301,000 gross square feet in the current building. They estimated that construction of a new facility on a new site would cost as much as \$100 million.

The library estimates that 83 percent of the central library's collection is in closed stacks. The library is now working to develop a better understanding of how much use the closed-stack collections receive.

It is important to note that this results partly from management decisions on space use made over time. For example, administrative offices and processing functions are housed in the central library, and the third floor is not open for public use, as it was originally designed. A planetarium and the offices and bookstore of the Friends of the Minneapolis Library are also located at the central library.

CHANGES IN THE ENVIRONMENT

Like any organization, public libraries face changes in their operating environment. These changes create challenges and opportunities for library systems in the region.

POPULATION

The population of the region is more dispersed. In 1960, more than half of the region's population (52.5 percent) lived in the two central cities of Minneapolis and St. Paul. By 1990, the population of the region had increased by about one-third, but only 28 percent of the population lived in the central cities. Location of jobs has followed a similar trend. Virtually all new net employment has developed outside the central cities of Minneapolis and St. Paul.

The population is also much more diverse. According to the 1960 census, 1.8 percent of the population in the Twin Cities region was from minority racial and ethnic groups. By the 1990 census, that percentage had increased to 8.4. That change is seen both in the two central cities and in the suburbs. The minority percentage of the population in Minneapolis and St. Paul grew from 3.1 percent in 1960 to 19.9 percent in 1990, while the percentage in the suburbs grew from 0.4 percent to 3.9 percent.

TECHNOLOGY

There is a clear trend toward information being published in electronic formats, which allows for enhanced searching and manipulation by users. For example: the University of Minnesota Library has systems that allow users to call up census data on computer (some of which are not or will not be available in hard copy) and use mapping software to analyze and display the data.

The University of Minnesota and State University System (LUMINA and PALS) library catalog systems allow browsing of card catalogs from home and office computers, and are evolving to include indexes and text information. This illustrates how the location of the information -- for example, where the

computer data base is physically located -- becomes less important, and remote points of access become more important.

The potential development of high-capacity telecommunication systems linking many parts of the state would allow users wider access to information available in digital formats. The Minnesota Department of Administration is proposing development of advanced networks linking state and local government agencies and higher education systems in the state. This creates an important potential for libraries to supply the content that would be transmitted over those networks.

CENTRAL LIBRARIES

Librarians certainly have thought and debated a good deal about the future of the central library. Some describe it as a dinosaur, while others call it the key to exercising rights of citizenship. An example is included below. One of the consultant reports prepared recently for the Minneapolis Library Board described several goals for a new central library, including several related to the projected image of the library as an *electronic information center*, not merely a bookplace.

THOUGHTS ON CENTRAL LIBRARIES

We do not need to house large retrospective collections in the city's high-rent district -- if we in public libraries need to store them at all. We do not need to house technical services, processing, delivery systems, or library administration downtown.

What do we really need? Central libraries can and should serve the people who live downtown and those suburban and out-of-town visitors who will come downtown to do and see things not available elsewhere.

-- *Joey Rodger*, director, Public Library Association.

CONCLUSIONS AND RECOMMENDATIONS

We concluded:

- **This region has generally strong library systems with capable managers.**

Each is trying to find the resources to best meet the needs of its users. Each tries to strengthen its collection and maintain broad access to materials and expert assistance. Each wants high-quality facilities that will house strong services and collections. Yet, like all levels of government in Minnesota, they face strong pressures to limit spending and cut services.

- **Libraries in the region have a strong tradition of collaboration and resource sharing of which they are justifiably proud.**

To the average user, there is one public library system in the region. The political boundaries that separate the nine public library systems are irrelevant to users, and they go to the library that best serves their needs. However, because the library systems are still largely funded from property taxes, libraries that serve users from across the region do so with local resources.

- **The challenge for the future of libraries' and for the future economy of the metropolitan area is to find new ways to share resources and provide services effectively.**

We also think it is important for services provided and funding support to be more closely linked.

Thus, we are looking for activities and resources that are best conducted or maintained on a regional basis. At the same time, we are also interested in pushing down authority and resources to local levels when that is an effective way to deliver services and provide resources for strengthening local communities.

What are the next steps toward collaboration and resource sharing in the region? Our recommendations are in four areas:

- emphasizing regional approaches to improving library services in the future;

- emphasizing the development of strong branch operations;
- deferring major investments in new or renovated central library buildings while examining the opportunities to provide services on a regional basis; and
- emphasizing efforts by libraries to build supportive constituencies.

DEVELOPING REGIONAL SOLUTIONS

Our overall goal is to encourage libraries in the region to take the next steps toward improving services through collaboration and achieving greater efficiency through sharing of resources. These resources are likely to become increasingly scarce in the next few years.

We recommend:

- ☐ **Developing and implementing regional solutions to the future needs of the library systems in the region.**

We think there are opportunities to provide better services or to provide services more efficiently on a regional basis. We propose four initiatives:

- a regional reference service;
- a regional materials depository;
- a regional plan for connecting library computer systems; and
- a strengthened regional coordinating structure.

Regional Reference Services

Access to new database services is an important resource for economic and community development. The challenge is how to improve reference services for the region in an efficient way. The proliferation of expensive, specialized journals and data bases puts a great deal of pressure on library systems that try to have a complete reference collection. Yet, some materials are so specialized that having

several copies in the region would be very inefficient.

We do not propose developing a new reference library in the region. Instead, we propose designating one of the large systems as the regional reference library. That library would be recognized as the major point of public access to reference services in the Twin Cities area. Users at other libraries and their homes and offices would have access to the resources of that collection through appropriate technology, including personal computers, FAX, and telephone.

Regional Center for Book Storage

Public libraries and the University of Minnesota have identified the need for off-site book storage for little-used materials and a special facility for archives and special collections. We think that it is desirable to develop such a facility on a regional basis and to include the University of Minnesota Library.

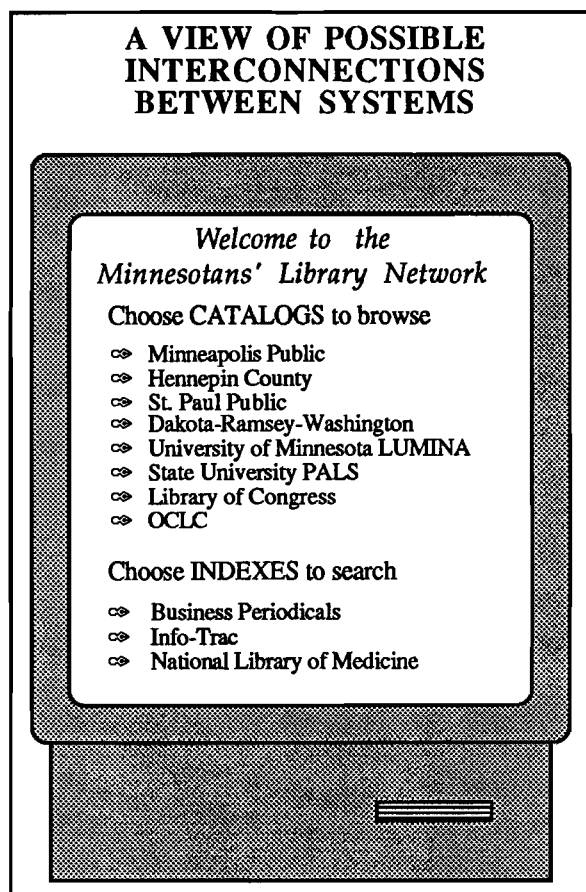
Operating a regional storage center would require careful coordination of collection development and retention policies; i.e., how many copies of given books ultimately are needed for this region. Removing such materials from central libraries would free up space to better display the rest of the collection, to strengthen collections that specifically serve the downtown communities, to display books and other resources in innovative ways, and to provide meeting space for activities that would be attracted to central libraries.

Regional Interconnectivity

Timely use of new technology has made it possible for libraries to provide more service with only small increases in staff. Given that the demand for library services is expected to continue to increase, it is important that libraries continue to use technology to improve service and achieve efficiencies.

As each system pursues its own solutions to automation needs, regional leadership is needed to create the possibility that these systems will be able to effectively communicate with each other. The figure at right suggests what library users might see in a few years from terminals in their local libraries, or even from their home or office computers.

We call for development of a plan for interconnectivity of libraries' computer systems. A more uniform approach to communications will also make it easier for users to interact with the different systems.



Regional Structure

To achieve greater resource sharing and coordination in the region, we propose strengthening MELSA, the regional library federation, and designating it as the vehicle for implementing these activities.

Our proposal is intended:

- to build on the existing strengths of the MELSA structure and to avoid creating new agencies or bureaucracies;
- to provide regional funding sources that would enable the provision of improved services in the region and create new incentives for collaboration by libraries in the region; and

- to maintain a high level of accountability for spending decisions made for regional library services.

Responsibility for designing and coordinating new regional services, such as a regional reference service or book depository, should be vested in MELSA, working with its member library systems. MELSA would contract with member systems to operate the services, according to the specifications developed by MELSA. For example, it might contract with one of the three largest systems -- Minneapolis, Hennepin, or St. Paul -- to operate a regional reference service.

The Legislature should create MELSA in statute as a metropolitan agency. It should grant to MELSA some *limited* taxing authority to raise operating funds for new regional services in addition to the grants that it already receives from state and federal sources. That limit would be set by the Legislature after it determined, with the advice of the local governments in the area, an appropriate operating budget for MELSA.

Services provided on a regional basis should be funded by all parts of the region. The Legislature should provide MELSA with a separate levy authority to raise revenues to support debt financing for new facilities serving regional purposes, such as a regional center for special collections and book storage. Any use of that levy and any capital project above a threshold amount would be subject to review by the Metropolitan Council.

Each of the nine governments operating library systems would still name one voting member to MELSA's governing board. As an agency with taxing authority, representation on MELSA's governing board should be more closely related to population. We suggest that some of the systems with larger populations would name a second voting member to the MELSA board. Furthermore, since we want the University of Minnesota closely involved in how these regional services are organized and provided, it would name a voting member to MELSA's governing board.

In order to make MELSA's decisions more accountable, membership of the governing board should be dominated by elected officials. Note that five county commissioners and one generally elected city library board member now serve on the MELSA board. Furthermore, decisions made by elected officials wearing

their MELSA hats should be made visible to the public through the annual Truth-in-Taxation disclosure or through other means.

STRENGTHENING BRANCH LIBRARIES

The shift in population and employment from the center cities to the suburbs has increased the need for strong local libraries, away from the downtown centers. Branch libraries are the "workhorses" of the library world and are crucial points of public access to information.

We recommend:

- ☐ **Strengthening branch library operations to serve users.**

In our view, services and control should be closer to the branches to reflect the needs and concerns of each local community. We would like to see strong branches that have:

- good access through appropriate technology -- telephone, fax -- to regional information sources as well as basic resources on site;
- a commitment to seeking local input, whether through formal advisory boards or other means, to identify the unique interests and service needs of the communities served by the branch;
- budgets to acquire and develop materials or operate programs that meet specific needs of those local service areas;
- open hours on evenings and weekends, not just during the work day; and
- a strong emphasis on outreach to children and to disadvantaged persons.

Branch libraries are the logical places for outreach to their communities, particularly to disadvantaged populations. Depending on the makeup of their local communities, branch libraries may become involved in literacy programs for adult learners, may house homework centers for schoolchildren, and provide services to child care centers, and meeting places for community groups.

DEFERRING INVESTMENTS IN CENTRAL LIBRARIES

In our view, the case has not been made yet for significant investments in new or renovated central libraries that would be based on old models and programs. Local governments should not make major investments in new central libraries or major renovations until library systems take a regional perspective on services and facilities.

We recommend:

- ☐ That the region's library systems should not make major investments in new or renovated central libraries at this time.

They should first review the programs of their systems and examine the potential for operating certain functions on a regional level. For example, the Minneapolis Library Board's proposal from 1989 is based on taking the current "program" and organization of the central library and building a new building to house it. While the Board is reexamining that proposal and its premises, we think that the central library's "program" itself needs a careful examination. Our concerns:

- The emphasis on building new space in order to increase the percentage of collection in public areas without examining the value of the collection.
- The current organization of library staff, collections, and public reference points around numerous subject departments is difficult for users and does not reflect how library users do their work or how they would prefer to use the library.
- Valuable square footage at the central library is now occupied by central

services, administrative offices, and community programs (the Friends of the Library offices and book store, and the planetarium).

- Major expenditures for new central libraries necessarily reduce the resources available to improve branch library facilities and services.

We recommend that the Minneapolis Public Library reorganize its central library as a "branch" library that meets the needs of the several different communities in downtown Minneapolis, including businesses, government agencies, and a growing number of residents. That downtown branch would continue to play part of the central library's role of making materials available to branch libraries. Archive collections, little-used materials, other services, and administrative functions could be located elsewhere, on less expensive real estate. Branch libraries could turn to that operation for the other support services they need.

BUILDING SUPPORTIVE CONSTITUENCIES

As with other public agencies, it seems clear that public libraries will face tight budgets in future years. If libraries are to have the resources they need in the future, they need to explore every possible opportunity for stimulating political support, for raising funds from private sources, and for initiating private-public collaborations.

We recommend:

- ☐ Libraries need to emphasize building supportive constituencies that will help with financial assistance and political advocacy.

INTRODUCTION

Public libraries are the primary and most visible vehicle by which cities and counties in Minnesota demonstrate their commitment to public information and self-improvement. Historically, there has been a strong commitment to support libraries generously and to make their resources broadly available to the public, without regard to ability to pay.

In 1990, the Board of the Citizens League directed that a study committee examine libraries and information services in the Twin Cities region.¹ Our study was prompted by an interest in taking a second, outside look at the proposal of the Minneapolis Library Board to build a new central library at a cost of \$100 million or more. However, the League's board directed the committee to go beyond the Minneapolis proposal and to take a broad, regional view of how library systems, services, and buildings in the Twin Cities area are organized, financed, and governed.

We studied these questions:

- Given changes in library and information technology, what functions should be housed in central library facilities? What are alternative approaches to providing sites for public information services?
- Is the Minneapolis Library Board's plan for a new central facility well supported by a vision of the services that would be provided there? Should a new central library be built in Minneapolis? If so, who should be involved in planning the facility and who should be responsible for financing it?
- If significant capital expenditures for central city libraries are desirable, what changes in governance are appropriate for library systems in the region?

During this study, we heard the perspectives of a wide variety of people who think about libraries and how they deliver their services, from people who manage major public and academic libraries in the region, and from others who are involved in bringing together library services and disadvantaged groups. We also reviewed data on how libraries in the region are used and financed, and how they compare with some of their peers locally and in other parts of the country.

After four months of spending our Monday evenings delving into the ABCs of the area's libraries, we found much to be proud of in our libraries and librarians. Libraries are a widely used service; for example, 58 percent of Minneapolis residents have active library cards. Circulation of books and "questions asked," the most common measures by which librarians evaluate themselves, are growing steadily. Yet, access to libraries in some parts of the region, as measured by open hours, has declined in recent years in the face of budget constraints.

¹ The Citizens League studied public library services twice before. In 1955, the League endorsed a proposal to construct a new main library in Minneapolis and recommended that it be built at a site on 4th Street and Nicollet. In 1965, the League studied the future of the Minneapolis and Hennepin County library systems and called for creation of a joint city-county board to govern the two libraries, and closer coordination of the two systems, particularly in facilities planning and in standardizing operating practices. It rejected a proposal to merge the two systems. During the mid-1950s, the League supported legislation that would allow a merger of the Minneapolis and Hennepin County libraries.

Thus, while libraries in the area are doing well, we are convinced that significant changes in society and technology will put libraries to the test in the future. These changes require some passionate thinking about libraries and their services for the future; libraries certainly deserve it. As Minneapolis and St. Paul consider the replacement or renovation of their central libraries, we think a fresh look is needed at how to best meet the library and information needs of this region, and at what libraries need to be. We also think the region's residents need to reaffirm vigorously their commitment to actively supporting their libraries.

As generalists, we want to contribute to the ongoing dialogue of how our vision of library requirements will affect service delivery, financing, and governance of libraries in the Twin Cities region over the next 25 years. Our intent is not to suggest specific plans for any one library. However, we encourage library systems in the region, especially those considering major capital projects, to think beyond their borders and to examine their future needs and opportunities in a regional context.

This report is organized in three chapters:

- A description of the service system as it now exists;
- Our analysis of what the environment for libraries and information services is now and what is likely to change; and
- Our goals for libraries in the region and how we propose to achieve them.

We appreciate the regular attendance at our committee meetings by managers of the major libraries and library service agencies in the region, especially Susan Goldberg and Jan Tapley of Minneapolis, Bob Rohlfs of Hennepin County, Kathy Stack of St. Paul, Bill Duncan of MELSA (the Metropolitan Library Service Agency), Jan Feye-Stukas of the Minnesota Department of Education, and Bill DeJohn of MINITEX (the Minnesota Interlibrary Telecommunications Exchange). Their commitment and expertise are impressive, and their interest and perspectives have been very helpful to our work.

SOME USEFUL QUOTATIONS TO KEEP IN MIND:

"Th' first thing to have in a libry is a shelf. Fr'm time to time this can be decorated with lithrachure. But the' shelf is the' main thing." -- Finley Peter Dunne, *Mr. Dooley Says*

"No one more sincerely wishes the spread of information among mankind than I do, and none has greater confidence in its effect towards supporting free and good government." -- Thomas Jefferson

". . . the problem of the public library is not so much insignificance or failure, but rather an overload of good works, an encumbrance of responsibilities -- typically coupled with a lack of public appreciation." -- Lowell Martin²

"Let us not go over the old ground, rather let us prepare for what is to come." -- Cicero

² Lowell Martin is the author of *Library Response to Urban Change*, a 1969 study of the Chicago Public Library that is something of a landmark in research on public library services. One of his bright young assistants on the project was Tom Shaughnessy, now the Library Director at the University of Minnesota.

CHAPTER 1

LIBRARY SERVICES IN THE TWIN CITIES AREA

Public libraries might be defined as places where books and other forms of information, education, and entertainment are made available to the community. This chapter describes the public library systems in the Twin Cities region and some of the challenges and opportunities that they face.

As shown in Figure 1.1, the Twin Cities area is a generally "well-librared" area, with several strong, well-funded systems. As shown in the figure below, libraries in the region include:

Two major city and seven county library systems;
plus seven other small, independent city libraries;
plus the University of Minnesota libraries;
plus other public and private post-secondary institution libraries;
plus the collection and archives of the Minnesota Historical Society;
plus collections of government agencies;
plus semi-public and private special libraries that are often users of public libraries and supplemental sources to public library users.

Some basic information about the nine large public systems is presented in Table 1.1 on the next page.

| FIGURE 1.1 | | |
|--|------------|------------------------------|
| LIBRARY RESOURCES IN THE METROPOLITAN TWIN CITIES AREA | | |
| PUBLIC LIBRARIES | | POST-SECONDARY |
| Major Cities | Counties | University of Minnesota |
| Minneapolis | Anoka | Community Colleges |
| St. Paul | Carver | Technical Colleges |
| | Dakota | Metro State University |
| | Hennepin | Private Colleges |
| Small Cities | Ramsey | |
| Examples: | Scott | MINITEX inter-library |
| Anoka | Washington | loan service |
| South St. Paul | | SPECIAL LIBRARIES |
| PLANET inter-library loan | | Minnesota Historical Society |
| service | | Government agencies |
| | | Hill Reference Library |
| | | Private corporations |
| SCHOOL LIBRARIES | | Examples: |
| | | Cargill, 3M |

TABLE 1.1
METROPOLITAN AREA LIBRARY SYSTEMS AT A GLANCE

| System | Year Founded | Locations | Bookmobiles ¹ | 1989 Operating Expenditures | 1989 Bookstock | 1989 Circulation | 1989 FTE Staff |
|--------------|-------------------|-----------|--------------------------|--------------------------------|-------------------|---------------------|-------------------|
| Anoka | 1958 | 10 | 0 | \$3,286,005 | 460,351 | 1,995,042 | 76.5 |
| Carver | 1975 | 5 | 0 | 418,398 | 61,132 | 220,543 | 12.4 |
| Dakota | 1969 ² | 5 | 1 | 3,108,315 | 536,608 | 1,911,640 | 84.6 |
| Hennepin | 1922 ³ | 25 | 2 | 18,747,189 | 1,153,450 | 8,441,562 | 435.0 |
| Minneapolis | 1885 | 15 | 1 | 13,486,658 | 1,888,934 | 3,012,111 | 318.0 |
| Ramsey | 1951 ⁴ | 6 | 0 | 3,777,739 | 426,255 | 2,091,427 | 81.1 |
| Scott | 1969 ² | 7 | 0 | 513,009 | 117,883 | 349,923 | 14.5 |
| St. Paul | 1882 | 13 | 1 | 7,175,699 | 740,171 | 2,414,263 | 166.5 |
| Washington | 1966 | 7 | 1 | 1,895,328 | 219,403 | 947,472 | 47.1 |
| TOTAL | | 91 | 6 | \$52,408,340 | 5,607,066 | 21,383,983 | 1,235.7 |

Source: Data presented in the report are generally based on reports of the Office of Library Development and Services, Minnesota Department of Education. Note that individual library systems may report these measures differently for their own purposes. Supplementary information provided by directors of the systems.

- ¹ Hennepin County recently added a second bookmobile dedicated to outreach to family child care centers. Through a cooperative arrangement with Minneapolis, the bookmobile will provide service to family child care centers in Minneapolis about 20 percent of the time.
- ² A joint Dakota-Scott County Regional Library operated for ten years before it was dissolved in 1969.
- ³ Hennepin County Library was operated by the Minneapolis Public Library until 1964. A separate Hennepin County Library board was established in 1965.
- ⁴ Prior to 1951, the St. Paul Public Library provided bookmobile service to homes and schools in suburban Ramsey County.

BUDGETS AND USE

REVENUES AND EXPENSES

Spending on public library systems in the region is relatively high, and is largely financed by local taxes. In 1989, the public libraries in the region had total revenues of \$56.4 million, according to reports prepared by the Minnesota Department of Education, Office of Library Development and Services. That office has responsibilities for statewide library development.³

As shown in Figure 1.2, nine of ten dollars spent in 1989 to operate public libraries in the region were from local sources. Libraries outside the metro region draw a somewhat higher proportion of their budgets from federal and state sources. Note that this calculation of funding sources does not generally reflect the costs of two state-funded programs that allow public libraries to borrow materials from other libraries, both public and academic, in Minnesota and nearby states. These programs are discussed below in more detail.

In 1989, public libraries in the region spent \$52.4 million for their operations. That amounts to 65.3 percent of the \$80.3 million spent by all public libraries in the state that year. Figure 1.3 shows that about two-thirds of that is for personnel costs. The share of budgets spent to acquire materials has been steady since 1980 at about 15 percent.

Operating budgets have increased significantly since 1980. Table 1.2 on the next page shows that operating expenditures across the region nearly doubled during that period. Note that per capita comparisons between library systems may be somewhat misleading in this region, in part because of the relatively high degree of cooperation between the public library systems. Under arrangements developed through MELSA, the regional library federation, residents of the region can present their system's library card at other libraries and have full borrowing and reference privileges. They may even return books borrowed from one system to a library operated by a different system. People in the Twin Cities area readily use their reciprocal privileges and don't hesitate to cross borders to use other systems.

³ Those reports are the basis for most of the data analysis presented in this section.

FIGURE 1.2
FUNDING SOURCES FOR METRO LIBRARIES: 1980 AND 1989
(Dollars in Millions)

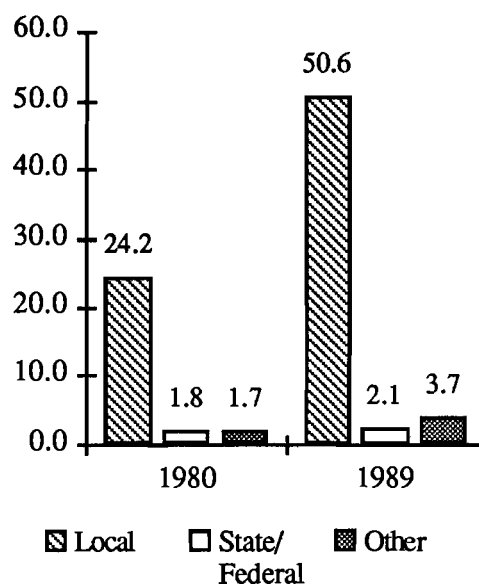


FIGURE 1.3
OPERATING EXPENDITURES BY METRO PUBLIC LIBRARIES: 1980 and 1989
(Dollars in Millions)

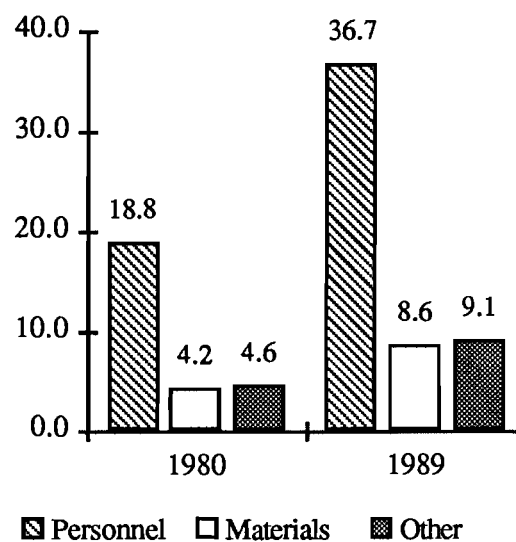


TABLE 1.2
OPERATING BUDGETS OF MAJOR PUBLIC LIBRARY SYSTEMS

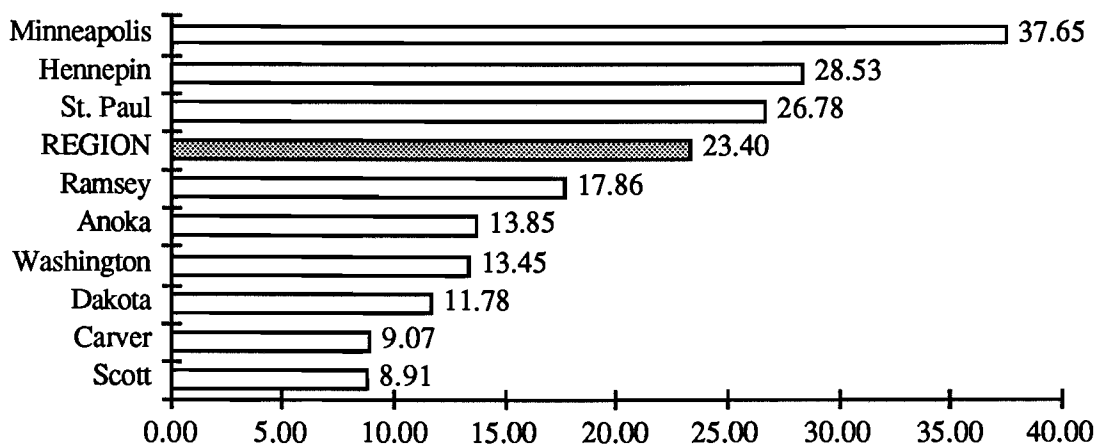
| System | 1980 Operating Expenditures | 1989 Operating Expenditures | % Increase | 1989 Population served* | 1989 Per capita Spending |
|--------------|-----------------------------------|-----------------------------------|---------------|-------------------------------|--------------------------------|
| Anoka | \$1,434,310 | \$3,286,005 | 129.1 | 237,209 | \$13.85 |
| Carver | 207,883 | 418,398 | 101.3 | 46,136 | 9.07 |
| Dakota | 1,574,708 | 3,108,315 | 97.4 | 263,818 | 11.78 |
| Hennepin | 8,909,656 | 18,747,189 | 110.4 | 657,154 | 28.53 |
| Minneapolis | 8,150,165 | 13,486,658 | 65.5 | 358,166 | 37.65 |
| Ramsey | 1,772,584 | 3,777,739 | 113.1 | 211,536 | 17.86 |
| St. Paul | 3,644,471 | 7,175,699 | 96.9 | 267,968 | 26.78 |
| Scott | 230,898 | 513,009 | 122.2 | 57,573 | 8.91 |
| Washington | 689,092 | 1,895,328 | 175.0 | 140,953 | 13.45 |
| TOTAL | \$26,613,767 | \$52,408,340 | 96.9% | 2,240,513 | \$23.39 |

* Based on 1989 population estimates prepared by the Metropolitan Council. Population served for Hennepin and Ramsey Counties are suburban areas residents only.

In Minnesota, average per capita spending on public libraries in 1989 ranged from \$6.16 in the east central region of the state to \$23.40 in the metro area. Figure 1.4 shows that in the Twin Cities area, Minneapolis, with a 1989 budget of \$13.5 million, spent \$37.65 per capita. Carver County, which began operating a library in 1975, had the smallest budget of the nine.

The largest libraries in the region have high per capita spending in comparison with their national peers.⁴ Hennepin County Library's per capita spending ranked ninth among the 53 library systems serving areas with a population of between 500,000 and 999,999. Median per capita spending in that category is \$16.10. Among the 74 library systems serving areas with a population of between 250,000 and 499,999, Minneapolis ranked first in per capita spending; St. Paul ranked ninth. The median for that group is \$14.93.

FIGURE 1.4
PER CAPITA SPENDING ON LIBRARY SYSTEMS: 1989



⁴ Public Library Data Service, *Statistical Report '90*, Public Library Association, 1990.

The data in Table 1.2 do not reflect inflation during that period. The average cost of a book has increased 38.7 percent since 1983, and the average periodical subscription has increased 61.3 since 1983. By comparison, the general Consumer Price Index increased 23.5 percent during that period.⁵ Thus, while spending has increased and the share spent on materials has been maintained, there is concern that the purchasing power of libraries has been eroded.

LIBRARY SERVICES AND ROLES

What services do public libraries provide? Many public libraries describe their programs using a series of eight roles described by the Public Library Association. Figure 1.5 describes the eight roles. The association's manual outlines a planning process for public libraries, providing a tool to improve library management, increase overall library effectiveness, and assess the quality of library services. Of the eight roles defined, public libraries tend to focus on popular materials, reference, and services to preschoolers.

FIGURE 1.5

EIGHT KEY ROLES OF PUBLIC LIBRARIES (Public Library Association)

| LIBRARIES' ROLE | DESCRIPTION |
|--|--|
| Popular Materials Center | The library features current, high-demand, high-interest materials in a variety of formats for persons of all ages, using a variety of programs and sites for circulation. |
| Reference Library | The library actively provides timely, accurate and useful information for community residents in their pursuit of job-related and personal interests. The library promotes on-site and telephone reference information services to aid users in locating needed information. |
| Preschoolers' Door to Learning | The library encourages young children to develop an interest in reading and learning through services for children and for parents and children together. Programming introduces children and adults concerned with children to a range of materials and formats. |
| Formal Education Support Center | The library assists students of all ages in meeting educational objectives established during their formal courses of study. |
| Independent Learning Center | The library supports individuals of all ages pursuing a sustained program of learning independent of any educational provider. There is continuing, intensive staff involvement or counseling with individual learners. |
| Community Activities Center | The library is a central focus point for community activities, meetings, and services. It works closely with other community agencies and organizations to provide a coordinated program. |
| Community Information Center | The library is a clearinghouse for current information on community organizations, issues, and services. It participates with other agencies in planning programming or information fairs on community issues. |
| Research Center | The library assists scholars and researchers to conduct in-depth studies, investigate specific areas of knowledge, and create new knowledge. |

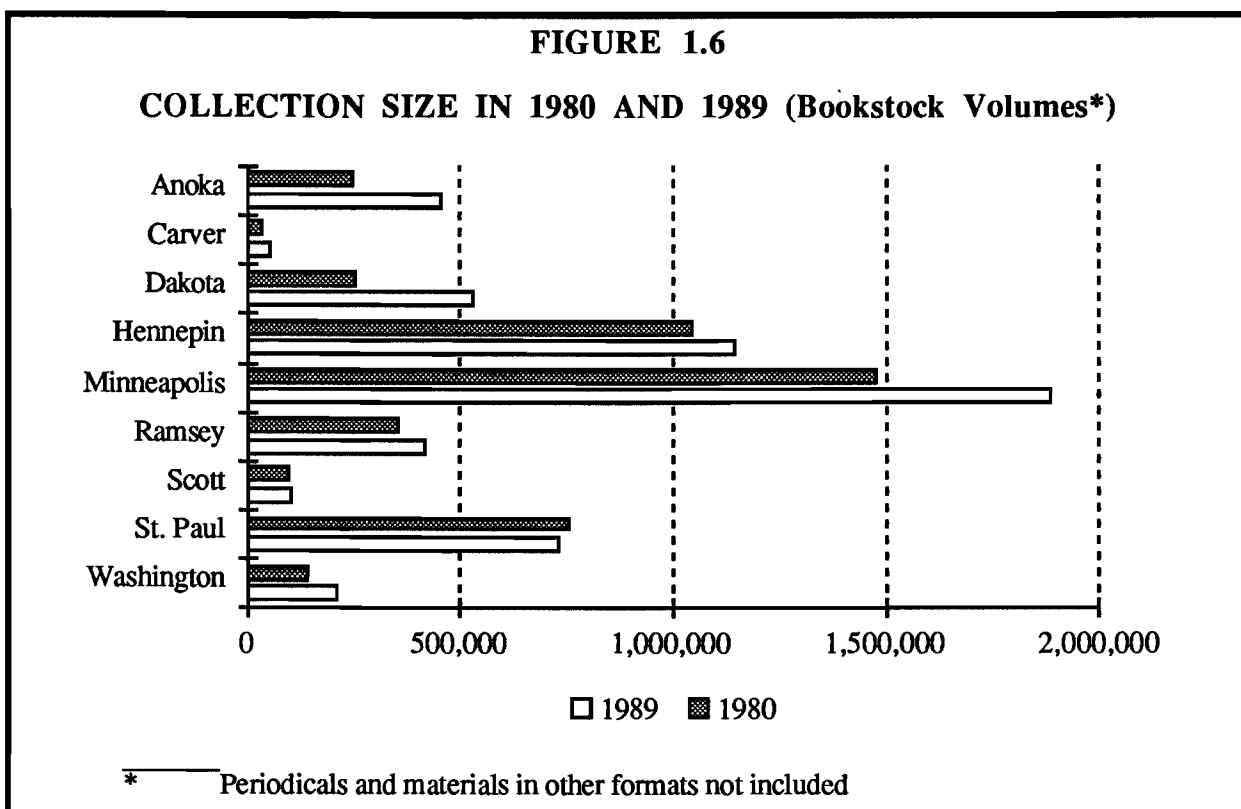
St. Paul Public Library used the role-setting process in the late 1980s as part of a strategic planning project. It assigned priorities to each of the roles, with different sets of priorities for the central library, the area libraries, and the smaller community libraries. For example, reference is the primary role of the central library and receives about 60 percent of the overall resources. Popular materials center is the

⁵ Data cited in Higher Education Advisory Council, *Academic Library Resources in Minnesota*, 1990.

second key role of the central library, accounting for 25 percent of resources. At St. Paul's community libraries, 70 percent of resources are devoted to popular materials, their primary role. No provision is made for scholarly research, as defined by the Public Library Association, in any St. Paul library.

COLLECTIONS

An enormous amount of new material is published each year. However, even with the proliferation of new titles, some of the local collections are not showing much growth. As shown in Figure 1.6, Hennepin increased its collection by less than 10 percent in the 1980s, and now describes itself as a "no-growth" library: it weeds books out at roughly the same pace that it acquires new ones. St. Paul actually shows a slightly smaller collection since 1980. In addition, the balance of how the collection is shared between the St. Paul Central Library and its branches has shifted somewhat: in 1980, 54 percent of the books were at the central library, but by 1989 only 47.7 percent of the books were there.



Minneapolis has increased its collection by 27.5 percent since 1980. In 1989, 72.4 percent of the books in its collection were at the central library. Minneapolis has several special collections which are unique in the region. For example, it is a regional center for patent information. It also has a number of special collections in music, literature, and Minnesota history.

As shown in Table 1.3, libraries in the region hold more than 10,000 periodical subscriptions and also maintain collections of other materials, including films, compact discs, cassettes and record albums, and others. Libraries also subscribe to a variety of computerized data base services.⁶

⁶ Susan B. Epstein, a national consultant on library automation, commented on the evolution of how searching tools are used and what they cost. She noted that the user was responsible for searching the old paperbound indexes, such as the Reader's Guide to Periodical Literature, whose subscription cost represented a fixed price. With the advent of computerized data bases, responsibility for searching moved to the staff,

They are also making progress in utilizing new CD-ROM (Compact Disc/Read-Only Memory) products. These allow storage and efficient searching of large amounts of information; a disc holds up to 275,000 pages of information. For example, the Minneapolis Public Library has several terminals at its central library for patrons to use INFOTRAC, an index to general periodicals and newspapers. Minneapolis has recently installed a CD-ROM product called Compact Disclosure, which allows users to search information about publicly traded companies from their filings with the Securities and Exchange Commission. Compact Disclosure is also available at the Business Service of the University of Minnesota Library. MELSA recently began a project to support starter subscriptions to CD-ROM products for its member libraries.

TABLE 1.3
HOLDINGS OF PERIODICALS
AND OTHER MATERIALS (1989)

| System | Periodical Subscriptions | Audio-Visual and other |
|---------------|---------------------------------|-------------------------------|
| Anoka | 592 | 20,443 |
| Carver | 191 | 2,770 |
| Dakota | 475 | 19,849 |
| Hennepin | 1,425 | 142,559 |
| Minneapolis | 4,310 | 157,336 |
| Ramsey | 847 | 28,340 |
| St. Paul | 996 | 43,154 |
| Scott | 271 | 4,884 |
| Washington | 1,079 | 13,390 |
| TOTAL | 10,186 | 432,725 |

SERVICE HOURS

One key measure of library access is service hours. Even though budgets have increased, some local libraries have seen an overall decline in service hours. Saturday and evening hours, particularly at branches, were cut back significantly in many cases. In St. Paul, service hours at the central library have declined from 66 per week in 1960 to 58 per week in 1989. Hours of service at branches were cut in the 1970s and again in the 1980s, so the large branches are open 48 hours, and the smaller branches are open 37 hours a week. Note that St. Paul's 1991 budget provides funds for restoring some evening hours and will fund Sunday hours at the Highland Park area library for the first time in anyone's memory.

Table 1.4 shows that, in Minneapolis, weekly hours of service at branches are down from 57 at most sites in 1960 to an average of 46 in 1989; three libraries still operate 59 hours a week. Hours of service at the central library have generally been maintained: from 68 in 1960 to 64 in 1989. Minneapolis operated three bookmobiles in 1960, with annual circulation of more than 400,000. Now, the city has one bookmobile.

Some library systems, such as Dakota County's, have maintained and, in some cases, extended open hours. Hennepin County's three area libraries are open between 63 and 65 hours a week. It did reduce hours at its larger branches during the 1970s; most of those libraries are now open 50 hours a week.

MEASURES OF USE

Circulation

While libraries in the region are generally well funded, they are also heavily used. In 1989, Hennepin County ranked fourth in circulation among 54 comparably sized systems (serving local populations between 499,999 and 999,999); Minneapolis ranked 11th and St. Paul 23rd of 70 in their population

and the cost was open-ended, based on minutes of searches or items retrieved. As more indexes and full-text publications become available on compact discs, the user again takes responsibility for searching a product that largely has a fixed price. (Presentation on February 13, 1991, to the Blue Ribbon Task Force which is examining the future of Minneapolis' central library.)

TABLE 1.4

**WEEKLY SERVICE HOURS AT MINNEAPOLIS PUBLIC LIBRARY
LOCATIONS: 1960, 1970, 1980, and 1989**

| LOCATION | BUILT | 1960 | 1970 | 1980 | 1989 |
|---------------------------|-------|------|------|------|------|
| Downtown | 1961 | 68 | 65 | 65 | 64 |
| North Regional | 1971 | | | 59 | 59 |
| Walker** | 1981 | 57 | 49.5 | 46 | 59 |
| Washburn | 1970 | | 49.5 | 59 | 59 |
| Nokomis/Longfellow* | 1968 | 57 | 49.5 | 46 | 46 |
| East Lake | 1976 | 57 | 49.5 | 46 | 46 |
| Northeast/Central Avenue* | 1973 | 57 | 49.5 | 46 | 46 |
| Linden Hills | 1931 | 57 | 49.5 | 46 | 46 |
| Southeast/Pillsbury* | 1967 | 57 | 49.5 | 46 | 46 |
| Roosevelt | 1927 | 50 | 49.5 | 38.5 | 38.5 |
| Sumner | 1915 | 57 | 49.5 | 38.5 | 38.5 |
| Franklin | 1914 | 57 | 49.5 | 38.5 | 38.5 |
| Hosmer | 1916 | 57 | 49.5 | 38.5 | 38.5 |
| Webber Park** | 1980 | 57 | 49.5 | 38.5 | 38.5 |
| Pierre Botineau | 1957 | 50 | 39 | 23.5 | 22 |

* New Northeast building in 1971 replacing Central Avenue; Nokomis opened in 1968, replacing Longfellow; Southeast opened 1967, replacing Pillsbury

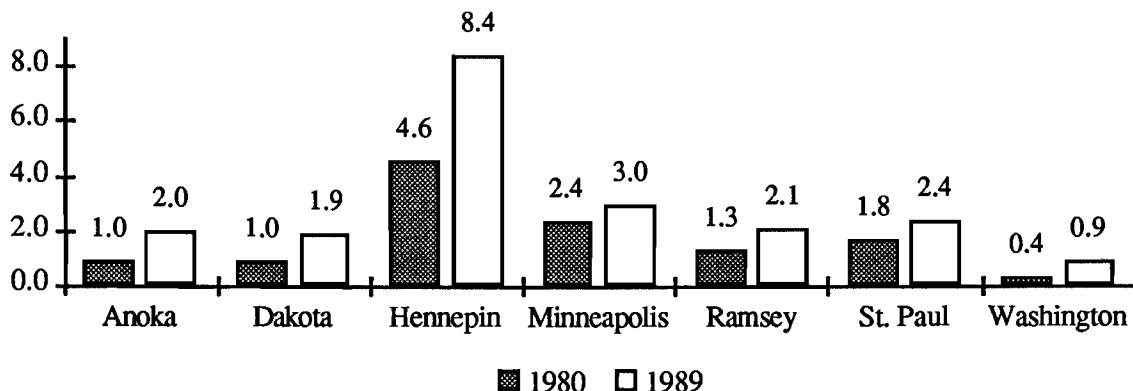
** New building for Webber Park opened 1980; new Walker building opened in 1981

category. Viewed another way: the three largest systems were well above the national median for libraries serving similar-sized populations in categories such as circulation, information requests, and activities.

Figure 1.7 compares the growth in circulation in seven of the systems since 1980. Circulation in St. Paul increased 38 percent, while circulation at Minneapolis Public increased by about 26 percent. Circulation at the Ramsey County Library more than doubled during the 1980s, even though its staff increased only slightly. Similarly, circulation at the Hennepin County Library increased by 84 percent, during a time when its staff grew by less than 20 percent. Based on its ability to expand service with

FIGURE 1.7

CIRCULATION IN 1980 AND 1989 (Transactions in millions)



only moderate increases in staff and our other observations, it seems clear to us that Hennepin County has a particularly well-managed system.⁷

There are 10 individual libraries in the region that are circulation "workhorses," each reporting more than 500,000 circulation transactions in 1989. Table 1.5 shows those 10 libraries. Two libraries in the Hennepin County system (Southdale and Brookdale) and the Roseville center of Ramsey County library each recorded more than one million circulations in 1989.

TABLE 1.5

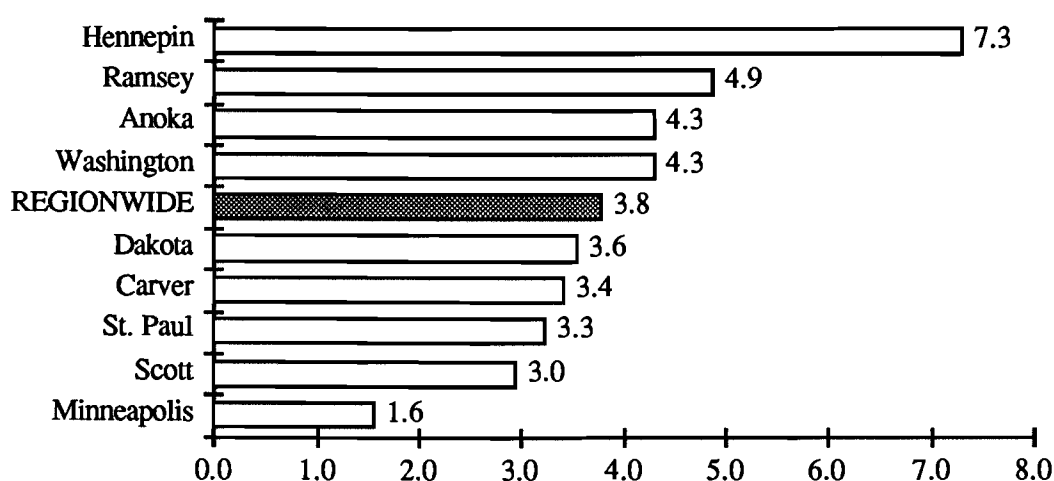
10 LIBRARIES IN REGION WITH HIGHEST CIRCULATION, 1989

| Rank | Library | System | Circulation | Weekly Hours | Staff FTE | Bookstock |
|------|----------------|-------------|-------------|--------------|-----------|-----------|
| 1 | Southdale | Hennepin | 1,198,939 | 65 | 71.6 | 212,000 |
| 2 | Roseville | Ramsey | 1,068,374 | 62 | 30.2 | 142,596 |
| 3 | Brookdale | Hennepin | 1,026,963 | 63 | 35.2 | 103,500 |
| 4 | Central | Minneapolis | 943,938 | 64 | 155.6 | 1,417,828 |
| 5 | Ridgedale | Hennepin | 926,360 | 63 | 35.5 | 99,000 |
| 6 | Eagan-Westcott | Dakota | 641,279 | 61 | 22.1 | 174,160 |
| 7 | Burnsville | Dakota | 631,483 | 64 | 20.0 | 164,567 |
| 8 | Northtown | Anoka | 590,853 | 69 | 18.9 | 460,351 |
| 9 | Central | St. Paul | 563,828 | 58 | 50.7 | 353,000 |
| 10 | Rockford Road | Hennepin | 506,591 | 50 | 15.5 | 64,800 |

We also looked at how intensively collections at the different systems are used. As shown in Figure 1.8, Hennepin works its collections the hardest: on average, each item is checked out and returned 7.3 times a year. At some Hennepin locations, the average turnover ratio is close to 10.

FIGURE 1.8

RATIO OF CIRCULATION TO COLLECTION*



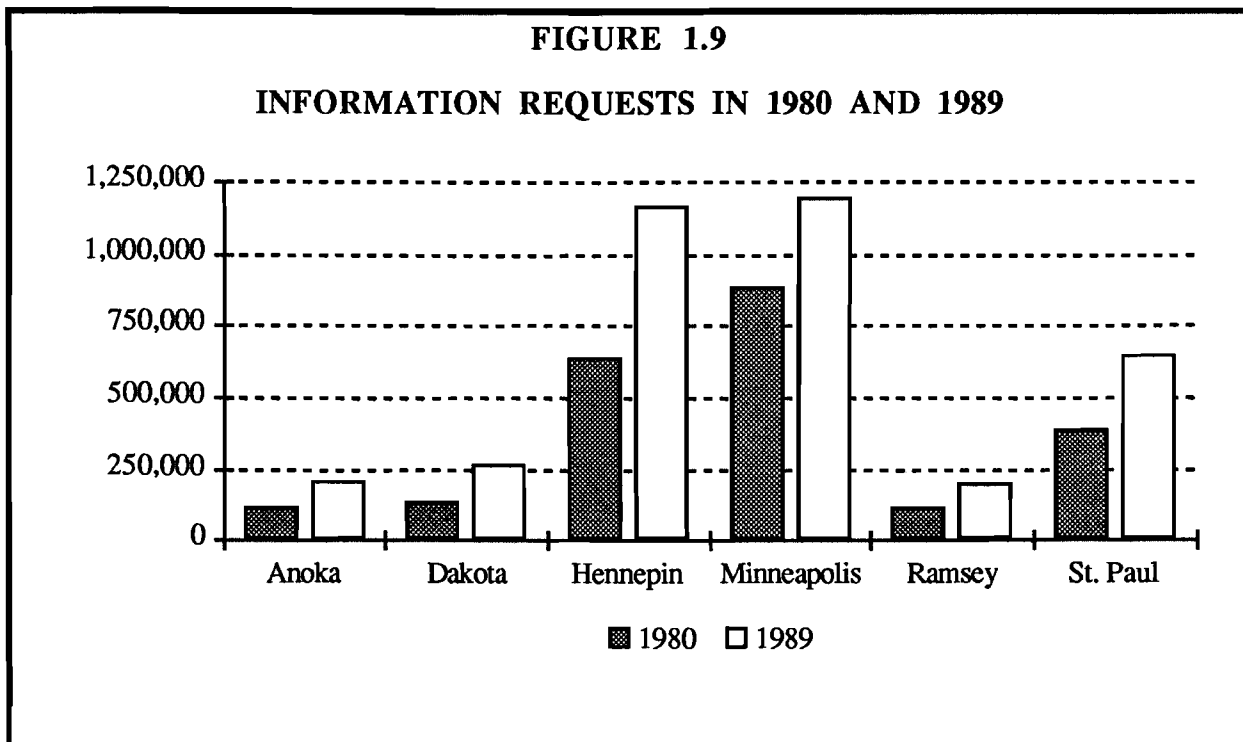
* That is, the average number of times in a year that each volume held by the library circulates.

⁷ Work rules in Hennepin are somewhat more demanding than in Minneapolis. For example, librarians in Hennepin work a 40-hour week, but Minneapolis librarians work a 37.5-hour week.

Note that a good deal of the collection at the Minneapolis central library is made up of reference works and special collections that do not circulate. This emphasis on reference materials reflects the mission of the central library, which includes serving as a research library in certain "areas of excellence."⁸ That means that the library collects materials that are needed for dissertations and other academic research.

Reference Questions

The other key measure used by librarians to assess their activities is the volume of information requests received. This can include reference inquiries and requests for directions. Figure 1.9 shows how information requests have increased at six of the library systems in the region.

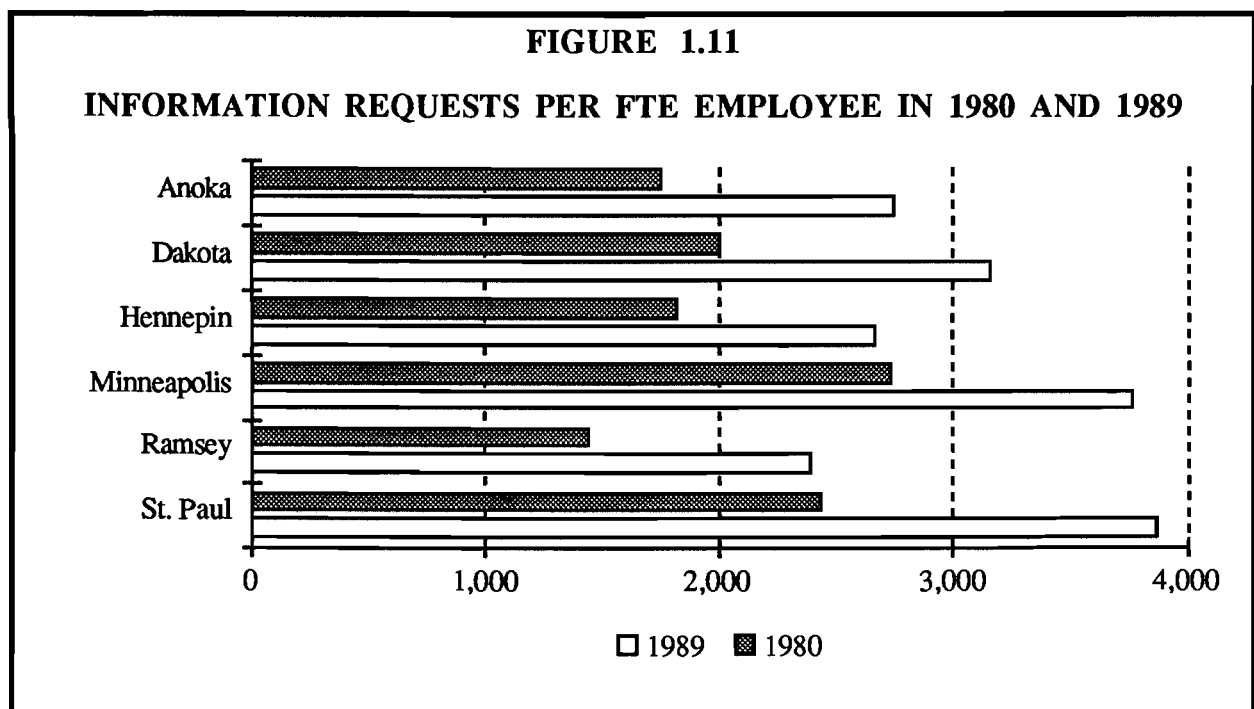
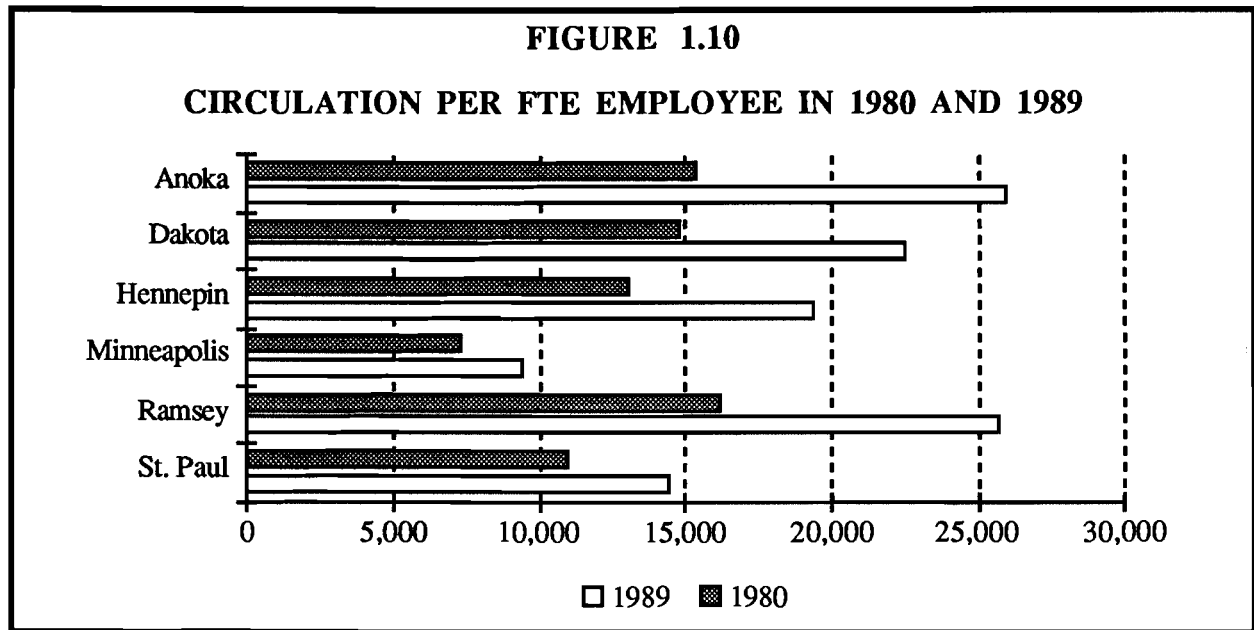


We looked at some other measures of staff productivity, as shown in Figures 1.10 and 1.11.⁹ For example, circulation per FTE (full-time equivalent) employee has increased in all major systems, but is highest in the suburban county systems. Information requests per employee have also increased, and are highest in St. Paul and Minneapolis.

⁸ From Minneapolis Public Library and Information Center, *Collection Development Policy* (1990):

The primary role of the Central Library is to actively provide timely, accurate and useful information for community residents in pursuit of their decision-making, learning and leisure interests. . . The Central Library has two secondary roles. The first is to provide and promote current, high-demand, high interest materials in a variety of formats to serve the popular interests of people of all ages. The second is to provide specialized and in-depth sources in selected areas to assist the general public, researchers and scholars. (Page 7)

⁹ Library systems have their own standards for productivity by staff members performing different tasks, e.g., number of circulation transactions per hour for circulation staff. We think it is useful to look at the productivity of the entire operation and get a sense of its overhead.



USERS AND PUBLIC AWARENESS

User satisfaction with libraries is high, according to surveys, although some users find many public libraries to be unfriendly and difficult to use. Our committee toured the Minneapolis central library and noted how its organization and layout might make it difficult for users to find what they are looking for. In 1988, a consultant to the St. Paul Public Library conducted a survey of users as part of a long-range strategic planning effort. Of the 1,036 library users surveyed, 92.4 percent said they were "satisfied" to "extremely satisfied" with the St. Paul Public Library. Respondents also identified areas in need of improvement, including evening hours, weekend hours, parking, and the arrangement of the central

library collection. Minneapolis is now conducting a user survey. Less is known about how non-users in the Twin Cities view their local libraries.

We observed that local public library systems are only scratching the surface when it comes to marketing and building public visibility. In general, it would be desirable for people to look to public libraries as helpful information sources. We know, for example, that libraries receive many requests for tax preparation assistance. Some librarians take that opportunity to organize weekly help sessions with local accountants in the library, thus bringing those people into the library. The Minneapolis Public Library is taking some steps in this area, such as hosting breakfast meetings for members of the downtown business community to tell them how the library can be useful to them.

In our view, there is a significant vein of public support that could help libraries with fundraising and legislative action. The St. Paul Friends has about 1,200 members and has taken a role in advocating for the library's budget and in raising significant sums for library improvements. In the early 1980s, the Friends raised \$2.2 million for special library projects. It also has established two endowment funds to benefit the library.

The Minneapolis Friends has about 1,200 members and operates the planetarium at the central library and volunteer programs. Hennepin County has established a foundation for its library system, and almost every branch library has its own Friends organization.

RESOURCE SHARING

Resource sharing is a major achievement of the libraries and policymakers in Minnesota. The state has a strong national reputation for cooperation and collaboration.

Minnesota does not operate a central state collection, as do many other states, but it does fund two inter-library loan services to facilitate sharing of local resources: the MINITEX and PLANET systems. (See the sidebar on the next page.) The large University of Minnesota collection is used extensively to fill MINITEX requests. The availability of these materials on a loan basis means that local public libraries can subscribe to fewer journals.

MELSA AND METRONET

MELSA -- the Metropolitan Library Service Agency -- is a federation of the nine major public library systems in the seven-county area.¹⁰ It was established in 1969 through a joint powers agreement of the nine governments. Several independent city libraries are associate members. Each of the nine systems names one member of the MELSA board of trustees. The nine library directors serve on an advisory board.

MELSA operates with a staff of 4.5 FTE. It distributes state and federal library development grants to the member systems. These grants are used primarily to support automation efforts and for acquisition of materials. As we noted earlier, the state and federal aid, while appreciated, is a very small share of the library systems' budgets. MELSA produces brochures and other materials for use by the member libraries, and it produces a microfiche union titles list that identifies which member systems hold which titles. It is now developing a new version of the union list that will be available for use on CD-ROM readers.

¹⁰ MELSA is one of 12 regional public library systems in Minnesota. As a *federation*, it does not provide direct services to users. Six of the other regional systems are *consolidated* and operate libraries and bookmobiles in the region. Their budgets are provided by the participating local governments. Note that four of the federated systems do provide some direct services, such as bookmobiles, to users.

Reciprocal borrowing and reference privileges are the most prominent examples of cooperation by library systems. To users, differences in the library systems are largely transparent -- you visit the library that is near where you work or shop, or call the one you think will have the material you want. This system was recently expanded, so that library users from almost anywhere in the state can present their card at a different library system and have full privileges.

Of 19.5 million MELSA library circulations in 1988, about 10 percent were to cardholders from other library systems in the region, e.g., a Carver County cardholder checking out materials from a Hennepin County Library. That share has been relatively steady in the past few years. About 0.5 percent of MELSA circulations are to patrons from outside the seven-county metropolitan area.

About 20 percent of information questions are asked by cardholders from different library systems within the MELSA region. In 1989, that amounted to more than 832,000 questions. That number and share has doubled in recent years. Libraries that are net providers of reference service receive some compensation in the form of federal grants distributed through MELSA.

METRONET is an even smaller organization that promotes collaboration among libraries in the region. It helps strengthen links between different types of libraries, including public, academic, school, and special libraries. METRONET and other multicounty, multitype library systems in other parts of the state are involved in long-range planning for cooperative programs and resource sharing. MELSA's board members also serve at the governing board for METRONET.

MINITEX and PLANET

The MINITEX (Minnesota Interlibrary Telecommunications Exchange) Library Network is funded by the Minnesota Legislature through the Minnesota Higher Education Coordinating Board. MINITEX facilitates sharing the resources of public, academic, and government libraries in Minnesota and North and South Dakota. In 1989, the agency had a total budget of \$1.3 million, of which 80 percent comes from state funds.

In 1989-90, MINITEX processed 256,473 requests for books or photocopies of journal articles; half of those requests were filled at the University of Minnesota library, which is recognized as the state's primary collection. Requests have grown by about 13 percent in each of the past two years. Through its delivery system, MINITEX provides overnight pickup and delivery to most post-secondary campuses in the state.

The PLANET program is funded through the state Department of Education which has contracted with the St. Paul Public Library to share certain resources with public libraries in other parts of the state.

ISSUES IN RESOURCE SHARING

Although the record of collaboration by libraries in the region is impressive, the challenge is to take that achievement to the next logical steps. MELSA provides a structure for regional coordination and planning. Because it operates as a joint powers agreement agency, it derives all of its authority from the member units. Our impression is that it is not an independent source of leadership and initiatives.

We are interested in the potential for regional operations or coordination in several areas, including:

- collection development;
- off-site storage of less-used materials, archives, and special collections;
- reference services; and
- management information systems.

Collection development

Each of the nine public systems has collection development policies. We heard that libraries will often not attempt to build specialized collections where another public library in the area has already established a strong collection. However, there is no formal mechanism for coordinating collection development among the public libraries or the academic libraries. In our view, coordinated collection development is desirable and could be addressed with regional leadership.

Reference services

Libraries can be gateways of access to important information. Access to that information helps small businesses and communities as they compete with others that have ready access to those resources. Libraries operating reference collections that want to acquire those materials, particularly specialized journals and new electronic databases, find that they are very expensive to lease and to operate. In some cases, there would only be enough usage in this region to justify one copy. The question here is how local systems could collaborate to operate a regional reference library or service for the Twin Cities. A regional reference service would house unique, expensive items, and some rare items; it would also be a center for distributing electronic information to users at other libraries, businesses, and homes.

Materials storage

Several of the library systems, particularly Minneapolis, St. Paul, and the University of Minnesota, have large collections of materials that are unique or that are needed to support academic programs, but are not used often. At the same time, these library systems feel pressure to make room for additions to their collections. We are interested in exploring a regional center for little-used materials, and possibly archival materials and special collections that need a controlled environment.

Administrative systems

Similarly, each of the major public systems is involved in procuring or installing new computer systems for circulation and catalogs. Each has gone its own way. In 1990, Washington, Ramsey, and Dakota Counties cooperated in studying the feasibility of jointly operating a computer center for administrative systems. What they found (and what other librarians told our committee) is that vendors of computer systems for libraries do not offer systems large enough to handle catalog, circulation, and data base search functions for more than one large system.

All the local librarians who met with our study committee expressed their interest in establishing interconnectivity among the systems, so that a user at a Minneapolis library could use a terminal to browse Hennepin County's catalog. We are very interested in the development of interconnectivity between different libraries' systems. The figure on the next page suggests what library users might see in a few years from terminals in their local libraries, or even from their home or office computers. We are also interested in the future potential of joint procurement and operation of administrative information systems.

Role of educational systems

Resource sharing can create problems for libraries when the lenders are not adequately compensated for the service. For example, many adult learners use public libraries. This is partly because of convenience and also because some post-secondary institutions, such as Metro State University and the

technical colleges, were created without libraries to support their programs.¹¹ In some cases, these programs were established with an expectation that much of the library materials needed could be borrowed from other sources, using MINITEX. Metro State University has initiated a program to train its students in searching computerized card catalogs for other libraries. At the same time, it should also be noted that in areas such as St. Cloud and Mankato, state university libraries are widely used by the local community.

In the fall of 1990, the St. Paul school district opened three new schools with no library collections or staff. During the year, funds were allocated to hire half-time librarians and/or to begin acquiring materials at two of those schools. The Saturn school, located downtown, also gained a half-time librarian, but is relying largely on the collection of the downtown St. Paul Library, which is located about three blocks away. The St. Paul school district will open two new schools in the fall of 1991. Funds have been requested for library staff and collections in those schools, but no decision has been made yet.

ACADEMIC AND SPECIAL LIBRARY RESOURCES

Although our study focused on the public library systems in the region, it is important to note that there are other major library resources in the region and in the state. Table 1.6 provides basic information about those libraries and their institutions. For example, the Minnesota Historical Society is a major resource. Its collection includes books, maps, manuscripts, films, pamphlets, newspapers, photographs, artifacts, and archival materials. All of these resources, now in several places, will be located in the new state history center near downtown St. Paul, which is now under construction.

Many of these academic and special libraries have a strong commitment to resource sharing and collaboration. Over 20 years ago, eight libraries formed a library network called Cooperating Libraries in Consortium (CLIC). They are: Augsburg College, Bethel College, the College of St. Catherine, the University of St. Thomas, Concordia College, Hamline University, and the James J. Hill Reference Library. The CLIC libraries have developed a combined catalog and an extensive interlibrary loan service.

A VIEW OF POSSIBLE INTERCONNECTIONS BETWEEN SYSTEMS

Welcome to the Minnesotans' Library Network

Choose CATALOGS to browse

- ⇒ Minneapolis Public
- ⇒ Hennepin County
- ⇒ St. Paul Public
- ⇒ Dakota-Ramsey-Washington
- ⇒ University of Minnesota LUMINA
- ⇒ State University PALS
- ⇒ Library of Congress
- ⇒ OCLC

Choose INDEXES to search

- ⇒ Business Periodicals
- ⇒ Info-Trac
- ⇒ National Library of Medicine

¹¹ A 1990 report of the State Technical College Board found that none of the 34 technical colleges met national standards for adequacy of library collections and staff. Minnesota Technical College System, *Library/Media Survey and Report*, 1989.

TABLE 1.6
COLLECTIONS AT ACADEMIC AND SPECIAL LIBRARIES
IN THE REGION

| | Volumes Held | Journals Held | Enrollment | Requests to MINITEX | Referrals from MINITEX |
|--|-----------------|------------------|------------|---------------------------|------------------------------|
| 4-Year Colleges -- Public and Private | | | | | |
| University of Minnesota-Twin Cities | 4,466,930 | 38,279 | 39,468 | 24,686 | 125,767* |
| Metro State | 0 | 0 | 1,905 | 1,142 | 0 |
| Augsburg | 148,506 | 1,075 | 1,635 | 1,796 | 1,040 |
| Bethel | 127,262 | 640 | 6,270 | 2,886 | 840 |
| Concordia-St. Paul | 104,084 | 428 | 2,263 | 1,357 | 526 |
| Hamline | 284,434 | 2,200 | 2,368 | 1,258 | 1,447 |
| Luther-Northwestern | 72,564 | 550 | 893 | 291 | 262 |
| Macalester | 309,160 | 1,824 | 1,623 | 2,464 | 2,440 |
| St. Catherine | 224,798 | 1,278 | 2,508 | 2,549 | 1,551 |
| St. Thomas | 336,951 | 2,144 | 5,421 | 1,667 | 2,596 |
| William Mitchell | 106,210 | 3,706 | 1,069 | 170 | 253 |
| Special Libraries | | | | | |
| Hill Reference | 145,231 | 1,326 | N/A | 1,154 | 1,486 |
| Historical Society | 550,000 | | N/A | 128 | 915 |
| Community Colleges | | | | | |
| Anoka Ramsey | 31,600 | 319 | 3,009 | 2,423 | 71 |
| Inver Hills | 30,801 | 280 | 2,200 | 429 | 163 |
| Lakewood | 33,653 | 227 | 2,582 | 750 | 83 |
| Minneapolis | 30,300 | 200 | 1,921 | 140 | 131 |
| North Hennepin | 37,192 | 416 | 2,986 | 542 | 157 |
| Normandale | 68,913 | 600 | 4,787 | 3,071 | 475 |
| Technical Colleges | | | | | |
| Anoka | 24,459 | 374 | 1,682 | 99 | 23 |
| Dakota | 4,443 | 95 | 2,067 | 238 | 0 |
| St. Paul | 12,000 | 105 | 3,111 | 10 | 0 |
| Suburban Hennepin | 15,027 | 300 | 4,278 | 0 | 0 |

Sources: Higher Education Coordination Board, *Academic Libraries in Minnesota*; MINITEX; Minnesota Historical Society; Hill Reference Library. Volumes, journals and enrollment data are for FY 1988. MINITEX request and referral data are for FY 1990.

* 125,767 requests actually filled by MINITEX staff working at University of Minnesota Twin Cities Library. Other referrals in column are searched by staff at those libraries.

BUILDINGS

Library systems have developed quite differently in the area. For example, Dakota County has developed a system of five strategically located, medium-size locations, each with roughly the same resources. Hennepin and Anoka Counties have developed systems with many more locations than Dakota, when comparing population and square miles.¹² Hennepin and Anoka have a tiered system of locations, with different levels of resources allocated to libraries in the different tiers. Hennepin County's policy is "to provide library service via library facilities within three miles of 95 percent of the county's population." An appendix to this report contains maps of the library locations for the Minneapolis, St. Paul, and Hennepin County Libraries.

BRANCHES

Metro area libraries continue to make or propose significant investments in new buildings. Ramsey County is spending \$15 million to expand its Roseville library and to build new ones in Maplewood, Mounds View, and Shoreview. (Mounds View opened in July 1990.) Dakota County recently opened a new branch library. St. Paul plans a new Merriam Park library at a cost of more than \$2 million. During the 1980s, St. Paul spent more than \$4 million on renovation projects at its central and branch libraries.

Minneapolis has built or substantially renovated nine of its 14 branch libraries since the late 1960s. After some sorting out of locations in the 1960s, it is generally in a mode of maintaining and improving the remaining locations. For example, it is now completing a renovation and expansion of the Washburn branch that will add 6,300 square feet of space.

St. Paul has been concentrating on major renovations of its 11 branch libraries. During the budget crunch of the early 1980s, it considered closing branches, but then backed off in the face of neighborhood opposition. It has also launched pilot projects to operate popular materials collections at a kiosk in Town Square downtown and at the West 7th Street Community Center. The money for starting those programs was raised by the Friends of the St. Paul Library. The Friends also raised money to replace the St. Paul Library's bookmobile.

Hennepin County is nearing the end of an aggressive expansion and reorganizing program. In the 1980s, it organized operations around three regional centers -- Southdale, Ridgedale, and Brookdale.¹³ At the same time, it closed some small operations, replacing them with the new regional centers or branches serving larger areas. It has upgraded some sites, such as Eden Prairie, as the population of those areas has grown. Hennepin County's five-year plan calls for increasing the square feet in its buildings by about 25 percent, by spending more than \$22 million. It plans to double the size of the

¹² From Hennepin County's policy on library access:

The Library recognizes that it is unnecessary and would be fiscally irresponsible to locate complete library service in every single community within suburban Hennepin County. With the efficient road system, available public transportation, and reasonable population densities, it is more effective to serve geographic areas of political jurisdictions and population clusters with a tiered level of service rather than to provide more numerous, but significantly smaller and less effective libraries, in terms of service and collection resources.

Hennepin County Library, *Guidelines Toward New Service*, p. 11, 1989

¹³ While the Southdale library is its largest and busiest location, Hennepin County does not describe it as the system's central library. Administrative offices and central materials distribution are located at the Ridgedale library.

Ridgedale Library and add space at Brookdale and Southdale. The Hennepin County Board of Commissioners recently approved planning of a 10,000-square foot branch library in Plymouth.

CENTRAL LIBRARIES

Minneapolis

Minneapolis' central library was opened in 1961. It is centrally located on the Nicollet Mall downtown, although it is not connected to the downtown skyway system.

Dissatisfaction with the current facility is widespread, and the Minneapolis Library Board and staff have been studying the building's future for several years.¹⁴ (See the sidebar on this page.) In the fall of 1990, the Mayor, City Council, and Library Board convened a Blue Ribbon Task Force to study the central library, to reassess the previous consultants' reports, and to make recommendations for how its future facility needs should be met.

¹⁴ The Library Board is an independently elected body, although its funding is subject to the approval of the Minneapolis City Council and the city's Board of Estimate. The Council rejected the Library Board's request for city funding for renovating the library in the late 1970s and for public subsidies for a combined new library/office construction project in the early 1980s.

¹⁵ Becker & Hayes, *Long Range Plan and Building Program for the Central Library, Minneapolis Public Library and Information Center*, October 1988; and Ellerbe Becket, *Building Options Analysis, Central Library*, November 1989.

¹⁶ Note that the Becker & Hayes report projected a significantly smaller space requirement for the new building. One major difference is in the multiplier selected to translate net space needs into gross building needs: Ellerbe selected a higher multiplier. Furthermore, Becker & Hayes concluded that there was *too much* table/carrel space in the current building, while Ellerbe decided that even more space would be needed in an improved facility.

Some information about new central libraries in other large metropolitan areas: the 1982 Dallas Public Library is 650,000 square feet, the new Chicago Public Library is 750,000 square feet, the new/renovated Los Angeles library is 540,000 square, and the Atlanta Library is 245,000 square feet.

THE MINNEAPOLIS CENTRAL LIBRARY

In December 1989, the Minneapolis Library Board voted to explore options for building a new central library on a new site. The Library Board's decision was based on two consultant studies in 1988 and 1989. The Board and its consultants concluded that the current library, built in 1961, is an inadequate facility in several ways, and that it would probably not be worthwhile to pay for major renovations.¹⁵ Among the problems of the current facility:

- Major building systems, including heating/ventilation/air conditioning and the mechanical conveyors, are past their useful life and would require major work. Any major renovation of the building would run into requirements for asbestos removal.
- The square footage of the building is inadequate; 83 percent of the collection is in closed stacks and must be accessed by pages using the old conveyor system. Some of the space, such as the auditorium, is seen as poorly used. The building has only 31 on-site parking spaces and no room for parking buses.
- The building is generally unattractive, and its entry points and departmental layouts are confusing and inefficient.

Ellerbe Becket projected that a new facility would require about 500,000 gross square feet to meet projected space needs in the year 2007, compared to the 301,000 gross square feet in the current building.¹⁶ It presented a series of options, including not building, making major renovations to the current facility, rebuilding the current site (while operations continued), building an entire new building on the current site (with operations at a temporary site), or building a new building on a new site, preferably a full square block. It estimated that construction of a new facility on a new site would cost as much as \$100 million.

The library estimates that 83 percent of the central library's collection is in closed stacks. It is important to note that this results partly from management decisions made over time, such as deciding to house administrative offices in the central library and to not allow public access to the third floor, as the building was originally designed. The library is now working to develop a better understanding of how much use the closed-stack collections receive.

Architects have advised the library that major building systems (electricity, heating/ventilation/air conditioning) are likely to fail in the future and will need to be replaced if the library is to continue functioning in the current building. By their estimates, it will cost between \$8 and \$12 million over the next 10 years to replace those systems, just to "keep the doors open."

St. Paul

St. Paul's central library is an attractive building, located next to Rice Park. However, it also suffers from serious inadequacies and is an awkward building to use. Some improvements have been made in recent years, such as installing a central circulation desk. St. Paul would also like to increase the portion of the collection in public areas but, in the meantime, it issues browsing passes to users. In 1990, it proposed a \$15-million project to improve the central library, but later withdrew that proposal.

UNIVERSITY OF MINNESOTA LIBRARY

The University of Minnesota Library is the largest library in the state and a major state resource. With more than 4 million volumes, and subscriptions to nearly 38,000 serials, it ranks 15th nationally in collection size. The University Library has as many journal subscriptions as all the public libraries in the state combined. It operates four major libraries in the Twin Cities as well as 11 specialized branch collections. It also includes numerous special collections.

While the University Library is not formally open to the public, it does lend 150,000 items a year to other library users through the MINITEX system, which is housed at the University's Wilson Library. Users can search the University's LUMINA catalog from home or office computers; faculty members can use LUMINA to request delivery of materials to their offices.

The University Library faces several major challenges. For example, as a research library, it needs to acquire materials published internationally, yet it faces large increases in the costs of serials, particularly those published abroad. Second, its facilities are running out of space. The University has identified the need to renovate Walter Library and also to develop a facility for storage of archives, special collections, and little-used materials.

FINANCING A NEW MINNEAPOLIS LIBRARY

Part of the charge to the Blue Ribbon Task Force was to propose ways to finance a new downtown Minneapolis library, if one is recommended. Based on the price estimate of \$100 million developed by the Library Board's consultants, it would cost about \$10 million a year to service \$100 million of debt. This is a substantial amount, both in comparison to the library's current budget (about \$15 million in 1991) and in terms of the city's overall debt capacity.

The city's current bonded debt totals almost \$1 billion. While this is obviously a lot, the bond rating houses (which give Minneapolis Triple A ratings -- their highest) look favorably at the city because only 10 percent of its bonded debt is general obligation debt. The rest is backed by special taxes or other dedicated revenues.

Because of a charter amendment enacted in the early 1980s (after the Metrodome was approved), any city bonding for an individual public project costing more than \$15 million must be submitted to the voters for approval, or to the Legislature for an exemption from the referendum requirement.

Having noted the possible obstacles, it is worth remembering that there are many creative people working for local law firms and bond houses and for the city who have demonstrated a remarkable ability to develop creative financing schemes for major public and "semi-public" construction projects.

CHAPTER 2

WHAT IS THE ENVIRONMENT NOW? WHAT WILL CHANGE?

Like any organization, public libraries face changes in their operating environment. In this chapter, we review some of those environmental changes and suggest ways in which libraries will need to respond to them.

CHANGES IN POPULATION: DISTRIBUTION AND DIVERSITY OF HOUSEHOLDS

The population of this region is changing in several ways, yet libraries cannot easily pick up their bricks and mortar and move to follow the population.

LOCATION OF POPULATION

In 1960, more than half of the region's population (52.5 percent) lived in the two central cities of Minneapolis and St. Paul. By 1990, the population of the region had increased by about one-third, but only 28 percent of the population lived in the central cities. Fast-growing suburban counties (such as Dakota and Washington) now face pressure to expand and improve libraries. Hennepin County, which has been in the library business for 68 years, faces pressure to expand access to third-ring developing suburbs. Ramsey County has built a new library in Mounds View to provide better service to its northern suburbs.

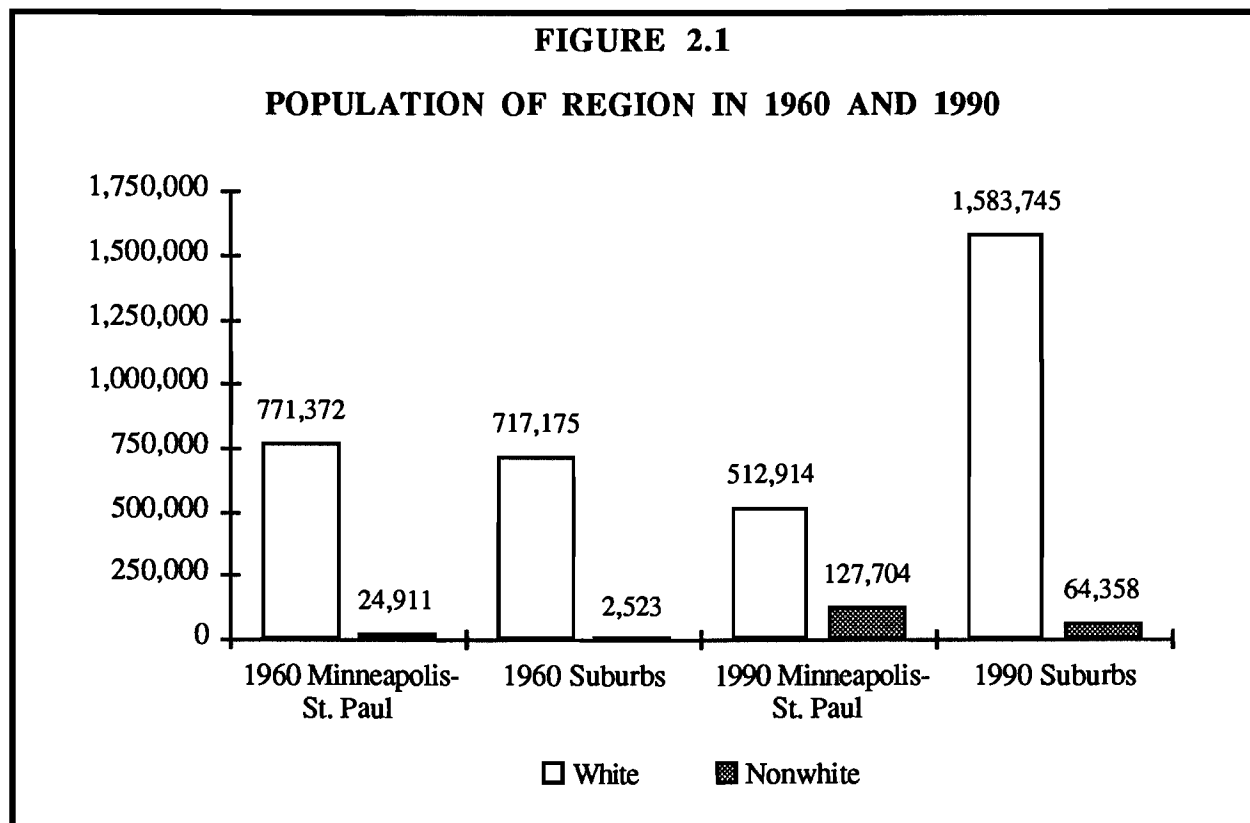
LOCATION OF EMPLOYMENT

Location of jobs has followed a similar trend. Virtually all new net employment has developed outside the central cities of Minneapolis and St. Paul. Suburban development and growth of service industries have changed the rationale for and the employment mixes of central business districts.

In 1970, 55.9 percent of the region's 853,000 jobs were located in the two central cities. By 1986, regional employment had increased by almost half, to 1.2 million. However, only 2,000 of those new jobs were created in the two center cities. The Metropolitan Council reports that the central cities had only 39.9 percent of the jobs in 1986 and projects that they will have 35 percent of the region's jobs in the year 2000. Looking at just the two downtowns, the Minneapolis and St. Paul central business districts currently have about 10 percent of the region's employment.

MORE DIVERSE POPULATION

Figure 2.1 shows that the population has shifted to the suburbs and has become more diverse racially. According to the 1960 census, 1.8 percent of the population in the Twin Cities region was nonwhite. By the 1990 census, that percentage had increased to 8.4. That change is seen both in the two central cities and in the suburbs. The nonwhite percentage of the population in Minneapolis and St. Paul grew from 3.1 percent in 1960 to 19.9 percent in 1990, while the percentage in the suburbs grew from 0.4 percent to 3.9 percent. Nonwhite student enrollment in the Minneapolis school district was 52.2 percent in the fall of 1990, compared to 15.9 percent in 1972. Growing awareness of the needs of a multi-cultural society puts new demands on libraries.



In this region, there are a growing number of families with low reading skills, in poverty, and/or headed by single parents, particularly outside center cities. They have needs for basic adult reading materials and materials for children. It is likely that many of them can be reached most effectively through outreach efforts from branch libraries and bookmobiles.

Middle- and upper-income families are becoming more sophisticated and more demanding users of information. Many have personal computers at home and at their work places and expect the same ease of access to information housed at libraries. Similarly, more affluent families expect the convenience and easy access found with shopping malls, mail order catalogs, and video cassette recorders.

CHANGES IN TECHNOLOGY -- NEW SOURCES OF INFORMATION, WAYS TO ACCESS IT

AN EXPLOSION IN THE PUBLISHING OF INFORMATION

About 75,000 new titles are published each year in the United States, and at least as many in other parts of the world. The number of available journals has also grown. The growth of available materials is changing the definition of what is required to have a comprehensive collection, but collection budgets have not kept up. Compounding this: libraries face hefty increases in publication prices, particularly journals, that are well beyond general inflation rates.

There is a clear trend toward information being published in electronic formats, which allows for enhanced searching and manipulation by users. For example: the University of Minnesota Library has systems that allow users to call up census data on computer (some of which are not or will not be available in hard copy) and use mapping software to analyze and display the data. No one expects books to disappear completely; after all, who wants to curl up with a good CD-ROM reader or pack one for reading at the beach? Neither will CD-ROM readers be universally affordable in the near term.

EVOLUTION TO THE ELECTRONIC INFORMATION CENTER

The University of Minnesota and State University System (LUMINA and PALS) library catalog systems allow browsing of card catalogs from home and office computers, and are evolving to include indexes and text information. This development illustrates how the location of the information -- for example, where the computer data base is physically located -- becomes less important, and remote points of access become more important. Similarly, advances in computer chip technology increase the processing power of personal computers located at remote locations.

The potential development of high-capacity telecommunication systems linking many parts of the state would allow users wider access to information available in digital formats. Creation of this "data highway" capacity is likely to encourage the development of services operating over those systems and data bases that can be accessed via telecommunication links. The Minnesota Department of Administration is proposing development of advanced networks linking state and local government agencies and higher education systems in the state. This creates an important potential for libraries to supply the content that would be transmitted over those networks. It also creates the possibility of allowing many points of local access to information that is maintained at some central location.

Technology for searching computer data bases has been messy and hard to use, with few commonly accepted conventions. However, we note a trend toward more uniform protocols and formats for databases and search programs that will make it easier for users to have access and reduce the need for computer sophistication.

UPWARD AND DOWNWARD SHIFTS IN ECONOMIC POWER AND PRODUCTION

Alvin Toffler has described two seemingly contrary trends and called them "de-massification."¹⁷ He uses the term to describe how economic power is pushed down to local levels in some instances, but is moving upward to central locations in other cases. He talks about power and production that were located centrally being pushed down to local levels (citing examples of in-store mini-labs for photo-

¹⁷ Alvin Toffler, *Powershift*, 1990.

finishing and supermarket bakeries). Computerized systems make it possible for small firms to develop and efficiently produce customized goods intended for niche markets. Goods (automobiles) that were produced entirely locally are now assembled from parts built throughout the world. At the same time, other types of economic power are shifting upward; e.g., the example of the European community establishing a single marketplace, currency, and central bank.

THE FUTURE ROLE OF CENTRAL LIBRARIES

As shown in the sidebar on this page, librarians certainly have thought and debated a good deal about the future of the central library. Some describe it as a dinosaur, while others call it the key to exercising rights of citizenship. One of the consultant reports prepared recently for the Minneapolis Library Board described several goals for a new central library, including several related to the projected image of the library as an *electronic information center*, not merely a bookplace. In the consultant's view, a central library would be responsible for:

- helping the public understand and use new information technology in specially designed spaces for hardware and software;
- providing on-line access to the card catalog and holdings from other libraries and from homes and offices; and
- expanding links through telecommunications to other libraries, national networks, and data bases.

18 "The Central Library -- Beyond Symbolism," *Library Journal*, June 1, 1990.

19 "The Central Library -- A Fatal Attraction," *Library Journal*, June 1, 1990.

20 "Alternatives to the Central Library," *Public Libraries*, Spring 1984.

21 Speech to 1990 Library Conference, Florida State University, Tallahassee, FL, March 11 - 14, 1990.

THOUGHTS ON CENTRAL LIBRARIES

How proper it is that the best spot in town is occupied by a great central library, not some Yuppie department store or plastic franchise selling hamburgers. . . This is not mere symbolism. It is the reaffirmation of the tradition that says, in America, every citizen has a right to know. Nothing less than those great central libraries, joined in sharing networks, can properly support that right. -- *John Berry*, editor-in-chief, *Library Journal*.¹⁸

Why do cities persist in building those dinosaurs? The going rate for a central library is now between \$50 and \$150 million. For this we could build several downtown convenience libraries for popular reading, create a superb business source, and invest in the latest technology to allow users access to information from their homes or businesses. Storage of less used materials could be relegated to less expensive real estate. Money would still be left over to refurbish the real workhorses, the branches. -- *Nora Rawlinson*, editor, *Library Journal*.¹⁹

Central libraries persist and endure because librarians like them and because they convince boards of trustees to like them and because politicians like them. We really do not need central libraries as we have conceived them in the past; there are better and cheaper alternative ways to deliver the information and services they provided. The model we have followed is not very adaptable to present and future conditions; we need to look at other models that offer far greater flexibility and better cost/benefit ratios. -- *Bill Summers*, Florida State University.²⁰

We do not need to house large retrospective collections in the city's high-rent district -- if we in public libraries need to store them at all. . . We do not need to house technical services, processing, delivery systems, or library administration downtown. What do we really need? Central libraries can and should serve the people who live downtown and those suburban and out-of-town visitors who will come downtown to do and see things not available elsewhere. -- *Joey Rodger*, director, Public Library Association.²¹

CHANGES IN OTHER INDUSTRIES THAT MAY AFFECT OR PROVIDE MODELS FOR LIBRARIES

To remain healthy and vital, libraries must adapt to this new environment. When these changes have been felt in other areas, particularly industries such as financial services, health care, telecommunications, real estate, and retail sales, they have stimulated wholesale restructurings. Organizations that refused to respond to new technology and changing demographics have died or are dying. Some examples of other industries adopting to new environments:

Information services: Vendors assemble the data collected and prepared by public agencies and market the services -- at a price -- to the private sector. Public libraries may not have the resources to subscribe to many of these services or to install the terminal equipment needed to bring in data services and networks. The entrepreneurs will develop their products to meet the demands of paying customers, such as special libraries serving individual companies.

Obviously, some corporations value information quite highly. For example, the committee heard about Cargill Information Services, an in-house library collection and research service. That office has an annual budget of about \$1 million, seven librarians, three support staff, 20,000 books, 750 journal titles, and access to 600-800 electronic data bases. It is estimated that 3M's corporate information service center is about 10 times as large.

Financial services: This industry is seeing an increased emphasis on centralized processing services that support millions of users by phone and mail. Higher productivity is achieved through economies of scale. A network of local retail locations, each with a good deal of autonomy, provides points of access to the customer. Banks are gradually replacing tellers as "mediators" to service with self-service machines and telephone functions. Libraries also need to use automation to stretch their staff resources to meet increased demands for service.

Retailing: A good example of the dynamic push upward of some functions, such as buying, which become more centralized. At the same time, other aspects of the business become more localized. For example: the emergence of segmented stores targeted to specific kinds of users, e.g., Dayton's vs. Target vs. Mervyn's. Target also is testing some locally oriented merchandise (local high school sweatshirts) in some of its new stores. Another significant trend is how catalog purchasing is growing in strength as both a complement and as competition to traditional retailing.

CHAPTER 3

RECOMMENDATIONS FOR LIBRARY SERVICES IN THE REGION

We concluded that this region has generally strong library systems with capable managers. Each is trying to find the resources to best meet the needs of its users. Each tries to strengthen its collection and maintain broad access to materials and expert assistance. Each wants high-quality facilities that will house strong services and collections. Yet, there are strong pressures on all levels of government in Minnesota to limit spending and cut services.

Libraries in the region have a strong tradition of collaboration and resource sharing of which they are justifiably proud. To the average user, there is one public library system in the region. The political boundaries that separate the nine public library systems are irrelevant to users, who go to the library that best serves their needs. However, the libraries are still largely funded from property taxes and other local funds, so those libraries that serve users from across the region do so with local resources.

As we see it, the challenge for the future of libraries is to find new ways to share resources and provide services effectively. We also think it is important for services and funding support to be more closely linked.

Thus, we are looking for activities and resources that are best conducted or maintained on a regional basis. At the same time, we are also interested in pushing down authority and resources to local levels when that is an effective way to deliver services and provide resources for strengthening local communities.

What are the next steps toward collaboration and resource sharing in the region? Our recommendations are in four areas:

- emphasizing regional approaches to improving library services in the future;
- emphasizing the development of strong branch operations;
- not making major investments in new or renovated buildings without examining the opportunities to provide services on a regional basis; and
- emphasizing efforts by libraries to build supportive constituencies.

DEVELOPING REGIONAL SOLUTIONS

Our overall goal is to encourage libraries in the region to take the next steps toward improving services through collaboration and achieving greater efficiency through sharing of resources. These resources are likely to become increasingly scarce in the next few years.

We recommend:

- ☐ **Developing and implementing regional solutions to the future needs of the library systems in the region.**

We think there are opportunities to provide better services or to provide services more efficiently on a regional basis. Services should be financed and administered by the level of government that can best operate them. Services that are consumed by the entire region should be financed by a regional tax base.

Specifically, we propose the following:

- developing a regional reference service, with a centralized reference collection and staff;
- developing a regional materials depository to house little-used materials, special collections, and archives;
- developing a regional plan for interconnectivity of library computer systems; and
- developing a regional structure that is capable of carrying out these initiatives.

REGIONAL REFERENCE SERVICES

The challenge is how to improve reference service for the entire region in an efficient way. The proliferation of expensive, specialized journals and data bases puts a great deal of pressure on all library systems that try to have a complete reference collection. Yet, some materials are so specialized that it would be inefficient for several systems in the region to hold their own copies.

A regional reference service would need ready access to a strong reference collection, and our intent is to avoid duplication by libraries in the region. Thus, we do not propose developing a new reference library in the region. Instead, we propose designating one of the large systems as the regional reference library. That library would be recognized as the major point of public access to reference services in the Twin Cities area. Users at other libraries and their homes and offices would have access to the resources of that collection through appropriate technology: personal computers, FAX, and telephone. The regional center would provide service during extended hours.

The three largest systems in the region -- Hennepin County, Minneapolis, and St. Paul -- are already providing substantial amounts of reference service to patrons outside their boundaries. Yet, mechanisms for compensating those systems for their regional services are not adequately funded. Any one of them might propose to be designated the regional reference library.

Establishing a regional reference service would not relieve the existing libraries of all their responsibilities to provide reference services. We expect that users will continue to use their local libraries for many of their reference needs, and those libraries will continue to subscribe to materials that are heavily used.

REGIONAL CENTER FOR OFF-SITE BOOK STORAGE

Public libraries and the University of Minnesota have identified the need for off-site book storage for little-used materials and a special facility for archives and special collections. We think that it is desirable to develop such a facility on a regional basis and to include the University of Minnesota Library.

Operating a regional storage center would require careful coordination of collection development and retention policies; i.e., how many copies of given books ultimately are needed for this region. The computerized catalog systems now used by or planned for the large systems in the region could indicate to users that the location of a given item was the regional storage facility. Holdings in the regional center should be easily searched and efficiently delivered to branch locations, or picked up by users at the storage facility.

Removing such materials from central libraries would free up a good deal of space to better display the rest of the collection, to strengthen collections that specifically serve the downtown communities, to display books and other resources in innovative ways, and to provide meeting space for activities that would be attracted to central libraries.

REGIONAL INTERCONNECTIVITY

Timely use of new technology has made it possible for libraries to provide more public service with only small increases in staff. Given that the demand for library service is expected to continue to increase, it is important that libraries continue to use technology to improve service and achieve efficiencies. We are interested in seeing that new computer systems enable users to do more for themselves, freeing up professionals for other tasks. For example, we would like to see systems that enable users to determine if a book is checked out and, if it is, to reserve the book when it is returned. Self-service book check-out and check-in is another example. We think that libraries can learn from banks and other industries about developing systems that eliminate the need for a staff person to "mediate" between the customer and what the customer wants.

As each library system pursues its own solutions to automation needs and makes significant investment in computerized systems, regional leadership is needed to create the possibility that these systems will be able to effectively communicate with each other. Thus, we recommend development of a plan for interconnectivity and that individual library systems be provided expert advice about how they can procure or modify systems that will be able to communicate with others in the region. A more uniform approach to communications will also make it easier for users to interact with the different systems.

REGIONAL STRUCTURE

To achieve greater resource sharing and coordination in the region, we propose strengthening MELSA and designating it as the vehicle for implementing these activities. In developing this proposal, we studied how other regional services and coordination efforts are organized. Figure 3.1 compares several regional agencies, their governance, and taxing authority.

Our proposal is intended:

- to build on the existing strengths found in the MELSA structure and to avoid creating new agencies or bureaucracies;

FIGURE 3.1
COMPARING KEY CHARACTERISTICS OF SOME REGIONAL AGENCIES

| Agency | Members | Appointed by | Representing/ Districts | Tax/Bonding Authority |
|----------------------|---------|--|---|---|
| MELSA | 9 | Each of the 7 member county boards and 2 city councils; 5 of the members are county commissioners (Anoka, Carver, Dakota, Scott, Washington); 3 are members of the library board (Minneapolis, Hennepin, Ramsey); St. Paul's member is secretary of the Friends organization | Each library system jurisdiction | None |
| Metropolitan Council | 17 | Governor | 16 from districts by population | 8/30 mill in 1988; equivalent in later years |
| Parks & Open Space | 9 | Metro Council | 8 from districts by population | Bonding authority through council up to \$40 million for acquisition and development grants |
| Regional Transit | 11 | Chair and two others (senior and disabled) by governor; eight by Metro Council, six of whom must be elected local officials | 8 from districts by population | 2 mills in 1988; equivalent in later years. Bonding authority through Council |
| Metro Airports | 15 | Governor. Mayors of Minneapolis and St. Paul (or their designees) are members by statute | 8 representing districts; 4 from outstate Minnesota; chair at large | Bonding authority: general obligation bonding up to \$150 million; revenue anticipation bonds up to \$125 million. MAC may levy taxes not to exceed 0.00806 percent of the taxable property value in the region for debt service and additional taxes not to exceed 0.00121 percent of market value for other purposes. |
| Mosquito Control | 17 | County boards of commissioners names representatives from their own members | All county commissioners: 3 each from Anoka, Dakota, Hennepin, Ramsey counties; 2 each from Scott, Washington counties; 1 from Carver | May levy property tax up to the equivalent of six-tenths of one mill (under the old system), adjusted annually by an index of change in property market values. Can issue revenue anticipation debt. |

- to provide regional funding sources that would enable the provision of improved services in the region and create new incentives for collaboration by libraries in the region; and
- to maintain a high level of accountability for spending decisions made for regional library services.

Responsibility for designing and coordinating new regional services, such as a regional reference service or book depository, should be vested in MELSA, working with its member library systems. MELSA would need to add some staff to carry out these functions. MELSA would circulate these proposals for public review and comment and submit them for review by the member local governments. We considered making a recommendation to locate these activities within the Metropolitan Council, but rejected it, concluding that it was important to build on the strength of existing structures and working relationships.

Under our proposal, MELSA would remain a coordinating and planning agency and would not operate these new services. Instead it would contract with member systems to operate the services, according to the specifications developed by MELSA. For example, it might contract with one of the three largest systems -- Minneapolis, Hennepin, or St. Paul -- to operate the regional reference service. This is similar to how the Regional Transit Board contracts with other public and private agencies to provide transit services.

The Legislature should create MELSA in statute as a metropolitan agency. While MELSA would be inducted into the statutory family of metropolitan agencies, it doesn't have to be like the others. It should take the best of the current regional arrangements and would be set up as something of an experiment in how metropolitan coordination and governance could work. For example, we think that MELSA has been operated as an efficient agency, and we would not want to lose that efficiency. Thus, to the extent that the planning and oversight requirements applied to other regional agencies would create a significant burden on MELSA's operations and are not helpful, the Legislature should exempt MELSA from those requirements. Note that the Mosquito Control Commission, which is a joint powers agreement agency created in statute, is not subject to many of these requirements.

The Legislature should grant to MELSA some *limited* taxing authority to raise operating funds for new regional services in addition to the grants that it already receives from state and federal sources.²¹ That limit would be set by the Legislature after it determined, with the advice of the local governments in the area, what an appropriate operating budget was likely to be for MELSA.

The Legislature should provide MELSA with a separate levy authority to raise revenues to support debt financing for new facilities serving regional purposes. For example: a regional center for special collections and book storage. Any use of that levy and any capital project above a threshold amount would be subject to review by the Metropolitan Council, which would issue the bonds. (The Metropolitan Council also issues the bonds for implementing projects of the Regional Transit Board.)

Each of the nine governments operating libraries would still name one voting member to MELSA's governing board. As an agency with taxing authority, seats on MELSA's governing board should be more closely related to population. We suggest that some of the systems with larger populations would name a second voting member to the MELSA board. Furthermore, since we want the University of Minnesota closely involved in how these regional services are organized and provided, it would name a voting member to MELSA's governing board.

In order to make MELSA's decisions more accountable to the public, membership of the governing board should be dominated by elected officials. The statute establishing MELSA should require that the

²¹ A bill will be introduced in the 1991 legislative session that would allow a consolidated regional library system to create a library district that would have taxing authority. Although MELSA is a federated library system, this bill may provide a vehicle for focusing legislative attention on the need for a regional funding base for libraries.

nine member governments name elected officials to the board. The governments with two seats might appoint a generalist to their second board seat. Note that five county commissioners and one generally elected city library board member now serve on the MELSA board. Furthermore, decisions made by elected officials wearing their MELSA hats should be made visible to the public through the annual Truth-in-Taxation disclosure or through other means.

Finally, as an experiment in both service delivery and metropolitan coordination, MELSA should be subject to evaluation within five years of establishing this new structure.

We don't make lightly a recommendation to extend property tax authority to another agency. We feel strongly that library and information services for the public deserve a special status and should have access to additional public funds. Libraries are a critical information source and a strategic resource for communities. New opportunities are emerging that make information in many formats broadly available to users. New resources are needed to ensure that libraries will be able to exploit those opportunities, particularly for those who cannot afford access to private information systems. In our view, the potential of an outside funding source would be a powerful incentive for the independent library systems to collaborate.

Accountability to the public in our proposal is ensured in several ways. First, it is the Legislature that initially authorizes MELSA to use the regional property tax base and sets the ceiling for how much it can tax. Second, the membership of MELSA's governing board would be dominated by elected officials from the nine member governments.

Furthermore, we feel that services provided on a regional basis should be funded by all parts of the region. Note that this is consistent with the goals of accountability and equity described in the League's recent report on state-local fiscal relationships.²³ Currently, residents of all seven counties have broad access to library services in the region, but pay for it very unevenly.

Within this regional system, we see a general need for libraries to focus on the roles that they want to play, and to make budget and other decisions that reflect that focus explicitly. We are concerned that some libraries today seem to try to be all things to all people. We want to see better local and regional planning for libraries, particularly for facilities and collection development.

STRENGTHENING BRANCH LIBRARIES

The shift in population and employment from the center cities to the suburbs has increased the need for strong local libraries, away from the downtown centers. Branch libraries are the "workhorses" of the library world and are crucial points of public access to information.

We recommend:

- ☐ **Strengthening branch library operations to serve users.²⁴**

In our view, services and control should be closer to the branches to reflect the needs and concerns of each local community. We would like to see strong branches that have:

- good access through appropriate technology -- telephone, fax -- to regional information sources as well as basic resources on site;

²³ Citizens League, *Remaking the Minnesota Miracle: Facing New Fiscal Realities*, October 8, 1990.

²⁴ Branches are generally defined as library service outlets which are administered from the headquarters of the city, county, or regional library. Note that some of the library systems in the region would not describe their locations as either branches or as central libraries.

- a commitment to seeking local input, whether through formal advisory boards or other means, to identify the unique interests and service needs of the communities served by the branch;
- budgets to acquire and develop materials or operate programs that meet specific needs of those local service areas;
- open hours on evenings and weekends, not just during the work day; and
- a strong emphasis on outreach to children and to disadvantaged persons.

Branch libraries are the logical places for outreach to their communities, particularly to disadvantaged populations. Depending on the makeup of their local communities, branch libraries may become involved in literacy programs for adult learners, may house homework centers for schoolchildren, and provide services to child care centers, and meeting places for community groups.

For libraries to effectively serve their communities, it is crucial that they actively seek public input in a variety of ways. Besides working through advisory groups, we think it is important that branch librarians actively serve a marketing function: publicizing to local communities what the library has to offer and listening to what library users (and non-users) want from it. We have heard examples of librarians that already play that role effectively.

While we see branch libraries playing an important role in working with schoolchildren, we are concerned when a school district decides not to provide library services at some buildings and expects the public libraries to meet that service need without providing any funding for it.

DEFERRING INVESTMENTS IN CENTRAL LIBRARIES

In our view, the case has not been made yet for significant investment in new or renovated central libraries that would be based on old models and programs. Local governments should not make major investments in new central libraries or major renovations until library systems take a regional perspective on services and facilities.

We recommend:

- ☐ That the region's library systems should not make major investments in new or renovated central libraries at this time. They should first review the programs of their systems and examine the potential for operating certain functions on a regional level.

Before committing to major construction projects, library systems need to reexamine their programs and examine separately each function now housed in central libraries. They should ask whether the library system still wants to fulfill that role and whether it is important to house that operation or service in a central library. For example, some public libraries have determined that they will eliminate or limit their commitment to collections and staff that support an academic research role.

The Minneapolis Library Board's proposal from 1989 is based on taking the current "program" and organization of the central library and building a new building to house it. While the Board is reexamining that proposal and its premises, we think that the central library's "program" itself needs a careful examination. For example:

- We are concerned by the emphasis on building new space in order to increase the percentage of collection in public areas without examining the value of the collection; in general, a new central library should not be built with an emphasis on storing books.

- We are concerned that the current organization of library staff, collections, and public reference points around numerous subject departments is difficult for users and does not reflect how library users do their work or how they would prefer to use the library. There are many opportunities to design a new facility or renovate the current building to better reflect how users do their work.
- We are concerned that valuable square footage at the central library is now occupied by central services, administrative offices, and community programs (the Friends offices and book store, and the Planetarium).
- We are also concerned that major expenditures for new central libraries necessarily reduce the resources available to improve branch library facilities and services.

These are not new issues for the Minneapolis central library. Both the library staff and the Blue Ribbon Task Force are examining these questions.

We recommend that the Minneapolis Public Library reorganize its central library as a "branch" library that meets the needs of the several different communities in downtown Minneapolis, including businesses, government agencies, and a growing number of residents. That downtown branch would continue to play part of the central library's role of making materials available to branch libraries. Archive collections, little-used materials, other services, and administrative functions could be located elsewhere, on less expensive real estate. Branch libraries could turn to that operation for the other support services they need.

St. Paul has approached its central library needs differently. Last year, St. Paul proposed a renovation and expansion of its downtown library that would improve a building that is attractive but not very functional. We think that the project would be much different if it was planned in the context of implementing proposals for regional services.

Both downtown libraries will need to examine how they respond to the needs of the local post-secondary institutions. They constitute a community that is asking local libraries, particularly the downtown libraries in Minneapolis and St. Paul to meet those needs. In our view, public library systems in the area should consider possible joint ventures with local post-secondary institutions but only if the post-secondary institutions would shoulder a fair share of the cost. It does make sense that Metropolitan State University, for example, have a library budget with which to purchase services from the public library systems in the region, though not necessarily to build its own library and collection.

BUILDING SUPPORTIVE CONSTITUENCIES

As with other public agencies, it seems clear that public libraries will face tight budgets in future years. If libraries are to have the resources they need in the future, they need to explore every possible opportunity for stimulating political support, for raising funds from private sources, and for initiating private-public collaborations. The Friends of the St. Paul Library provides the best local example of an independent organization that has been effective in both fund raising and advocacy.

We recommend:

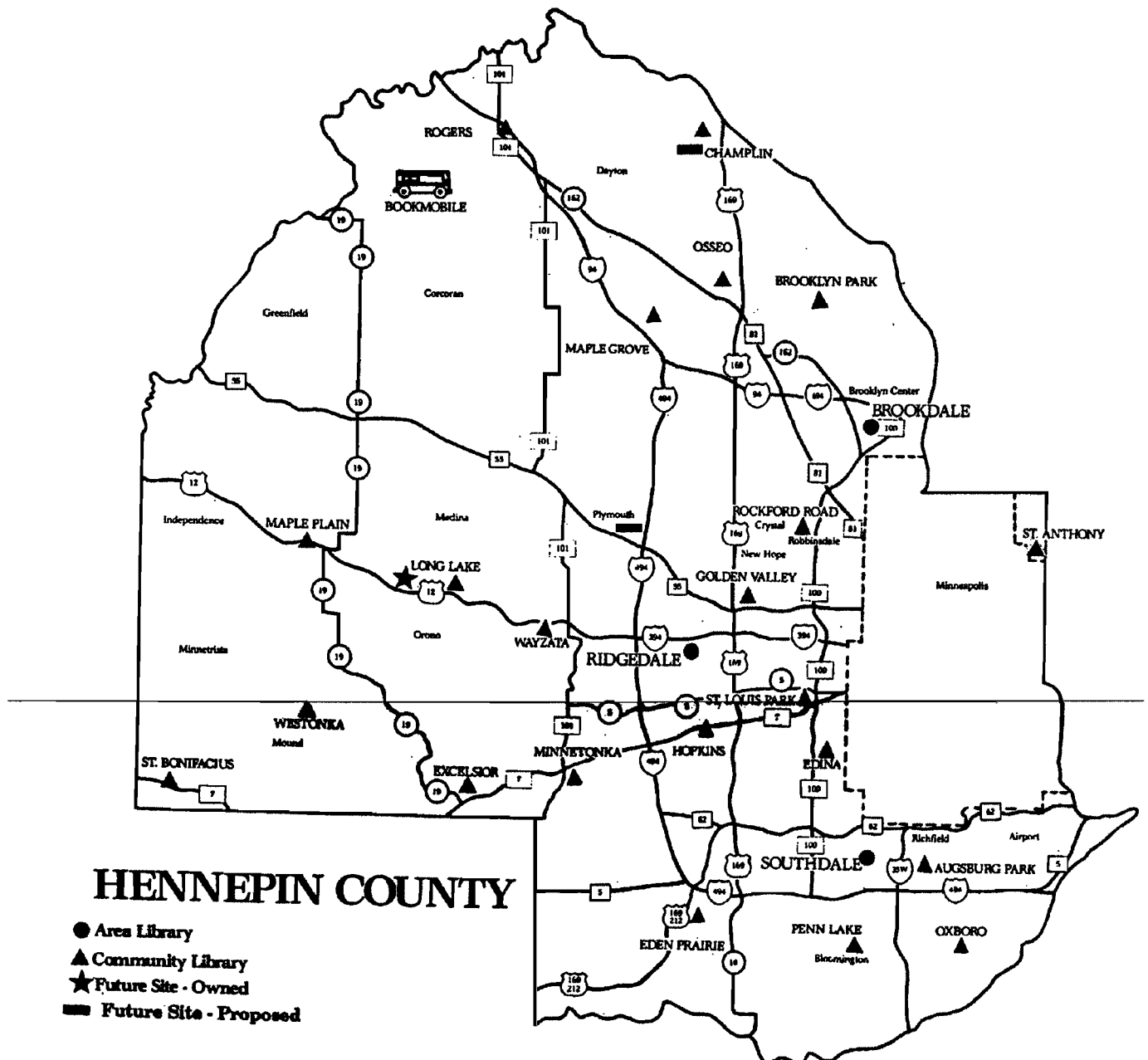
- ☐ **Libraries need to emphasize building supportive constituencies that will help with financial assistance and political advocacy.**

We understand librarians' concerns that libraries not be like museums or the orchestras, which must fund raise half of their budgets each year. However, we would encourage them to be open to the opportunities that can result from working with supportive constituencies.

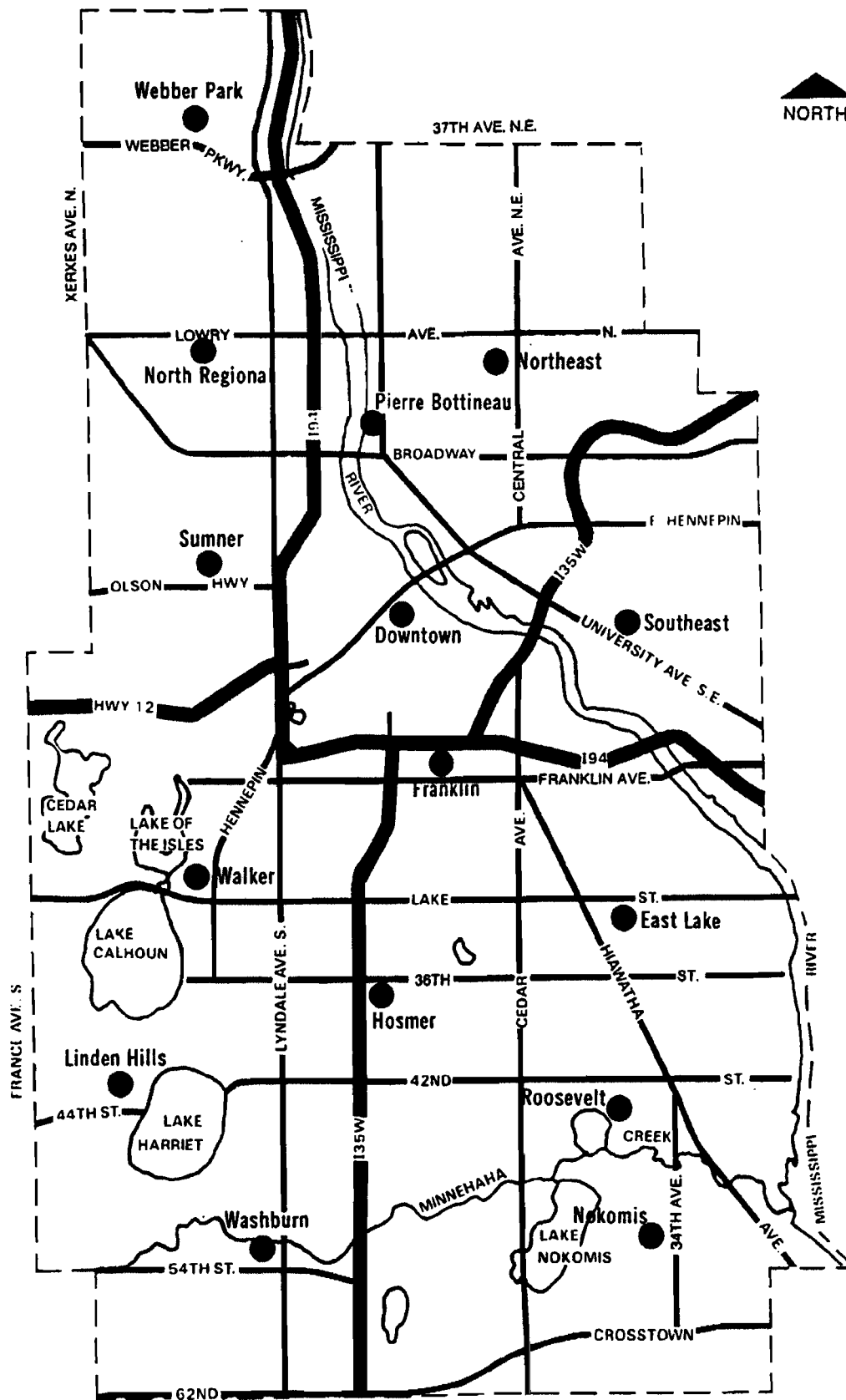
APPENDIX

LIBRARY SYSTEMS MAPS

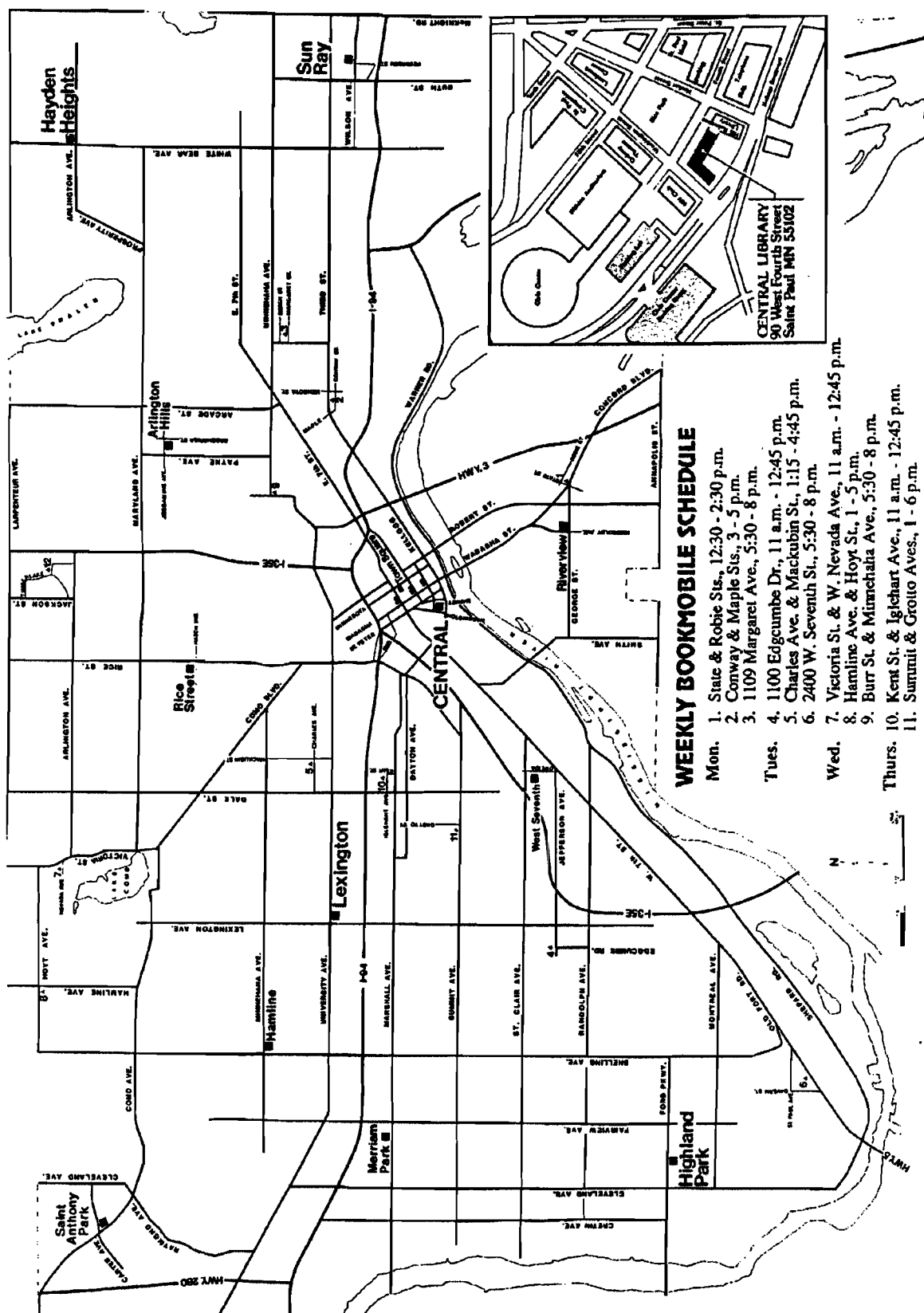
HENNEPIN COUNTY LIBRARY LOCATIONS



MINNEAPOLIS PUBLIC LIBRARY LOCATIONS



ST. PAUL PUBLIC LIBRARY LOCATIONS



OTHER PUBLIC LIBRARY SYSTEM LOCATIONS*Independent libraries in italics***ANOKA COUNTY***Anoka Public Library*
*Columbia Heights Public Library***ANOKA COUNTY LIBRARY**Blaine (Central)
Centennial
Crooked Lake
Fridley
North Central
Johnsville
Northdale
St. Francis
Round Lake
Rum River**CARVER COUNTY LIBRARY**Chanhassen
Chaska
Waconia
Watertown
Young American**DAKOTA COUNTY***South St. Paul Library***DAKOTA COUNTY LIBRARY**Eagan -- Westcott
Burnsville -- Burnhaven
Farmington
Hastings
West St. Paul
Apple Valley - Rosemount**RAMSEY COUNTY PUBLIC LIBRARY**Arden Hills
Maplewood
Mounds View
North St. Paul
Roseville
White Bear Lake**SCOTT COUNTY LIBRARY**Belle Plaine
Jordan
New Market
New Prague
Prior Lake
Savage
Shakopee**WASHINGTON COUNTY***Bayport Public Library*
Forest Lake Public Library
*Stillwater Public Library***WASHINGTON COUNTY LIBRARY**Woodbury
Lake Elmo
Marine
Newport
Park Grove
Valley
Wildwood

WORK OF THE COMMITTEE

CHARGE TO THE COMMITTEE

The committee worked in response to the following charge from the Board of Directors:

Libraries and Information Services in the Region

The Twin Cities metropolitan area has nine independent public library systems: the Minneapolis and St. Paul Public Libraries, and the seven county systems. These systems lend materials to each other and provide regionwide borrowing privileges to each other's users.

Several major library building projects are now underway or under serious consideration in the Twin Cities area. For example, St. Paul is considering a \$15 million addition to its central library.

In the biggest such project, the Minneapolis Library Board is exploring options for building a new central library on a new site, at a cost of about \$100 million. Dissatisfaction with the current facility is widespread: it is unattractive, poorly laid out, and lacks the space to allow easy public access to much of its collection. Furthermore, some of its basic mechanical systems have reached the end of their useful lives and will soon require major investment. The Board will convene a community-wide task force this fall to devise a funding scheme for a new facility, probably involving some combination of public and private financing.

In the near future, changes in information technology are likely to transform the public library from the bookplace of today into an *electronic information center*. For example, libraries will help the public understand and use new information technology; provide on-line access to the card catalog and holdings from other libraries and from homes and offices; and expand links through telecommunications to other libraries, national networks, and data bases. Besides housing information in many different formats, public libraries of the future may still continue their role of public space and gathering place.

These large central library projects raise questions about whether the library systems' appetite for new facilities is well supported by a vision of how information services will be provided in the future, who should finance and operate new facilities, and whether the current structure of nine separate library systems in the region is effective.

The committee should address these questions:

- Given changes in library and information technology, what functions should be housed in central library facilities? What are alternative approaches to providing sites for public information services?
- Is the Minneapolis Library Board's plan for a new central *facility* well supported by a vision of the *services* that would be provided there? Should a new central library be built in Minneapolis? If so, who should be involved in planning the facility and who should be responsible for financing it?

- **If significant capital expenditures for central city libraries are desirable, what changes in governance are appropriate for library systems in the region?**

The committee should consider how the results of its analysis of whether a new Minneapolis central library is needed and how it should be financed could be applied to St. Paul's proposals.

COMMITTEE MEETINGS AND MEMBERSHIP

The committee met 23 times between July 30, 1990, and January 24, 1991. Under the leadership of chair Steve Schewe, these 41 Citizens League members participated in the work of the committee:

| | |
|---------------------|------------------|
| Edythe Abrahamson | John Knutson |
| Harold Adams | Diane Ladenson |
| Charlotte Anderson | Patricia Leary |
| John Bablitch | Gene Letendre |
| Mary Louise Bochnak | Kathleen Lewis |
| Curtis Carlson | Priscilla Martin |
| Henry Childers | John Moon |
| Neil Clark | Edward Oliver |
| Dan Combs | Gregory Olson |
| Keith Davidson | Walter Pratt |
| Janet Dudrow | Mark Pridgeon |
| Burt Dyson | Roger Rydberg |
| Eugene Edie | Sandra Sandell |
| Ruth Fingerson | Jim Scheu |
| LeEtta Flicker | Anne Schneider |
| Lynn Gitelis | Irma Sletten |
| Jean Greener | Dave Stoppel |
| Walter Griffin | Larry Struck |
| Colleen Grogan | Wallace Swan |
| George Hann | Fran Winkel |
| Kathryn Harding | |

Kathleen Lewis and Janet Dudrow served as acting chairs at several committee meetings.

Several managers of local libraries and library service agencies attended many of the committee's meetings. They include Susan Goldberg and Jan Tapley of Minneapolis, Bob Rohlf of Hennepin County, Kathy Stack of St. Paul, Bill Duncan of MELSA, Jan Feye-Stukas of the Minnesota Department of Education, and Bill DeJohn of MINITEX.

SPEAKERS TO THE COMMITTEE

During the first part of its work, the committee heard presentations from these speakers:

Dick Anderson, Teltech Resources
Brian Baxter, owner, Baxter's Books
Grace Belton, Sumner Branch Librarian, Minneapolis Public Library
Harry Boyte, Senior Fellow and Director, Project Public Life, University of Minnesota Humphrey Institute
Ginger Bush, Librarian, Children's Services Department, Minneapolis Public Library
Candace Campbell, President, Minnesota Project Outreach
George D'Elia, Associate Professor, University of Minnesota, Carlson School of Management

Bill DeJohn, Director, MINITEX
Bill Duncan, Director, MELSA
Joan Durrance, Associate Professor, University of Michigan, School of Information and Library Studies
Jan Feye-Stukas, Public Libraries Consultant, Minnesota Department of Education, Office of Library Development & Services
Marsha Fralick, Chief of Technical Services, Minneapolis Public Library
Stephanie Frost, Marketing Manager, Group Health, Inc.
Susan Goldberg, Director, Minneapolis Public Library
Audrey Grosch, Professor, University of Minnesota Library
John Gunyou, Finance Officer, City of Minneapolis
John Hafterson, Manager, Information Services, Hennepin County Library
Ray Harris, President, Ray Harris & Co.
Alice Hausman, Member, House of Representatives
Diane Hofstede, President, Minneapolis Library Board
Randy Johnson, Member, Hennepin County Board of Commissioners
Ann Kelley, Manager of Programs, Higher Education Coordinating Board
Kathi Kohli, Assistant Manager, Cargill Information Service
Alan Lewis, Assistant Manager, Minnesota Department of Education, Library Development & Services
Edie Meissner, secretary, Friends of the St. Paul Library
Lee Munnich, Deputy Commissioner, Department of Trade and Economic Development
Aileen Okerstrom, director, Friends of the Minneapolis Library
Miriam Reibold, member, Metro Senior Federation
Joey Rodger, Director, Public Library Association
Robert Rohlf, Director, Hennepin County Library
Alvin Roth, Assistant Supervisor of Instructional Media, St. Paul Public Schools
Annette Salo, Lexington Area Librarian, St. Paul Public Library
Tom Shaughnessy, Director, University of Minnesota Library
Robbin Sorenson, adult learner programs, Loring-Nicollet-Bethlehem
Kathy Stack, Assistant Director, St. Paul Public Library
Gerald Steenberg, Director, St. Paul Public Library
Jan Tapley, Chief of Central Library, Minneapolis Public Library
Susan Tertell, Director, Business & Economics, Minneapolis Public Library
Gretchen Wronka, Senior Librarian for Children's Services, Hennepin County Library

Titles and affiliations shown are as of the speaker's appearance before the committee. The League thanks these people for their valuable contribution of time and expertise.

COMMITTEE STAFF

Allan Baumgarten prepared this report. Sarah Dunning provided research support to the committee during the first half of its work. Dawn Latulippe and Joann Latulippe provided administrative support to the committee.

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