The Role of Twin Cities Libraries in a World of Information

Metropolitan Council

Pursuant to 1993 Minn. Laws Chap. 334

The Role of Twin Cities Libraries in a World of Information

A Report to the Minnesota Legislature

July 1994
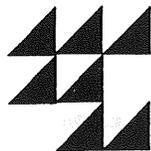
Metropolitan Council

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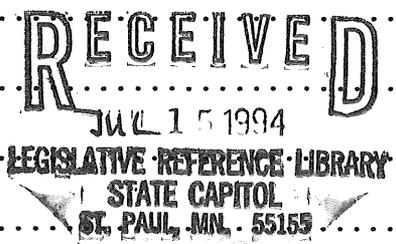Mary Wagner
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INTRODUCTION

The Twin Cities metro area has entered the Age of Information. Like much of the rest of the world, the region's economic health and vitality is increasingly based on the development, transfer and use of information. Success in an information-based economy requires an "information-literate" population that can access, evaluate and process information. The region's investment in information literacy education and information infrastructure systems is becoming as vital as its investment in highways, housing and sewers.

Public policy must take into account the unique and overlapping roles of libraries, education systems, and an expanding array of new information systems. A regional priority must be to better integrate these systems and provide the public investment needed to promote the information literacy of Twin Cities residents.

The focus of this report is the library and its role in the brave new age of information. The Twin Cities is home to more than 1,000 public, special, academic (post-secondary) and school libraries. They and their staff members represent a vast storehouse of information resources and serve as an important component of the region's cultural, social, educational and economic infrastructure.

As the region changes, and as the world of information changes, metro area libraries recognize the need to change. A special Metropolitan Council committee comprised of metro area library representatives, information users and others propose in this report a common vision for the library of tomorrow and its role in the changing world of information and communication. They suggest goals and strategies to expand access to their services to achieve greater effectiveness in the use of available resources. Finally, they recommend creation of a regional library organization, representing a new level of collaborative effort among public and private/corporate libraries. The organization would improve and be accountable for increased service and access to information resources to Twin Cities residents.

STUDY OVERVIEW

In 1993, the Minnesota legislature directed the Metropolitan Council to study library systems in the metropolitan area. The study is to: 1) inventory existing public and corporate/private libraries in the metro area; 2) identify proposed new library construction; and 3) analyze present and future roles of libraries and library systems.

The law, H.F. No. 1486 of 1993 Minnesota Law Chapter 334, also called for recommendations and proposed legislation. This report to the Legislature was prepared by the Metropolitan Council, with the assistance of a 38-member Library Study Advisory Committee. The committee included broad representation from education, government, private business, civic organizations, the major types of libraries, several library consortia in the Twin Cities, and library users.

The committee looked at the following questions:

- What have been the primary roles of libraries and how do roles differ among types of libraries?
- What challenges affect those basic roles?
- What new functions for libraries are emerging?
- What actions do libraries propose to accomplish their roles, both old and new?
- What do libraries need in order to be successful in carrying out these actions?
- What role should regional planning and coordination of library services play?

Advisory committee members' names and the organizations they represent are listed in Appendix A. Their time and contributions to this project are gratefully acknowledged.

The Metropolitan Council adopted this report on June 23, 1994.

SUMMARY

The library of the 21st century for the Twin Cities metropolitan area should be a dynamic, integrated information network and repository. The library should offer affordable access to local and worldwide information resources. It should meet the social, cultural, educational and economic needs of the region's people, organizations and businesses. To achieve this vision, the region's 1,000-plus libraries must work together as never before.

Current resources. The metro area has four major types of libraries, as shown in the table below.

TYPES OF TWIN CITIES AREA LIBRARIES

Type of Library	# in Metro Area	Overall Role	Primary Audience	Major Source of Funding
Public	100	Broad cross-section of information	General public	Local property tax
Academic	53	Support curriculum, research and learning needs of institution	Institution's students, faculty and staff	Parent institution
School media centers	700+	Ensure that students and staff are effective users of ideas and information	School's students, faculty and staff	Public school funding
Special	300+	Support mission of parent organization	Organization's employees and customers and/or defined groups	Parent organization

Library use in the metro area has risen dramatically over the last several years. Public library use in particular is at an all-time high. Circulation was at 25 million in 1991, or 34 percent higher than in 1986. Metro area circulation rates per capita exceed state and national rates. Reference transactions, or requests for information, have

grown by more than one million in five years. This dramatic increase represents the changing role of libraries from circulating materials to a broader role of providing information and serving as an important community resource.

Learners of all ages are contributing to the growing use. Increasing numbers of elementary, secondary, college and university students are turning to public libraries for books and materials. These trends call for greater coordination among public libraries, academic libraries and school library media centers region-wide.

While books remain the mainstay of library collections, audio-visual and other nonprint materials are rising as a proportion of library collections in response to demand for new information formats.

The region's academic libraries also hold a sizeable collection--more than seven million volumes and journals in 1991. Academic libraries circulated more than one million materials in 1992 and responded to millions of reference requests.

Unfortunately, little data has been collected on the size of the region's 700-plus school media centers. While media centers at the elementary level average 10,000 items, and 20,000 items at the secondary level, many items are out of date and of little use in supporting curricula.

Changing environment. Metro area libraries of all types face three major challenges that will largely determine their future roles.

Social challenge. The 2.4 million residents of the Twin Cities area are more diverse racially, socially and economically--representing more races, cultures, family structures and economic circumstances than in the previous decade. They represent an increasingly broad spectrum of information needs. While the region needs an information-literate population to remain economically competitive, demographic trends are dividing people into information "haves" and "have-nots." Have-nots include people who have low incomes, poor eduction, speak English as a second language and who lack access to computers and expanding information technology. Many in the region's growing racial/ethnic minority communities view libraries as unreflective of their cultural or ethnic backgrounds.

Information "haves" include well-educated people with access to home computers and a range of information technology. There is also a growing number of people in between the haves and have-nots--people who know how to get information but lack time or access to make full use of library services. Without libraries and public

investment in information literacy training and education for regional citizens, divisions between haves and have-nots will widen.

Technological challenge. Libraries are facing a revolution in information technology. As more data is transmitted electronically, it raises fundamental questions about what role a library plays in providing information. If users can get information at a home or office computer without going to a library, what value-added service or role can a library provide?

Aspects of that role are beginning to emerge. Most metro area libraries provide computers for patrons to use. But for many other users, assistance from library staff is important in navigating the growing information superhighway. Libraries must define their role in the brave new information world if they are to be gateways to worldwide information resources. This role requires better training of library staff, coordinating technology among libraries, securing funds to pay for information technology, being more accessible, and changing needs in library space.

Fiscal challenge. All metro area libraries are feeling pressure to provide higher levels of service without commensurate increases in funding. Funders, whether they be taxpayers, students or corporations, want better service, more service coordination among libraries and electronic information providers, and less duplication of service.

Keeping collections up to date, especially now that information comes in many formats, is a growing issue. This is especially true for academic libraries with large science and technology collections that are quickly outdated, and school media centers with limited acquisition budgets. Other issues are large inequities in funding among public libraries (ranging from $10 to $41 per capita) and among school library/media centers (from $2 to $70 per student per school district).

Libraries are growing. Metro area library outlets have grown in size and number corresponding to the region's growth. Eleven new libraries have opened just since 1990. Many have been added in the suburbs since 1970, reflecting outward growth. Libraries are very much part of the region's infrastructure investment.

Further growth of libraries is being planned in the region. Eleven new public libraries are planned or proposed between 1994 and 1999. Seventeen major remodeling projects are planned or proposed for the same period. Eight of nine public library systems propose major investments in automation in 1994-1997. Among academic libraries, 11 are planning or proposing new or remodeled buildings or major new technology in the next five years. A summary of planned or proposed capital

investments in the region's libraries, along with data tables, is listed in Appendix B.

Future roles of libraries. Metro area libraries will take on different technology-oriented roles in the future. They will become gateways, or access points, to vast global information networks. They will serve to connect users with an expanding range of information sources across the nation and around the world. Library staff will need to be more service-driven, assisting users in finding and using information. Library service will be measured not by how many books and magazines a library has, but how effectively it responds to users' information needs.

The traditional roles will still be important. Libraries will be educators of all ages, contributors to economic development, a place for generating ideas, for browsing, for self-discovery. But not all libraries will be able to fulfill all roles. Each library must determine its niche most appropriate for serving its users. Libraries will be challenged to market themselves, and conversely, to collaborate with one another, share resources and achieve mutual regional goals.

Vision and goals. The Metropolitan Council proposes a regional vision and five goals to achieve an information-literate citizenry.

> *Vision:* **The library of tomorrow will be a dynamic, integrated information network and repository offering affordable, seamless services to satisfy the information needs of people, organizations and businesses in the Twin Cities metropolitan area.**

Goal 1: People in the Twin Cities area will be able to obtain and use the information they need to be effective citizens in the 21st century.

Goal 2: People will have access to information in a range of print and nonprint formats at metropolitan area libraries.

Goal 3: People will have reliable, timely, equitable and cost-effective delivery of information and materials from metropolitan area libraries.

Goal 4: Physical, psychological and cultural barriers to library services will be eliminated to the extent possible.

Goal 5: Institutional, jurisdictional and technological barriers to people's use of the collective library resources of the metropolitan region will be eliminated.

RECOMMENDATIONS AND FUNDING

MetroLINC: a regional library organization. Rethinking the roles of Twin Cities area libraries requires rethinking the structure and forms that serve those roles. The Metropolitan Council recommends a regional library organization, representing a new level of collaborative effort among the region's four types of libraries. This new structure, called MetroLINC, would provide users with a new plateau of service, while encouraging effective, efficient use of library resources. The organization would answer the need for regional responsibility and preserve local accountability.

MetroLINC would build on the strengths of Metronet, the multi-type agency currently serving metro area libraries. It would be created under current state statute, amended to establish a new governance structure, provide additional functions and authority, and authorize a funding source.

MetroLINC services. The organization would supplement the current variety of independent, locally funded school, public, academic and special libraries in the Twin Cities area. For example, MetroLINC would:

● Provide users and underserved groups with a forum for their needs and concerns;
● Increase access to information through integration of new technologies, and a "Technology Institute" to advise libraries on advances in, and coordination of, new technologies;
● Improve services through research, policy-setting and evaluation of library systems;
● Improve effective and efficient use of public resources by avoiding unnecessary expenditures for buildings and information infrastructure; and
● Encourage collaboration among library systems to increase access to books, tapes and other materials, as well as provide system savings.

Structure and governance. MetroLINC would be governed by a board with two-thirds of its representatives from the general public and one-third from the four major types of libraries. Participation in MetroLINC would be voluntary, but incentives for libraries to join would include savings from cooperative activities, user access to many more resources, and opportunities to participate in region-wide systems. Services would include those currently provided by Metronet, including a monthly newsletter, an electronic bulletin board, weekly updates, guides to resources, workshops and other services.

Proposed new services, requiring additional funding, would grow over five years. In the first year of operation, services would include:
- Borrowing privileges from all types of metro area libraries;
- After-hours reference and research services;
- Quick delivery of documents in the metro area;
- New policies on replacing lost materials, library access, etc.;
- Course outlines for information literacy for the public; and
- Library staff training.

State appropriations for MetroLINC in its first year of operation is estimated to range from $400,000 to $600,000. Support also would come from other MetroLINC sponsors. The estimated total annual funding need ranges from $500,000 to $750,000.

MetroLINC's estimated cost in years two through five ranges from $1 million to $4 million per year. Funds would be used primarily to provide incentives for greater collaboration and sharing, innovations in meeting user needs, and increased use of new technology.

Funding would come from a combination of sources. Tax sources under exploration include a $1-per-parcel property tax, a metro area sales tax, an income-tax check-off, a tax on video rentals, a fee on property title transfer, and a tax on phone and cable TV service. Other funds would come from participating libraries and corporate sponsors, fees for services provided, and state and federal programs and private grants.

The Metropolitan Council calls for a comprehensive evaluation of results achieved by MetroLINC in its fifth year of operation. If MetroLINC costs are found to exceed its benefits, the Council recommends sunsetting the organization.

LIBRARY RESOURCES IN THE TWIN CITIES

TYPES OF METRO AREA LIBRARIES AND THEIR MISSIONS

The Twin Cities area is home to a rich variety of public and private libraries. More than 1,000 libraries and library systems are listed in the *Inventory of Metro Area Libraries*.[1] Metro area library collections and library staff represent an enormous depth and breadth of information, as well as historical and cultural resources.

The following is an overview of the four major types of libraries in the region--public, academic (post-secondary), school library media centers, and special libraries. (See Table 1, page 15.)

Public Libraries

The metro area has 100 public library outlets. Among all types of libraries, the public libraries serve the broadest cross-section of the population. Each of the seven metro area counties operates its own library system, as do the cities of Minneapolis and St. Paul. Seven smaller public libraries in the metro area remain outside the county systems, but are affiliated with a county system by contract and share services. Public libraries reflect the size and types of population they serve. Since they are funded by local governments, they also reflect local property values.

For many library users, the book is still the basic information and recreation service provided by their public library. A sense of place, continuity and community are also important roles played by local public libraries. Most public libraries also serve education, business, government and nonprofit communities. And libraries serve as repositories of local history and ethnic and cultural tradition. But public libraries are also expanding their resources to include the latest in electronic access to information, providing users with information ranging from local to global.

The largest public libraries are in the largest population centers of the region. They include the Minneapolis and St. Paul Central Libraries, and the Southdale, Brookdale and Ridgedale branches of the Hennepin County System. The Hennepin County System is the busiest system, with total circulation of more than 9 million items in

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[1] For a copy of the inventory, call the Metropolitan Council's Data Center at 291-8140.

1992. The Minneapolis Public Library has the largest public library collection in the state, with more than 2.4 million items. Most users have a branch library they consider "their" library.

The region's public libraries can meet a broad spectrum of information needs on nearly any subject. Recent innovations have made access to library resources quicker and easier for metro area residents. As a result of public libraries joining together under MELSA, a federation of metro area public libraries, for instance, residents can borrow materials from, and return materials to, any MELSA library in any of the seven counties. Residents also can ask for information at any MELSA library. (MELSA stands for Metropolitan Library Service Agency.)

Public libraries are changing from their foundations, which is based on circulating books within a defined geographic area. Today's libraries function as part of a borderless, global information structure. And public libraries are feeling the pressure to deliver more service, even as they compete with other public programs for diminishing resources.

In contrast to metro areas such as Chicago and Milwaukee, and in contrast to many other government services, public library services in the Twin Cities are already highly consolidated

Twin Cities Area Public Libraries 1991	
County systems	7
Major city systems	2
Affiliated city libraries	7
Total locations	100
Number of bookmobiles	6
Total collections	8.5 million
1991 charged circulation	25.1 million
Circulation per capita	11.0

But libraries recognize that no library can own everything or do everything, and that collaboration, resource sharing and other forms of cooperation will become even more essential in the future.

Academic Libraries

Academic libraries are located in public and private colleges, universities and other post-secondary institutions. They support the learning, educational and research missions of their parent institutions. There are 53 academic libraries in the metro area, ranging in size from a few thousand volumes at a local community college to 30 large, specialized collections housed at the University of Minnesota Libraries.

The primary audience of academic libraries includes students, faculty and affiliated staff. Typically, most academic libraries do not allow direct borrowing privileges by

others, but allow use of materials by anyone in the library and through interlibrary loan. Most academic libraries also emphasize service to the larger community, and many have extended services to neighborhood users. Many academic libraries extend privileges to alumni or friends of the institution. Business, industry and government professionals also use their resources.

Academic libraries provide access to learning resources that support the curriculum of the college, and learning and research needs of the faculty and students. Learning resources include a local collection made up of traditional print resources, electronic information and instructional technology, access to external databases, and library consortia and interlibrary loan networks. The level of resources available in the academic library depends on the individual institution. Funding for metro area academic libraries varies greatly, from well under $100 per fulltime equivalent (FTE) student at many community and technical colleges to more than $600 per FTE student at two 4-year institutions.

The emphasis at academic libraries tends to be on providing users with information literacy skills--that is, how to find, use and evaluate information. According to a recent report to the Legislature by the Minnesota State University System, academic libraries will be central in the emerging approach to education in which learning is "gathering, choosing and using information rather than acquiring a static body of knowledge."

The University of Minnesota Libraries-Twin Cities is the 15th-largest research library in the nation, supporting the instructional, research and outreach programs of the University. Its collection contains 5 million print volumes, 39,000 serial publications, and 350,000 maps. As the regional depository for federal government publications, it contains 3.6 million documents. The University Library directly circulates 1.1 million items annually, and supplies another 200,000 items to other libraries in Minnesota and North and South Dakota, through the MINITEX interlibrary loan program. (For a description of MINITEX, see page 17.) The University is the largest such provider in the U.S.

Among other academic libraries in the region are those of the 10 public and private colleges and universities, the six community colleges, five of the region's six state technical colleges, and numerous private professional colleges. Many of these collections provide very specialized resources. But not all schools in the state have libraries. Metro State University is the foremost example of a growing academic institution without its own library, creating pressures on public libraries, the University libraries and other academic libraries for access to their resources.

Collaboration among metro area academic institutions will be given a boost with the merger of the state university, state college and state technical systems in 1995.

School Library Media Programs

The school library media program is an integral part of the school curriculum and instructional program. It serves as a learning laboratory, providing information and technology to support educational needs of students. The programs include a variety of formats such as books, periodicals, videos, software, CD-ROM, and videodisc. The resources are organized to provide maximum access to students and staff. Access to online electronic resources is available in many metro area school media centers.

Students of all ages--from early childhood through K-12 to post-secondary, as well as teachers and other school staff--rely on the library media center. In some cases people enrolled in community education classes also use the library media center. Generally, access is limited to school days during the nine-month school year and the regular six- to seven-hour school day.

According to state rules, every school district must provide library facilities according to State Board of Education standards. The school media center includes a media specialist who, among other functions, provides classroom and individualized instruction in accessing, processing, and communicating information; provides guidance in reading, listening and viewing; selects and maintains a collection of culturally-diverse materials; participates in developing the school's instructional program; identifies technology and other information options that may improve teaching and learning; and provides in-service program on information and technology for school staff.

Studies have shown that quality library media programs have a direct, positive impact on student achievement, including their reading skills and verbal expression. More importantly, the media center program provides a setting for all students, affluent and poor, to explore new ideas and concepts, and to develop the skills to use and evaluate information useful throughout their lives.

Resource collections in metro area public schools average about 10,000 items per building at the elementary level and about 20,000 items per building at the secondary level. Library media programs receive a portion of public school district funding, though no levy or minimum level of support is required. Expenditures for library media resources in metro area public schools ranged from under $2 to over $70 per pupil in fiscal year 1992-93.

The metro area is made up of 48 school districts with a total of over 700 library media centers. Most library media centers operate independently with little connection to each other even within the same district. Nevertheless, there are examples of informal cooperative relationships among public and private schools, and public and academic libraries. As wide-area electronic networks linking public-access catalogs and other sources are developed, school library media programs are expected to move toward increased resource sharing. Most school media centers are members of Metronet, the region's multitype library cooperation program.

Special Libraries

Most special libraries exist to provide information--often for immediate and utilitarian purposes--that supports the mission of their parent organization. More than 300 special libraries in the metro area are located in, and supported by corporations, government agencies, nonprofit organizations, law offices, hospitals, museums and other associations. They range in size from the small corporate library to large libraries open to the public.

Special libraries generally have a defined and prioritized clientele and restrict access by the public. They may charge a fee for certain services. Some special libraries serve the public. Among the largest and most accessible special libraries in the metro area are the James J. Hill Reference Library, the Minnesota Historical Society Library and the Legislative Reference Library--all in St. Paul.

The Hill Reference Library, a privately-funded library open to the public since 1921, is unique in the nation. It specializes in business information, with a focus on supporting information needs of Minnesota businesses. The Hill Library provides a range of print and electronic resources. The library offers both free and fee-based services. The Minnesota Historical Society Reference Library specializes in Minnesota history and American Indian history, and has a large audio-visual collection, including photography, tapes, films and slides.

> **Selected Special Library Collections and Areas of Emphasis**
>
> *American Indian history*
>   Minnesota Historical Society
> *Business and economic information*
>   J.J. Hill Reference
>   Minneapolis Central
> *Corporate archives*
>   Cargill
>   General Mills
> *Foreign publications*
>   University of Minnesota
> *Government documents*
>   J.J. Hill Reference
>   Legislative Reference Library
>   Minneapolis Central
>   St. Paul Central
>   Southdale branch, Hennepin Co.
>   University of Minnesota
> *History of electricity*
>   Bakken Library
> *Irish history and literature*
>   University of St. Thomas
> *Minnesota newspapers*
>   Minnesota Historical Society
> *Multicultural resources*
>   Multicultural Resource Center,
>   St. Paul Public Schools
> *Women's materials*
>   St. Catherine's

The Legislative Reference Library specializes in state public policy and the legislative process. Its collection includes audiotapes for House and Senate floor sessions and hearings, House and Senate committee minute books, specialized files on legislative districts, the most complete collection of Minnesota State documents in the U.S., and copies of consultant reports funded by state appropriations.

Special libraries offer specific services geared to providing information quickly. Services include quick answers to specific questions; in-depth research; database creation and computer expertise; telecommunications assistance; written research reports; pathfinders developed in-house; and document delivery and interlibrary loan.

As in other types of libraries, special library collections include printed books and journals, in addition to audio-visual and new electronic formats. Collections also may include special files, databases, proposals, reports and archives--all related to the parent organization. Their collections are often relatively small compared with other libraries, with an emphasis is often on current information, experts, and electronic sources.

The strength of metro area special libraries lies in their depth of specialized information and in their number and diversity. The specialized nature of these libraries requires resource sharing and alternative ways of obtaining needed information. Many of the region's special libraries take part in Metronet and in other consortia related to their expertise, such as the Capitol Area Library Consortium and the Health Science Library Network. Associations of special librarians, including the Minnesota Association of Law Librarians, the Special Libraries Association--Twin Cities Chapter, and the Minnesota Health Sciences Library Association, are major providers of continuing education for their members.

TABLE 1
TYPES OF TWIN CITIES AREA LIBRARIES

Type of Library	# in Metro Area	Overall Role	Primary Audience	Special Services	Major Source of Funding	Director Reports To:
Public	100	Broad cross-section of information	General public	Public and technical services	Local property tax	Library board\ city or county board
Academic	53	Support curriculum, research and learning needs of institution	Institution's students, faculty and staff	Subject area expertise, technical services	Parent institution	Academic dean\ president\board
School media centers	700+	Ensure that students and staff are effective users of ideas and information	School's students, faculty and staff	Technology integration, instructional consultant	Public school funding	School principal
Special	300+	Support mission of parent organization	Organization's employees and customers and/or defined groups	Subject area expertise, customized services for individual users	Parent organization	Varies by organization

Source: Metropolitan Council Library Study Advisory Committee

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LIBRARY COOPERATIVE EFFORTS

The Twin Cities library community has a long tradition of collaboration and cooperation at the state, local and regional levels. As a result, nearly every library in Minnesota can draw on the resources of every other library. Among those library collaboratives are the following.

● **Multi-Type Library Cooperative: METRONET**

Metronet is one of seven regional multitype library systems in Minnesota. Its mission is "to promote excellence in library and information services to the region and the state by working with and through the academic, school, public, corporate, law, medical, government and other special libraries in the seven-county metropolitan area. Metronet provides a forum for metro libraries of all types to share resources, plan cooperatively, communicate with each other, and link libraries with other agencies in the region, state and nation. Metronet receives federal and state grant funds appropriated for cooperation among libraries of all types.

Metronet draws its governing board from the MELSA governing board.

> **Metronet Membership
> by Library Type,
> July 1993**
>
> Academic   30 libraries/
>   41 outlets
>
> Public   13 libraries/
>   104 outlets*
>
> School (public and private)
>   48 libraries/
>   293 outlets
>
> Special   82 libraries/
>   98 outlets
>
> Total: 173 libraries/536 outlets
> * includes bookmobiles

● **Public Library Cooperative: Metropolitan Library Service Agency (MELSA)**

All public libraries in the Twin Cities Area are members of MELSA, a multi-jurisdictional cooperative. Members are city libraries in Minneapolis and St. Paul and the seven county libraries of Anoka, Carver, Dakota, Ramsey, Hennepin, Scott and Washington Counties. MELSA was established in 1969 as a nonprofit governmental agency in accordance with the Joint Powers Act, in agreement between the cities and counties of the member libraries. It is governed by a board of trustees, one appointed by each party to the agreement. The trustees receive professional advice from aboard composed of the directors of the member library systems.

MELSA's mission is to expand access to public library resources and service by promoting and enabling resource sharing and cooperation among the public libraries in the Twin Cities. MELSA's three comprehensive goals: 1) to improve public library service in the metro area; 2) to coordinate public library services, including cooperation with college, university, school, institutional and special libraries; and 3) to involve the metro libraries in a statewide network of libraries. All state and federal funds for public libraries come to MELSA, which partially reimburses members for cooperative public library services.

● Multi-State Resource-Sharing: MINITEX Library Information Network

The MINITEX Library Information Network is a system of interlibrary loan and specialized library assistance. Drawing on the University of Minnesota Libraries as its principal resource, MINITEX fills requests for information when local library collections cannot. More than 200 academic, public, state agency and other special libraries in Minnesota, North Dakota and South Dakota are part of MINITEX. The system does not generally supply service to K-12 schools.

In 1992-93, MINITEX processed a record 309,501 requests from libraries in its three-state region, nine percent higher than the year before. MINITEX services include document delivery; a backup reference service; a union list of serials for libraries; online shared cataloging services; cooperative purchasing; and a region-wide delivery system. MINITEX is funded by the Legislature through the Minnesota Higher Education Coordinating Board.

● Single-Type Library Cooperative: Cooperating Libraries in Consortium (CLIC)

CLIC represents a total of 11 libraries at seven private colleges in the Twin Cities, including Augsburg, Bethel, St. Catherine's, Concordia and Macalester colleges, and Hamline and St. Thomas universities. For 25 years, CLIC has served as a vehicle for library directors and staffs to meet and plan cooperative services.

Among its services is CLICnetII, a library automation system displaying the materials owned by the CLIC-member libraries that allows students on affiliated campuses to obtain needed items from any CLIC library. Other services include universal borrowing privileges and twice-daily delivery of materials within the consortium. As a private federation, all CLIC funds come from membership dues and grants.

● State Library Agency: Office of Library Development and Services

The Office of Library Development and Services in the Minnesota Department of Education is Minnesota's state library agency. Its major responsibilities include statewide library planning and development; provision of information, consultant and technical assistance relating to library services; administration of federal and state grant programs for public library services and for cooperation among all types of libraries; collection, preparation, analysis and dissemination of Minnesota public library statistics; planning and conducting the state's program for continuing education of library trustees and library personnel; operation of the Minnesota Library for the Blind and Physically Handicapped; and operation of libraries focused on education and on library and information science.

State planning and state and federal grant funds have had a significant impact on library development in the Twin Cities. The state for many years encouraged development of larger units of service through consolidation of small public libraries into county and regional libraries. With the exceptions of the Hennepin County Library and the Ramsey County Public Library, county libraries in the Twin Cities were formed with assistance from state library agency staff, usually with the incentive of state and federal funds.

The state library agency supported planning for MELSA and facilitated its formation in 1969. In 1979, with the passage of the state law for multicounty, multi-type library cooperation, state library agency staff assisted in the formation of Metronet.

Twin Cities libraries play a number of roles in statewide library services. Public and academic libraries in the metro area are major providers of interlibrary loan items to other libraries around the state. The largest collections of government information are in St. Paul, and much of this information is shared with libraries statewide. Opportunities for library staff development tend to be concentrated in the metro area, but are open to personnel from outstate libraries as well.

Greater Collaboration Possible. According to a recent paper produced by Metronet, the purpose of multitype information alliances, which can be geographically or issue-based, is "to assume a way of working that provides for inclusive planning, resource sharing and regular communications across library lines and other kinds of boundaries." The benefits of collaboration include: access to information, shared problem-solving, shared expertise, maximizing resources, eliminating isolation, and improved services.

There are many current examples of collaboration and cooperation between public libraries and other agencies. For instance,

- In the Book Buddies program, volunteers go to homeless shelters to share books with children.
- In the Catholic Media Directors Association, directors of media departments in Catholic schools assemble once a month to share information.
- Some branch libraries are members of local Chambers of Commerce; the library compiles book lists on various topics.
- Some libraries work with local businesses and recreation center to sponsor community events.
- A library coordinates the collection at the county jail.
- A children's coordinator speaks to Early Childhood Family Education classes regularly. Some libraries host parenting programs and operate toy-lending libraries.
- Many libraries provide self-service tax forms to the public for the Internal Revenue Service.
- Some libraries work with the American Association of Retired Persons to sponsor tax-help sites; volunteers tend the tax forms.
- Some librarians in shopping center locations attend merchant association meetings.
- A library has applied for a federal literacy grant with Metro North Adult Basic Education.
- In MININET, public and private schools, public libraries and a community college library meet regularly to collaborate on various efforts.
- Minnesota's Talking is a discussion series involving a library, extension and school district community services.
- A library works with a local neighborhood association to establish a library in a local apartment complex.
- Some libraries have deposit collections in local nursing homes and senior centers.

Despite a track record of cooperation among Twin Cities libraries, there's growing recognition in the library community that greater and more effective collaboration is both possible and desirable. Library cooperatives that include all academic libraries, or all school libraries, don't exist as they do for public libraries (i.e., the MELSA organization).

There remain many opportunities for cooperation--formal and informal--across types of libraries. Some examples:

- Create user advisory groups that include different types of libraries.

- Share promotional materials. Let the public know that materials are available in different types of libraries and how to get access to them.

- Develop family-centered and inter-generational programming. Schools and public libraries, and some academic libraries, currently have such programming, but it's not developed by clusters of libraries. Libraries could work together to create a common message so that families know which library to use for various purposes and to make the most of the options libraries provide.

- Recognize and use strengths of different types of library staff. For example, special library staff are often experts in fields that could be very useful to public and school libraries. For example, health/medical librarians could assist school and public librarians with consumer health information. Special librarians are also often competent at customized services, marketing, user studies, and other areas of growing interest to staff in public and academic libraries.

- Staff at every level should spend time in various types of libraries, learning about each others' governance and operating structures. Staff could attend each others' professional/paraprofessional association meetings.

- Build teams to look at collection development from a multitype perspective. For example, if schools, public and academic libraries in an area are investing in CD-ROM technology, collaborative efforts should be made so that public libraries complement, not duplicate, schools' holdings and vice versa.

- Share reference materials and duplicate copies among libraries. One library's discard can be another's find. For example, dated reference materials may be useful in smaller schools or academic libraries. Duplicates of popular materials from the public library could be recycled in schools.

- Collaborate to achieve greater productivity in internal processes such as cataloging, processing materials for use, purchasing programs, binding and related operations.

LIBRARY SIZE AND USE

Metro area library use has risen dramatically over the last several years, as measured by circulation numbers and information requests. These traditional use measures provide an indication of what libraries do and how much of it they do.

Library effectiveness--what libraries produce for the dollars invested in them--is more difficult to measure. One challenge facing libraries is measuring how effective their services are and how their services make a difference to their users and to their communities.

Data is not uniformly available for all types of libraries, hence, the following numbers tend to focus on public libraries in the metro area.

Public library use. Despite competition from other sources of information and entertainment, use of public libraries in the Twin Cities is at an all-time high. Circulation rose to 25 million in 1991, an increase of 34 percent since 1986, despite cutbacks in library hours over the years in many parts of the metro area. (See Figure 1.) Metro area circulation per capita rose from 9.4 in 1986 to 11.0 in 1991. The metro area rates exceeds the state circulation rate (9.3) and the national rate, which also increased during the time period.

Juvenile circulation, reported for the first time in many years in 1991, accounted for approximately 40 percent of the region's public library circulation. Attendance at library-sponsored programs (for example, literacy programs, preschool reading programs, etc.) rose 14 percent during 1986-91.

Reference transactions, or requests for information, rose over 1 million (or 28 percent) between 1987 and 1992, to a total of nearly 4.6 million transactions. This dramatic increase represents the growing public service provided by area public libraries, and reflects significantly increased demands on library staff resources.

Contributing to these high numbers is the growth in adult learners seeking library services from metro area public libraries rather than their academic libraries. Public librarians report higher numbers of requests from elementary, secondary and college and university students for books and materials related to their curricula. No doubt the ease of borrowing at any public library has contributed to the expectation that

students can get all the information they need at their local library. But because all libraries can't meet all needs, the trend demands greater coordination between library media centers, academic libraries and public libraries across the region.

Figure 1
PUBLIC LIBRARY USE
TWIN CITIES METROPOLITAN AREA
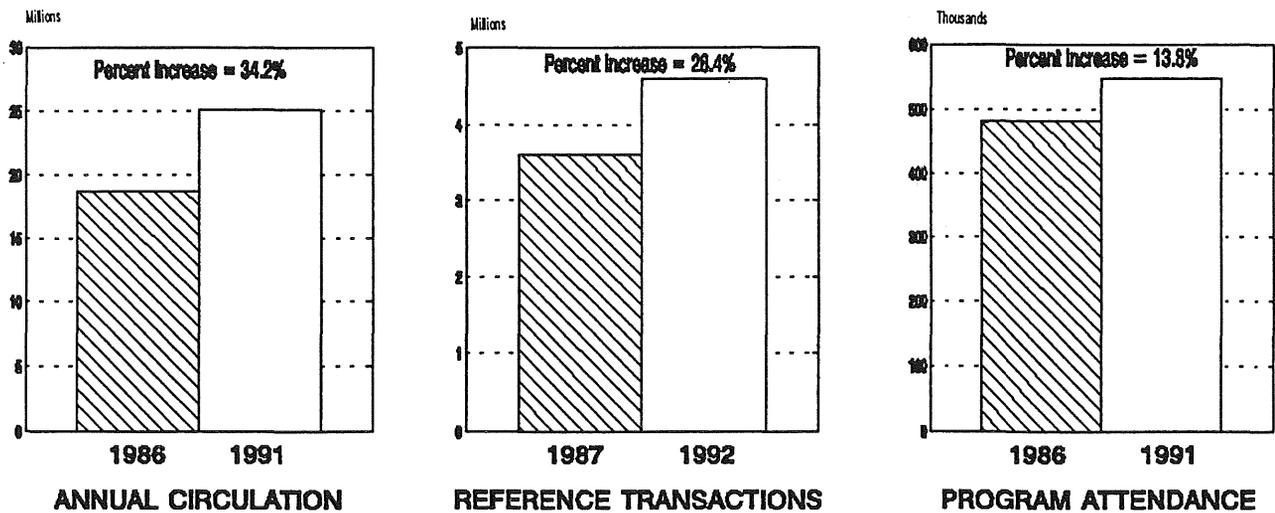
Millions

Percent increase = 34.2%

1986   1991

ANNUAL CIRCULATION

Millions

Percent increase = 28.4%

1987   1992

REFERENCE TRANSACTIONS

Thousands

Percent increase = 13.8%

1986   1991

PROGRAM ATTENDANCE

Source: Minnesota Department of Education, Office of Library Development and Services.

There are several circulation "workhorses" in the region's public library system. Eleven libraries each reported more than 500,000 circulation transactions in 1991, including one more library than the Citizens League reported in 1989. (See Table 2.) Five libraries reported more than one million transactions, up from three in 1989.

TABLE 2
BUSIEST PUBLIC LIBRARIES
TWIN CITIES METROPOLITAN AREA
1991

Library	System	Circulation	Weekly Hours	Staff (FTE)	Number in Collection
Southdale	Hennepin County	1,286,310	60	68.7	250,600
Roseville	Ramsey County	1,151,094	62	31.7	156,767
Brookdale	Hennepin County	1,031,092	58	33.5	115,500
Minneapolis Central	Minneapolis	1,014,743	64	167.8	1,603,640
Ridgedale	Hennepin County	1,009,027	58	33.2	110,500
Eagan	Dakota County	742,508	61	20.2	160,376
Burnsville	Dakota County	655,442	64	18.5	148,834
St. Paul Central	St. Paul	601,662	58	50.2	219,963
Apple Valley	Dakota County	575,448	57	13.2	91,743
Rockford Road	Hennepin County	573,540	50	15.5	69,869
Maple Grove	Hennepin County	511,068	50	11.1	40,196

Source: Minnesota Department of Education, Office of Library Development and Services

Two of the region's busiest public libraries--Apple Valley and Maple Grove--were brand new outlets in the late 1980s. A further look at libraries built during 1986-1991--new outlets and replacement facilities--shows dramatic increases in use. (See Table 3.) Among seven libraries that replaced existing facilities, use more than doubled at two locations and rose from 22 percent to 88 percent at the others. The four new outlets achieved circulations from 169,000 to 575,000 within the first year of operation. All of this took place without taking away from circulation growth at neighboring libraries.

TABLE 3
PUBLIC LIBRARIES BUILT BETWEEN 1986 AND 1991
CIRCULATION BEFORE NEW BUILDING AND AFTER NEW BUILDING
TWIN CITIES METROPOLITAN AREA

Library (Year Built)	Circulation (Year Before)	Circulation (Year After)	Percent Increase
Eden Prairie ('86)	119,697 ('85)	333,861 ('87)	178
Coon Rapids-Northdale ('87)	151,452 ('86)	184,802 ('88)	22
Maple Grove ('87)	-	372,870 ('88)	-
Woodbury ('87)	145,383 ('86)	254,111 ('88)	74
Chaska ('88)	55,653 ('87)	79,170 ('89)	42
Minnetonka ('89)	154,191 ('88)	281,565 ('90)	82
Mahtomedi-Wildwood ('90)	110,758 ('89)	208,879 ('91)	88
Moundsview ('90)	-	169,672 ('91)	-
Bayport ('90)	22,810 (89)	54,353 ('91)	128
Apple Valley-Galaxie ('90)	-	575,448 ('91)	-
Shoreview ('91)	-	210,036 ('92)	-

Source: Minnesota Department of Education, Office of Library Development and Services

Public Library Collections. Metro area public libraries can purchase only a fraction of the new materials available each year, and they remove out-dated materials regularly. Given these factors, the book stock held by metro area public libraries increased by a total of some 346,000 books between 1986 and 1991, a modest six percent increase over five years. (See Figure 2.)

Books continue to be a mainstay of library collections, making up over 90 percent of public library collections, totalling 5.9 million books. But book stock is decreasing in proportion as libraries respond to user demand for new information formats. Audio-visual and other materials rose by more than 30 percent to a total of 444,000 items between 1986-91, while periodicals increased by 20 percent (to a total of 13,500).

Audio-visual and other materials accounted for seven percent of the region's public library collection. One out of 10 materials in the Hennepin County system is now in a non-print format. The largest percent increases in such materials were in compact discs. Video cassettes, audio cassettes, software and multimedia kits also accounted for a large percentage increase. As new technologies develop, they require libraries to provide new staff skills, new types of equipment and new ways of handling and storage.

Figure 2
PUBLIC LIBRARY COLLECTIONS
TWIN CITIES METROPOLITAN AREA
1986 AND 1991

Source: Minnesota Department of Education, Office of Library Development and Services.

25

Circulation and staff. The number of staff full-time employees (FTEs) at public libraries grew by just 13 percent over 1986 levels, compared with a 34 percent increase in circulation. (See Figure 3.) Circulation per FTE increased for all metro public library systems between 1986-91, except the Minneapolis system, which had a large reference function. Circulation per FTE exceeded 20,000 items for six of the nine systems in 1991, compared with only three of the nine systems in 1986.

Figure 3
CIRCULATION PER FULL-TIME EQUIVALENT
TWIN CITIES AREA PUBLIC LIBRARY SYSTEMS
1986 AND 1991
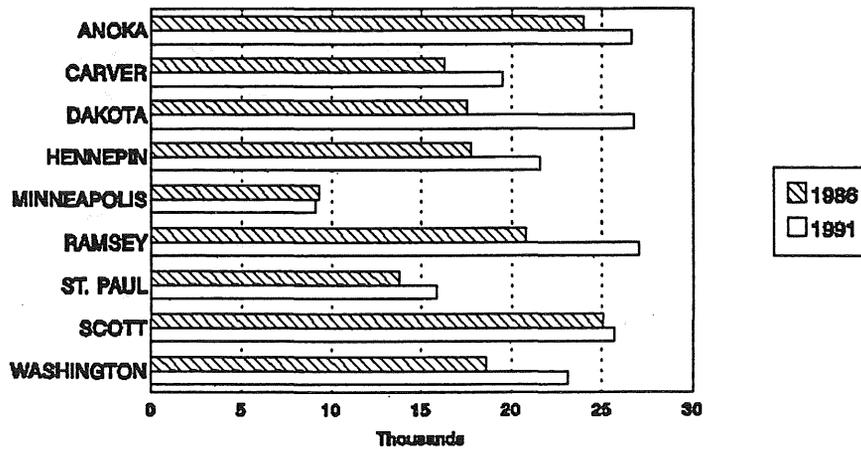
Source: Minnesota Department of Education, Office of Library Development and Services.

TABLE 4
SUMMARY
PUBLIC LIBRARIES AND LIBRARY SYSTEMS
TWIN CITIES METROPOLITAN AREA
1991

	Number Locations	Book stock	Circulation	Number Full-Time Employees
County Systems				
Anoka County	10	472,208	2,241,201	84.2
Carver County	5	72,284	260,058	13.3
Dakota County[1]	6	556,341	2,694,330	100.6
Hennepin County[1]	25	1,108,398	9,134,980	423.6
Ramsey County	6	444,334	2,395.664	88.7
Scott County	7	130,730	398,325	15.5
Washington County[1]	7	227,824	1,144,334	49.5
Major City Systems				
Minneapolis[1]	15	1,977,573	3,065,302	337.0
St. Paul[1]	13	599,048	2,692,954	169.7
Affiliated City Libraries				
Anoka Public[2]	1	61,054	264,029	10.3
Columbia Heights	1	54,329	152,946	8.3
So. St. Paul[1]	1	62,000	222,252	9.0
Bayport	1	18,625	54,353	3.3
Forest Lake	1	39,674	203,972	3.7
Stillwater	1	58,442	208,898	10.4
Total	100	5,882,864	25,116,061	1,330.6

[1] Operates bookmobile
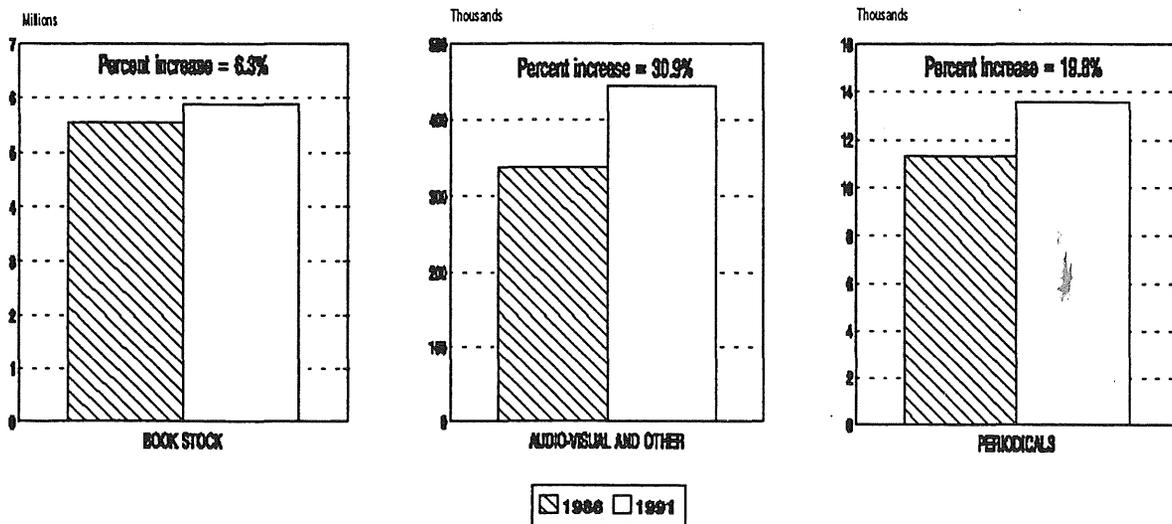[2] Will merge with Anoka County Library system by January 1995
Source: Minnesota Department of Education, Office of Library Development and Services

Academic Libraries. Academic libraries in the metro area held more than seven million volumes and journals in 1991, a combined collection available to all students and faculty in Minnesota through the MINITEX Library Information Network. The region's four-year college and university libraries range in size from 93,500 volumes at Concordia to nearly five million volumes at the University of Minnesota Libraries, the largest library in the state. Community and technical college libraries tend to be smaller, with from 5,000 to 85,000 volumes. (See Table 5 on page 29.)

The ratio of volumes to student enrollment also varies, but the smaller schools tend to have fewer volumes per student. Technical colleges ranged from 2.7 volumes per student to 16 volumes per student. Larger schools held from 65 volumes per student at Augsburg and Bethel, to 132 volumes per U of M student, and 204 volumes per Macalester student.

The use of academic libraries is high, particularly the University of Minnesota Libraries. (See Table 6 on page 30.) Circulation among libraries in four-year institutions exceeded one million in 1992; University of Minnesota Libraries accounted for three out of four circulation transactions. Reference transactions are not recorded at many libraries, but number in the millions. Community college libraries counted another 71,000 circulation and 66,000 reference transactions.

Academic libraries serve primarily their students, faculty and staff. Circulation of materials is generally reserved for people affiliated with the college or university, but the specialized resources found in the region's academic libraries are accessible to and used by Twin Citians unaffiliated with the institution.

For many post-secondary students, their primary library use has shifted away from the academic library. Many undergraduates, as well as growing numbers of part-time, older and off-site students, view library service less in terms of affiliation than by convenience and location and, thus, are using libraries closer to home, often their public library.

Sharing Library Resources. The use of interlibrary loans is on the increase, reflecting the inability of local academic libraries to meet all of their student and faculty needs. MINITEX is the largest provider of inter-library loans in the Upper Midwest, and it has experienced dramatic growth. In 1992, MINITEX processed 283,800 document delivery requests, the highest in its 25-year history. Requests from academic libraries and state agencies constituted 70 percent of requests to MINITEX, public libraries 17 percent.

TABLE 5
COLLECTIONS AND INTERLIBRARY LOANS AMONG
ACADEMIC AND SPECIAL LIBRARIES
TWIN CITIES METROPOLITAN AREA
1992

	Volumes Held	Journals Held	Enrollment	Interlibrary Loans	
				To Other Libraries	From Other Libraries
4 Yr. Colleges					
University of MN-TC	4,908,982	39,484	37,265	211,115	14,206
Augsburg	162,371	979	2,511	3,345	4,871
Bethel	126,860	575	1,959	2,883	7,147
Concordia-St. Paul	93,579	526	959	1,059	2,520
Hamline	305,623	3,524	2,944	2,888	2,948
Luther-Northwestern	181,417	748		185	449
Macalester	336,539	1,974	1,649	5,459	4,353
Metro State	0	0	0	0	0
St. Catherine's	230,502	1,257	2,700	4,425	6,320
St. Thomas	383,421	N/A	6,046	6,356	3,533
William Mitchell	121,533	3,539	1,122	390	231
Community Colleges					
Anoka Ramsey	35,319	308	3,765	151	3,723
Inver Hills	37,655	290	2,738	263	444
Lakewood	36,000	278	3,240	194	498
Minneapolis/MCC*	N/A	N/A	2,618	47	233
North Hennepin	42,000	294	3,612	300	691
Normandale	85,484	760	5,576	502	2,220
Technical Colleges					
Anoka	11,369	234	2,026	13	86
Dakota	4,901	75	1,815	0	262
St. Paul	12,000	173	2,966	-	73
Hennepin North/South	63,600	338	3,952	-	-
Minneapolis/MCC*	40,000	379		-	-
Northeast Metro	6,000	125		-	-
Special Libraries					
Hill Reference	150,000	1,000	N/A	2,452	798
Historical Society	165,000	6,600	N/A	3,541	-

N/A = Note applicable
* Minneapolis Community College and Minneapolis Technical College share a library
Source: MINITEX, Minnesota State Board of Technical Colleges, Hill Reference Library, and Minnesota Historical Society

TABLE 6
CIRCULATION AND REFERENCE TRANSACTIONS
ACADEMIC LIBRARIES
TWIN CITIES METROPOLITAN AREA
1992

	Circulation Transactions	Reference Transactions (estimated)
4 Yr. Colleges		
University of MN-TC	781,644	N/A
Augsburg	14,105	21,632
Bethel	32,525	N/A
Concordia-St. Paul	18,748	8,320
Hamline	15,812	14,560
Luther-Northwestern	37,672	4,004
Macalester	62,438	39,000
St. Catherine's	27,756	13,728
St. Thomas	42,381	59,020
William Mitchell	N/A	N/A
Community Colleges		
Anoka Ramsey	8,366	4,264
Inver Hills	15,313	31,200
Lakewood	22,903	N/A
Minneapolis/MCC	6,800	15,600
North Hennepin	18,241	15,600
Normandale	30,385	N/A

N/A = Not available
Source: MINITEX

The University of Minnesota is the largest provider of materials shared through MINITEX--61 percent in 1992. As such, it plays a central role in providing information resources to people across the state, yet the University is slipping in relation to other research libraries in new volumes added. While its collection continues to be 15th largest out of 106 U.S. research libraries, it has fallen to 16th in new volumes added. The aging of its collection will eventually make access to current information in certain subject areas more difficult for all Minnesotans.

Public School Media Centers. School media centers in the metro area contain approximately 10 million items, including books, periodicals, and a variety of nonprint and electronic resources. Detailed data on local school media center programs has not been collected since 1982-83 by the Media and Technology Unit at the Minnesota Department of Education. That unit was disbanded in 1993.

Overall, school media centers average 10,000 items at the elementary level and approximately 20,000 items at the secondary level. The numbers provide no indication of how current the collections are or whether available materials relate to school curricula. According to a survey of Minnesota school media collections by the Minnesota Educational Media Organization in 1992, more than 36 percent of the collections have copyright dates older than 1975 and 57 percent of the collections are older than 1980. Only 22 percent of collections have copyright dates within the last six years.

Most school media centers have audio kits including tapes, "talking" books and filmstrips, but many are out of date. Periodical subscriptions and current topical resources are also in short supply in many media centers.

Most school media centers have collections of other nonprint materials which include video cassettes, audiocassettes, computer programs, CD-ROM, and videodiscs. Funding for electronic resources, unlike funding for print resources, has increased over the past 10 years, although significant discrepancies among districts remain, especially urban and suburban.

Annual circulation at the elementary level averages about 50 items per student. Secondary-level material circulation drops dramatically as students move into research projects that use information in a variety of formats as well as electronic sources. Reading skills are integrated into all curricula. As noted earlier, requests for books and other forms of materials by K-12 students are increasing at area public libraries.

THE CHANGING ENVIRONMENT

The Twin Cities region, like the nation, is moving into the age of information, a time in which the economic health and vitality of the region is tied to the production and use of information. Therefore, investing in the information literacy of the region's residents and in the information infrastructure--of which libraries are an important element--is critical to the future vitality of the area.

Major challenges face metro area libraries in this turbulent environment. They are the social challenges related to a changing population, the technological challenges of the information revolution, and the fiscal challenges of constrained budgets.

THE REGION'S CHANGING POPULATION

Libraries face new challenges in serving a Twin Cities population growing in size and diversity. The 2.4 million residents of the Twin Cities Area represent more races, cultures, family structures and economic circumstances than ever before. In addition, they are growing older and geographically more spread out than in the past. As the Twin Cities' population grows to a projected 2.8 million in 2010, it will represent an increasingly broad spectrum of information needs.

At the same time, the region requires an information-literate population to remain economically competitive. Yet many of these trends could serve to divide the Twin Cities population into the information "haves" and "have-nots." It will be the role of libraries to help to close the gap between the two ends of the spectrum.

> **Information Literacy--What Is It?**
>
> - knowledge that information will help
> - knowledge about where to go for it
> - ability to retrieve it
> - ability to interpret, organize and synthesize it
> - ability to use and communicate it.
>
> Source: From a 1989 symposium sponsored by Metronet, the Metro Education Cooperative Service, and the University of Minnesota.

Information Have-Nots. At one end of the spectrum are Twin Citians--many of whom have low incomes and poor education--who don't use libraries and don't know what's available or how it might be useful to them. It includes people who are part of the half- million Minnesotans who are functionally illiterate, lacking basic reading,

writing and comprehension skills. Even more Twin Citians are only marginally literate, reading below 8th grade level and unable to use information and increasingly common forms of technology.

Poverty is related to poor education. Poverty hits especially hard in the central cities of Minneapolis and St. Paul and the fully developed suburbs, which together account for half the region's population but three-quarters of its poverty. Poverty also disproportionately affects the region's young people and single-parent families. Most poor Twin Citians are white, but significantly higher proportions of the region's communities of color live at or below the poverty level. (See Figure 4.) The poverty rate for female-headed families of color is more than 60 percent.

Figure 4
PERCENT OF PERSONS IN POVERTY BY RACE
TWIN CITIES METROPOLITAN AREA
1979 AND 1989
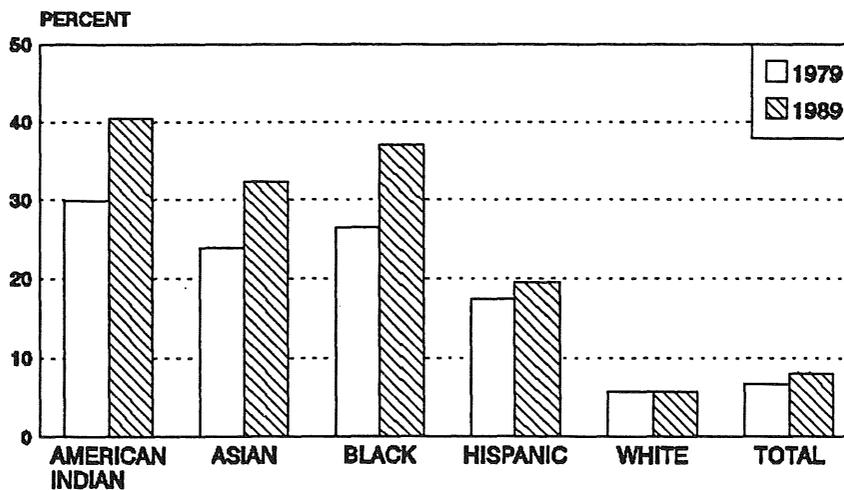
Source: Metropolitan Council.

The group of information have-nots also includes new immigrants whose cultures have not included the written word, books and libraries. And it also includes members of the Twin Cities' racial and ethnic communities who view libraries as unreflective of their cultures and history. Both groups are growing in size. More than 27,000 immigrants located in the Twin Cities between 1985 and 1990. Persons of color have grown from five percent of the region's residents in 1980 to eight percent in 1990.

With a younger age structure and higher fertility rates, the region's minority population will continue to grow faster than its white population.

The information needs of these groups range from the most basic to sophisticated information and referral needs. Unable to afford computers, many in these groups will depend on the library for access to electronic information. Public libraries have always played a democratizing role. Through the provision of computers and electronic networks, libraries will continue to play a vital role in providing these groups with expanded access to community, social and public services.

Public libraries have also played an important role in literacy programs, classes in English as a second language (ESL), and early childhood reading programs in the past and will continue to do so in the future. In an effort to reach more people, libraries need to provide a nonthreatening, welcoming environment for a diversity of people. To do so, they need to expand efforts to take services to people where they are out in the community. To extend resources to these areas will require library and community program staff working together to determine users' needs and how best to meet them.

Public school libraries face special challenges in meeting nonwhite student needs, as enrollments diversify. More than half the annual increase in the region's student population since 1988 has been from students of color. (See Figure 5.) In Minneapolis and St. Paul, white enrollment has fallen at the same time that minority enrollment has risen. In 1990, minority students became the majority in Minneapolis schools for the first time. In St. Paul, minority children accounted for 47 percent of

Figure 5
CHANGE IN K-12 ENROLLMENT
IN TWIN CITIES AREA PUBLIC SCHOOLS
1989 AND 1992

Source: Metropolitan Council.

34
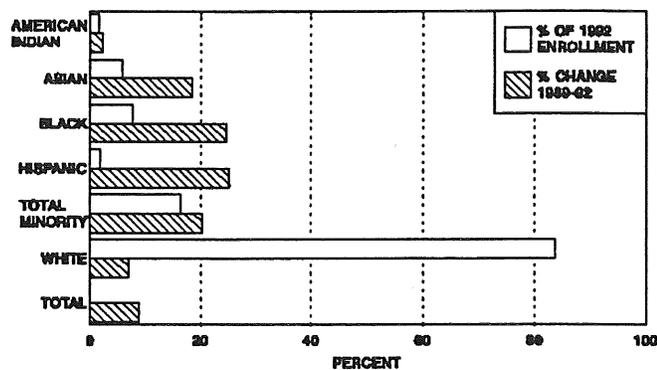
public enrollment in 1992-93. Public libraries, heavily used by students, also will be challenged to better serve minority young people.

Information Haves. Libraries also need to keep ahead of the information needs of the other end of the continuum--those increasingly sophisticated, well-educated Twin Citians who have access to home computers and a growing range of information technologies and private information resources.

Use of libraries tends to be highest among middle-income, well-educated people. Both factors are present in the Twin Cities. The region's median household income of $36,678 makes it one of the nation's most affluent metro areas. And the region has high graduation rates. Almost 9 out of every 10 residents 25 and older have graduated from high school. Almost 3 out of every 10 residents age 25 and over have 4 or more years of college. There's strong appreciation among the majority of Twin Citians for the value of information, accounting for the traditionally high use of all types of libraries.

But it is this group that new information providers are targeting for their services, and they are generating competition that libraries haven't known in the past. Public and academic libraries can offer this group of knowledgeable users accessible services that complement those provided by private information sources and help them solve problems.

People In Between. In between these two ends of the user/non-user spectrum is a large and growing number of Twin Citians who generally know how to get information but lack time or opportunity to make full use of library services. They include single-parents and dual-income families who can't get to the library as often as they would like. The region's 70,600 single-parent households made up almost 30 percent of Twin Cities families with children in 1990. One Twin Cities child in five lived with a single parent. (See Figure 6.) For these families, the opportunity to use libraries is severely limited by the demands of work and family.

The in-between group includes many other types of Twin Citians. As the region's economy shifts to high technology and service activities, the number of adults in need of information about career retraining and on-going education is mushrooming. As the population ages, the numbers of elderly and disabled Twin Citians for whom distance can be a barrier to library use is growing. And as the region's population growth continues in the second- and third-ring suburbs and beyond, more Twin Citians will live further from a library that is easily accessible. For these groups, access to library services "anywhere, anytime" is the key.

Figure 6
CHANGE IN COMPOSITION OF
TWIN CITIES AREA HOUSEHOLDS
1970 AND 1990

1970

1990
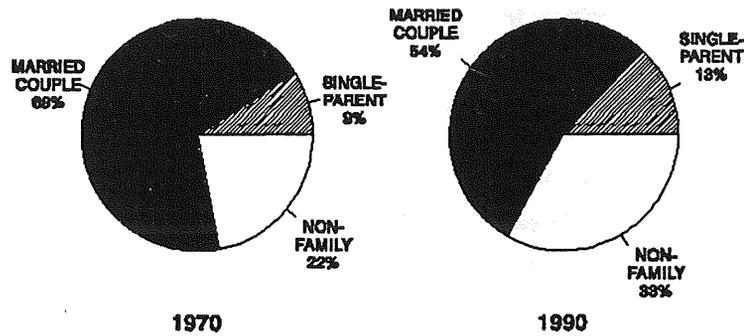
Source: Metropolitan Council.

A special group is the expanding number of "distance learners," Twin Citians attending colleges and universities at off-campus sites. Many distance learners are older, and living at home while also holding down a job. This "non-traditional" student is quickly becoming the traditional student in metro area colleges and universities. Between 1984 and 1991, enrollments at institutions of higher education in the region increased by 25 percent. (See Figure 7.) Most of the increase came in older students, with enrollments of students age 25 to 34 almost doubling.

Figure 7
PERCENT ENROLLMENT BY AGE,
INSTITUTIONS OF HIGHER EDUCATION*
TWIN CITIES METROPOLITAN AREA
1984 AND 1991
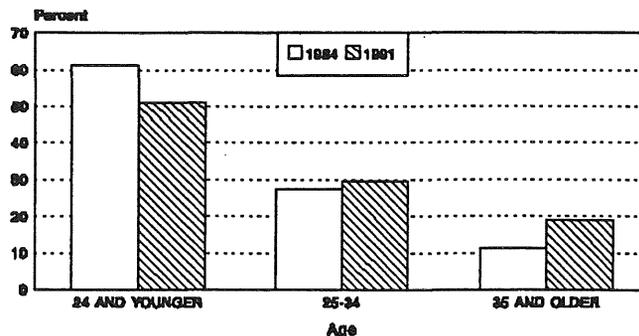
Excludes private vocational schools.
Source: Minnesota Higher Education Coordinating Board.

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This growing student body--including the students of Metro State University which does not have its own library--is putting new pressures on both academic and public libraries. Without convenient access to the on-campus academic library, more students are seeking the services of public libraries close to home. Academic libraries are being challenged to plan and coordinate services to meet the needs of growing numbers of dispersed students.

User Opinions. Surveys show similarities in what Americans expect of their libraries, even if their living conditions and lifestyles demand different approaches to delivering those services. A recent national poll measuring public expectations of libraries was conducted by George D'Elia at the University of Minnesota and the Gallup Organization. The poll asked national samples of the general public and community opinion leaders to evaluate the importance to their communities of 10 different roles of the public library.

The results showed that both groups considered the public library's roles in supporting the educational goals of the community for all age groups--preschoolers, students and adult independent learners--to be its most important role. Subsequent national surveys of African Americans and Hispanic Americans showed similar results.

Libraries in the future will be pulled in many directions, serving Twin Citians along a widening economic and social spectrum. While libraries need to be responsive to the information needs of the haves and have-nots, it's the latter group who library staff need to seek out and to serve. They need to do this in partnership with policymakers and other organizations serving the information and educational needs of the region. Without libraries and without public investment, the free-market system will promote divisions between those who can afford access to information and those who cannot. The region cannot afford to leave major segments of its human potential behind.

THE REVOLUTION IN INFORMATION TECHNOLOGY

The second major challenge facing metro area libraries stems from the revolution in information technology. Rapid developments in information and communications technology and the explosion in electronic databases raise fundamental questions about what a library is. If users can get at the information directly without going to the library, is there a role for the library? Specifically, how do libraries, which have been the primary source of information in the past, adapt to a dynamic information marketplace in which they are only one source of information?

Current Library Automation. Metro area libraries' collections remain primarily on paper, but library procedures have been automated. The first library function to be automated was circulation; today, most public and academic libraries use bar-code checkout systems. Over the past decade, the larger Twin Cities libraries have converted old card catalogs to computer-based "on-line" catalogs, and regular users have become accustomed to using library computer terminals to find books and reference materials.

Metro area libraries are providing computers for patron use, a vital service for people without access to their own computer. These users have access to collections in electronic form, either as computer databases or as "full text" databases that are replacing the printed book, article or journal entirely. Many public, academic and special libraries are also offering CD-ROMs, or computer-readable compact disks, of those databases. Among other new technologies available through the libraries: compact discs, microcomputer software, media viewing and listening rooms, interactive TV, and local area networks.

Figure 8
GROWTH IN ELECTRONIC INFORMATION
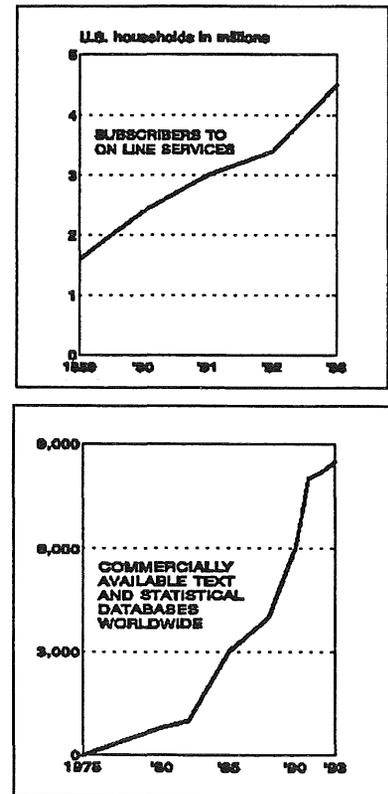
Source: *Fortune*, April 4, 1994.

Information Superhighway. Linking libraries with the Internet and the so-called information superhighway is the latest development. It marks the advent of the electronic library. Through electronic networks, much of a library will someday exist without walls. Library patrons who have computers in their homes or offices already can dial into the system using a phone and modem. Users may have access to their

library's on-line card catalog, catalogs at other libraries, articles from hundreds of newspapers and periodicals, and the Internet, a worldwide computer network.

Most academic and public libraries in the Twin Cities today are linked to the Internet. In most public libraries, this connection is currently for use by staff, and plans are under way for other libraries to be listed on the public menus for users to choose information. School media centers in the region have begun connecting with the Internet. Most school districts have plans for Internet connections to their classrooms, providing elementary and secondary students access to a world of information previously available only to higher education.

A long list of new developments in communications technology are sure to have a major impact on libraries (see sidebar), although just what that impact will be is unclear.

The advent of electronic books, predicted to become a significant part of the market within the decade, also will impact libraries. Electronic publishing offers advantages over the traditional paper book. They are instantly accessible in revised or updated form, easier to search and collate, customizable for the reader, interactive and multimedia. For the library, electronic books have the potential to eliminate the need to store books on paper, to buy multiple copies, or to bind journals into books. But they also raise questions of copyright, technical processing and patron access to such materials.

For the region's information seekers--most of whom don't care where information comes from so long as its available when and where they need it--these new technologies open up exciting possibilities. They mean being able to search for and obtain information day or night from where they are--at home, at the office, or at virtually any location with computer access. For libraries, these and other emerging technologies mean being able to link together local and global resources to provide a "seamless" system of information services for the communities they serve.

What's the library's new role? But there's a potential downside to the electronic revolution. Access to information from home and office could mean users won't need the library to satisfy their information needs. If information is available directly to individuals and businesses without them having to go to the library to get it, will support for libraries decline? And if support for libraries declines, will users be willing to pay a private vendor each time they want to access information? What about people who cannot pay?

Current and Emerging Technologies Related to Libraries

Info Storage and Retrieval

CD-ROM (compact discs): 5-inch discs capable of storing audio, digital, and video information on the same medium. With a microcomputer, a user will be able to locate and display any recorded image on a computer screen. Catalogs and encyclopedias on videodisc could combine text with animation, still photos, film footage, etc.

Optical scanning: an electronic process which automatically "reads" a page of print and converts the individual alphabetic characters into their digital equivalents. Once in digital form, the data can be transferred to a CD-ROM disc. In the future, deteriorating printed publications will be replaced, through optical scanning, with a more permanent CD-ROM format.

Telecommunications

Microwave: communication systems that employ high-frequency bands of the radio spectrum for transmitting messages. Microwave channels will probably be used in the future to reach intra-city destinations and to access public and private long-distance voice and data networks.

Communication satellites: currently, the most cost-effective way to send and receive large electronic messages over great distance and between many diverse locations, including libraries which, by using electronic signals transmitted by satellite, can share their information resources on a greater scale than before.

Fiber optics: based on the use of strands of glass no thicker than a human hair to carry electronic signals in the form of light at extremely high rates of speed. Public and private agencies are installing fiber optic networks, instead of traditional copper wire telephone networks, to carry computer, TV and voice signals.

Emerging Technologies

Cable TV: By using the existing coaxial cable provided by a local CATV station, libraries will be able to display graphic data on a high-definition home TV set in direct response to requests made by telephone to the library.

High-speed digital networks: creates a transmission channel allowing libraries to exchange multimedia information (voice, video, and data), and allowing patrons to obtain information from libraries over their home computer.

Very Small Aperture Terminals (VSAT): used in conjunction with communication satellites to provide communication channels directly to a specified location. In the future, libraries will be able to use VSATs to transmit communications cost-effectively among libraries.

Libraries need to carve out their role in relation to the explosive growth of public and private information providers that the new age is bringing with it. Instead of being a physical place for the location of information, the library's role will be defined increasingly in terms of access point to global electronic information networks. According to the report *Academic Library of the Future*, in this new world, the

> *library becomes the center of an information system. The focus of library operations will move from acquiring, organizing, and accessing resources on site to the access, interpretation, and provision of information intermediaries, whose skills are directed toward making sure that users can be matched with the information they need and providing a coherent and useful integration of internal and external information resources.*

"High touch" goes hand-in-hand with high tech. Knowledgeable library staff will be key to providing the personal high-touch service that link seekers of information with the resources most useful to them.

Need for User and Staff Training. Many new technologies are becoming more user-friendly, but the explosive growth in electronic formats is causing confusion for all but the most technically sophisticated Twin Citians. There are as yet no "road maps" on the information superhighway. Even users who are information literate at times will require a librarian who can act as a link to the desired source of information. School and academic libraries especially believe they need to educate and train their users, but increasingly public librarians are seeing a role in educating the public in using the new information tools, as well. This means that library staff themselves need to be trained in the latest technologies. Formal training programs for staff are needed, but the level of effort required is outstripping individual libraries' and school district resources.

Need for Technology Coordination. The increase in automated libraries and growth of data networks raises the issue of integrating library systems. The major metro area library systems are linked with one another, but do not share common language for easy access by users searching for information or materials. (See sidebar.) Similarly, the public school automated systems are not linked between buildings. Greater "connectivity" among systems is needed, allowing them to communicate with one another effectively and efficiently. To this end, data networks are becoming available that can be linked to local automated library systems to improve user access to information files at other libraries and around the world. The same networks will also make it possible for libraries to share automated files and take advantage of economy-

of-scale efforts. A national standard for system integration is called Z39.50, which allows users to search and use different libraries with different automated systems as if they were interacting with their own system.

Library Costs. The costs of acquiring, cataloging and storing an ever-expanding amount of information is straining the resources of area libraries of all types. To satisfy user demand, libraries are purchasing the same information in several different formats, thus multiplying their expenditures. And though costs typically decline over time, new technologies often come with a high initial outlay. Multimedia products, for example, in which sound, motion and text are merged, will represent a growing

proportion of library budgets, and will contribute to library costs rising at a rate three to five times normal inflation.

The cost of accessing electronic databases is outpacing library budgets, as libraries try to respond to user demand. Census data is just one example. The cost of a computer tape containing census data for Minnesota is $1,125; for the entire nation, $31,000. Some economic census data is now on CD-ROM, but software incompatibility requires that a library dedicate an entire workstation to make it available to its patrons. The present funding structure of most metro area libraries is inadequate to cover all of the possible new forms of information technology and expanded levels of services.

Social Impacts. Information used to be considered a free commodity. For users, that's no longer the case. More and more information is distributed based on ability to pay rather than need. For a fee, users can request a computer-based literature search, which will comb through magazine, journal and newspaper indexes and compile a detailed bibliography of references. The $40/hour fee for Inform, a research service at the Minneapolis Public Library, is out of the financial reach of many Twin Citians.

New forms of information technology have the potential to connect Twin Citians in new and productive ways. But these same devices have the potential to further divide Twin Citians into economic haves and have-nots. Public and school libraries play a vital role ensuring that Twin Citians who would otherwise be left out will have access to information resources. Twin Citians without access to information have little chance of succeeding in the information age. We are faced with a paradox: the efficiencies of electronic information can make access more widely available to all groups, but cost may make it less accessible to all but a relative few.

Who Pays? Library concerns about costs and their ability to keep up with the growth in information will require new approaches. Until recently, public libraries operated on a basic notion--they circulated books and documents within a specific geographic community. But with communication networks expanding, information knows no bounds. The old geographic boundaries no longer apply. Users can now link up with almost any library they want. This fact alone require libraries to compete--or collaborate--with one another in new ways, perhaps focusing their collections on specific interest groups, rather than diffusing them to meet the broad needs of their geographic community. The notion of public libraries specializing and serving users around the state or nation raises important questions about how libraries are funded if their main users are no longer the local taxpayers who provide their revenue.

Space Needs. It's been predicted that electronic transmission of data and electronic publishing will make the use of paper and print medium obsolete, resulting in the "virtual" library. The ultimate impact on the space requirements is unknown, but the avalanche of information, information formats and new technologies will alter libraries' need for shelf and storage space. Over the long term, libraries may need relatively less space as information comes in more compact forms and as more information is provided on the "ethernet." But as the volume of information grows, and patrons demand it in various formats, library space needs may very well grow in the near future.

Given the rate of change, it is impossible to predict where information technology will be in 20 or even 10 years. The development of a national information infrastructure is a national priority of the current administration, with libraries playing a major role. While there are many issues yet to be addressed, several things seem certain. First, information is power. The region cannot afford to leave any groups without access to the information they need to succeed. Second, libraries will play an important role in unleashing that power. Libraries can make sure all Twin Citians have access by providing the equipment and the staff know-how to link information seekers with information sources.

Third, it seems clear that in order to carry out that role, libraries can no longer be stand-alone facilities or single-type library systems. Metro area public, academic, school and special libraries need to be part of electronic network of information that is responsive to the diverse and changing needs of all their users. Libraries, together with policymakers, will be challenged to use electronic access to information to maximize library resources and to narrow the inequities between the information haves and have-nots.

BUDGETARY PRESSURES FACING LIBRARIES

Whether funded out of public tax dollars or private dollars, or a combination, all metro area libraries are feeling pressure to provide higher levels of service without commensurate increases in funding. Funders, in turn, are increasingly concerned about improving ways of providing services, better coordination of services among library and information providers, and reducing unnecessary duplication of services.

Data and information on public libraries is more readily available than it is for other types of libraries. This is reflected in the summary of issues in library funding and costs that follows.

Funding Inequities. There are major differences in funding levels among public libraries and school library media centers. Public libraries receive 90 percent of their funding from local sources, primarily local property taxes. Funding across the nine systems varies from a high of $41 per capita and $94 per household in Minneapolis in 1991, to less than $10 per capita and $30 per household in Scott County. (See Table 7.) Metro-wide, library expenditures averaged approximately $27 per capita and $72 per household.

TABLE 7
OPERATING EXPENSES OF
PUBLIC LIBRARY SYSTEMS AND
PER-CAPITA AND HOUSEHOLD SPENDING
TWIN CITIES METROPOLITAN AREA
1991

Library System	1991 Operating Expenses	1991 Population Estimate	Spending Per Capita	1991 Households	Spending Per Household
Anoka County	$3,494,430	248,677	$14.05	84,458	$41.37
Carver County	$510,396	49,312	$10.35	17,161	$29.74
Dakota County	$4,739,105	282,632	$16.87	101,051	$46.90
Hennepin County	$20,652,872	670,108	$30.82	261,380	$79.00
Minneapolis	$15,196,000	368,993	$41.18	161,269	$94.23
Ramsey County	$4,212,670	215,826	$19.52	81,300	$51.82
St. Paul	$7,686,281	272,537	$28.20	110,424	$69.61
Scott County	$596,572	59,785	$9.98	20,080	$29.71
Washington County	$2,373,166	150,664	$15.75	51,084	$46.46
Metro Total	$63,564,247	2,318,532	$27.41	888,207	$71.56

Source: Minnesota Department of Education, Office of Library Development and Services; and Metropolitan Council

The proportion of city and county budgets spent for libraries varies from a low of 1.3 percent of the Ramsey County budget to a high of 4.4 percent of the Dakota County budget. Hennepin County libraries, which serve more people than any other county-supported program, received only 2.8 percent of the county budget in 1991.

Differing rates of library spending point to a growing issue of equity among local governments in the Twin Cities. Some libraries, such as Minneapolis Central, provide

full library services to residents from adjacent areas that are levying taxes for library service at a much lower rate than the city levies. Similarly, some libraries on the edge of the metro area provide services to high numbers of non-metro residents.

Users of library services don't pay attention to jurisdictional boundaries as they seek information from various libraries. As libraries serve more users from outside their geographic taxing area--a trend that will grow as electronic access becomes more common--reliance on the property tax will become more and more problematic. As political pressure to hold down property tax rates grows, library budgets will fall further behind inflation, even as demand for service increases.

Metro area public libraries provide over half the statewide compact borrowing loans to citizens of Greater Minnesota, without specifically appropriated reimbursement. These issues will require discussion of a more equitable system for financing public libraries. Similar issues of funding and access would be raised by opening up circulation of academic library materials to users unaffiliated with those institutions.

School library funding inequities. School library programs also face funding inequities. Minnesota does not require a specific levy or minimum level of support for school media centers. Many school library programs in the state suffer a chronic shortage of funds to support collections and staffing.

Expenditures for library media resources in metro area school districts ranged from less than $2 to more than $70 per pupil in fiscal year 1992-93. St. Paul Schools allocated only $1.96 per pupil in 1993-94 for library media resources, according to the 1992 St. Paul Public Elementary School Library Media Center Survey Report,

Collections have suffered, as has library media staffing. The survey of St. Paul School media centers documented a 40 percent cut in library media center specialists in 1990-91 due to budget cuts. Dramatic cuts in support staff positions were also made. Several large school districts in the metro area have only half-time media specialists in their elementary schools. While staffing has decreased, new curricula have arrived that integrate literature and resources such as resource-based learning and literature-based language arts.

Federal categorical funding for media-center development was common in the 1960s and '70s. The categorical funds were rolled into a broader block grant program. Approximately 23 percent of block grant funds are now spent on library media center materials.

School library resource collections. Resource collections are sorely out of date in many metro area public schools, with budgets for materials falling short of the need. The average student per- capita expenditure for library and audio-visual resources in Minnesota decreased from $20 in 1986-87 to $18.25 in 1992-93. (See Figure 9.) Book expenditures per students rose from $7.94 to just over $10, but were offset by audio-visual expenditures, which fell from $9.33 to $5.14 per student. At an average cost of $16.62 for one elementary-level hardcover book, and $43.52 for a secondary-level book, budgets can't keep up. Also competing for media center dollars are software, videodiscs, CD-ROM, and access to other electronic resources.

Figure 9
STUDENT PER-CAPITA EXPENDITURES
FOR LIBRARY AND AUDIO-VISUAL RESOURCES
TWIN CITIES METROPOLITAN AREA
1986-1993
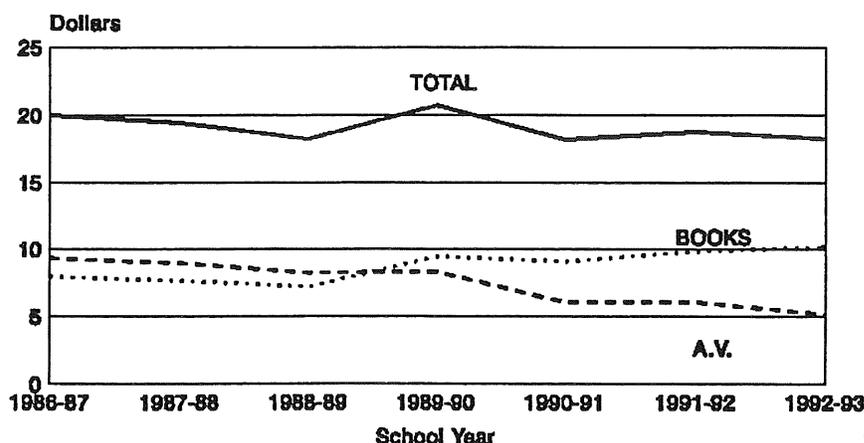
Source: Minnesota Department of Education, Office of Library Development and Services.

School districts in the central cities are often least able to fund library media centers. Approximately 25 percent of the St. Paul school system's library media centers reported that the average age of their books was 20-30 years old. Another third of the centers reported an average collection age of 10-19 years old. Resource materials are often considered support material rather than integral to the district's instructional program.

While materials budgets have generally decreased, resource-based and literature-based curricula have been adopted in many school districts. Other curriculum areas, such as science and social studies, are relying less on textbooks and more on other types of information.

The inability of library media centers to maintain up-to-date collections has led to increased student use of public library resources. Public libraries generally have not purchased curriculum-support material, but the demands of students of all ages have put pressure on public libraries to fill the requests. An increasing number of "home school" students are also using public library resources. Cooperation and collaboration between school and public libraries does exist in pockets around the metro area, but wide-spread communication to provide coordinated information access is not common.

Library Materials Costs. Users expect large public and academic libraries to have comprehensive, up-to-date collections. Yet most library budgets haven't kept up with costs of maintaining such collections. In the past decade, between 42,000 and 56,000 new titles were published each year in the U.S. Hundreds of thousands more are published in other parts of the world. Also growing in number are journals and non-print materials, such as compact discs, computer software, microfilm, video cassettes, and information services like computer database searching and facsimile transmission.

Prices of many materials have outpaced the price increase for other consumer goods. (See Figure 10.) Periodicals and serial services have risen the fastest. In 1993, the average U.S. periodical price stood at about $125, with chemistry and physics titles the costliest at just over $600. The average U.S. serial service cost $466 in 1993; business, science and technology titles are the most expensive.

Book prices have risen more slowly, but constitute a major expenditure at an average $45 for a U.S. hardcover book. Nonprint media prices vary depending on the type of format. On average, videocassettes have decreased in price to an average of $113 in 1992, while CD-ROM monograph titles averaged $403 and CD-ROM serial titles averaged $2,203.

With library budgets flat, payment for new technologies is expected to come from present budgets at the same time that books and serial costs are escalating. Expenditures at metro area public libraries for online access to remote databases more than doubled between 1986 to 1992 to more than a half million dollars. However, the expense represented less than one percent of total library expenditures in 1992.

Figure 10
LIBRARY MATERIALS AND OTHER CONSUMER PRICES
COMPARATIVE INCREASES
U.S., 1984-1992
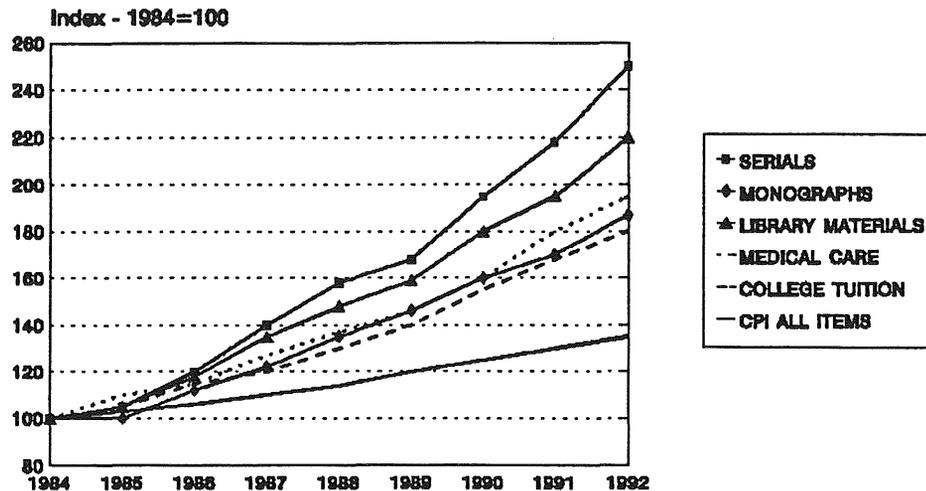
Source: Association of Research Libraries, Washington, D.C.

Academic libraries in the region have been especially hard hit by the escalation in prices of scholarly books, journals and electronic databases. Between 1985 and 1993, the price of subscriptions to scientific journals doubled. To keep up with the trend, libraries are allocating more of their acquisition budgets to maintaining journal subscriptions. For every four books purchased by research libraries in 1986, only three are now being purchased.

Subscriptions to certain scientific and medical journals now cost thousands of dollars per year. For example, a subscription to *Materials Science & Engineering* costs $5,102; *Brain Research*, $9,538; *Journal of Chromatography*, $5,903; *Marine Biology*, $2,450.

Most of these journals have doubled in price during the past six years. Yet these and thousands of other titles are critical to Minnesota's technological, scientific and economic development. At least some of the region's libraries must continue to acquire such materials despite the cost.

Copyright Issues. Resource sharing is a key element of future relations among metro area libraries of all types, but sharing materials cannot exceed provisions of U.S. Copyright Law. The fundamental purpose of copyright is to serve the public interest by encouraging the advancement of knowledge by providing exclusive but limited rights for authors and copyright owners. "Fair use" and other public rights to use copyrighted materials provide the essential balance between the rights of authors and publishers on the one hand, and society's interest in the free exchange of ideas, on the other.

Consequently, the exchange of photocopied articles or sections of published works among libraries may take place only within the parameters imposed by copyright. The indiscriminate copying of copyrighted works to facilitate greater resource sharing among libraries is unlawful. At the same time, licensing agreements as applied to electronic sources of information should not be allowed to abrogate the fair use and library provisions authorized in the copyright law.

Other Operational Costs. Although the costs of library resources (print and electronic) are a growing problem for libraries, there are also significant costs associated with the acquisition, cataloging, preservation and storage of library materials. In some cases, the combination of these "processing" costs exceeds the cost of the item acquired.

Libraries across the region have invested in cataloging equipment and online systems, most of which are used 10 hours or less each day. Some of this excess capacity might be used by other libraries as needed. Similar cost savings might be realized in areas such as cooperative storage of important (but less heavily used) books and journals; in the joint purchase of library materials; and in arranging for library binding services as a consortium of libraries rather than through individual contracts between libraries and commercial binderies. Further analysis of the potential for cost savings among metro area libraries in these areas should be carried out beyond what's in this report.

The largest share of libraries' operating costs are for staff--66 percent of metro area public library costs, and approximately 57 percent of costs at University of Minnesota Libraries. As library operations have been automated, additional staff time has been freed for public services. Library staff have become more specialized, as well as dependent on technology, and require on-going in-service training. A growing need is to expand the technical and interpersonal skills required by staff to assist users in accessing electronic databases.

Libraries of all types are becoming increasingly dependent on expensive and often short-lived technology, a development that is feeding already-high user expectations for library and information services. Expectations are growing for libraries to carry out new and continuing roles even as library funding holds steady or declines. Libraries will continue to be challenged to maintain up-to-date collections, provide an appropriate level of trained staff, and to support other needed programs, all while holding the line on costs.

PLANNED CAPITAL INVESTMENTS

The focus of library services is shifting from a concern with physical resources toward library and information system users and their satisfaction. But libraries will continue to represent an important part of the region's infrastructure and a significant investment of regional resources.

As the Twin Cities have grown and spread out, so have metro area libraries. A major increase in the number of public libraries began in the Twin Cities in the 1960s when 14 libraries were built. Eighteen were constructed in the '70s, and the '80s saw an additional 12 new libraries. (See Table 8.) Eleven new libraries have opened since 1990.

But not all metro area libraries are new. The oldest library building in the Council's inventory is the Newport Public Library in Washington County, built in 1889. Stillwater's public library in the Washington County system was built in 1902. In all, 15 out of 79 public libraries in the Metropolitan Council's public building survey were built before 1945. Eleven are located in Minneapolis and St. Paul. (See Table 9.)

The major gains in library square footage per capita between 1986 and 1992 have been in the region's suburban areas, particularly Anoka, Dakota and Washington Counties where library space has expanded faster than population growth. Minneapolis has seen a slight increase in library space per capita, due in part to a decline in population and small increase in library footage. Suburban Hennepin, St. Paul and Scott County have held steady or experienced slight decreases in library square footage per capita.

TABLE 8
PUBLIC LIBRARIES BUILT SINCE 1986
TWIN CITIES METROPOLITAN AREA

Library	Library System	Year Built	Building Size (Sq. ft.)
Champlin[1]	Hennepin County	1994	8,500
Oakdale[3]	Washington County	1994	N/A*
Roseville[1]	Ramsey County	1993	43,000
Meriam Park[1]	St. Paul	1993	N/A*
West St. Paul[1]	Dakota County	1992	28,500
Maplewood[1]	Ramsey County	1992	34,000
Shoreview[2]	Ramsey County	1991	14,000
Apple Valley[2]	Dakota County	1990	28,495
Bayport[1]	Washington County	1990	13,000
Moundsview[2]	Ramsey County	1990	8,000
Mahtomedi[1]	Washington County	1990	7,650
Minnetonka[1]	Hennepin County	1989	4,500
Chaska[1]	Carver County	1988	5,700
Ramsey[3]	Anoka County	1988	2,500
Woodbury[1]	Washington County	1987	13,000
Maple Grove[2]	Hennepin County	1987	10,133
Andover[3]	Anoka County	1987	3,000
Coon Rapids[1]	Anoka County	1987	7,500
Town Square[2]	St. Paul	1986	298
Eden Prairie[1]	Hennepin County	1986	10,133

* Not Available
[1] Replaced existing library
[2] New library outlet; new building construction
[3] Rented facility, no new capital outlay
Source: Minnesota Department of Education, Office of Library Development and Services

TABLE 9
PUBLIC LIBRARIES BUILT BEFORE 1945
TWIN CITIES METROPOLITAN AREA

Library	Library System	Year Built	Building Size (Sq. ft.)
St. Paul, 1080 University	St. Paul	1940	19,901
Minneapolis, 2900 W. 43rd St.	Minneapolis	1931	5,516
St. Paul, 1558 W. Minnehaha	St. Paul	1930	7,580
Shakopee	Scott County	1930	6,056
Minneapolis, 4026 28th Av S	Minneapolis	1927	4,043
Lake Elmo	Washington County	1926	1,500
St. Paul, 1 E George St	St. Paul	1917	7,632
St. Paul, 1105 Greenbrier	St. Paul	1917	6,400
St. Paul, 90 4th St W	St. Paul	1916	87,812
Minneapolis, 347 E 36th St	Minneapolis	1916	7,773
Minneapolis, 611 Emerson Av N	Minneapolis	1915	14,850
Minneapolis, 1314 E Franklin Av	Minneapolis	1914	10,453
St. Paul, 2245 Como Av	St. Paul	1912	5,100
Stillwater	Washington County	1902	13,126
Newport	Washington County	1889	1,300

Source: Minnesota Department of Education, Office of Library Development and Services

CURRENT AND PLANNED CAPITAL INVESTMENTS[2]

The following is a summary of the number and scope of planned or proposed capital investments in public and private libraries in the region over the next few years.

Public Libraries

The region's public libraries are continuing to make significant investments in facilities or automated equipment, according to data reported to MELSA.

New building projects (See Appendix B, Table B-1)

- Region-wide, 11 new library buildings are planned or proposed for the six-year period 1994-1999. Seven are planned for 1994-95, three for 1996-97, and one for 1998-99.
- Costs are not projected for three of the 11 projects. The eight projects with known or projected costs total $14.5 million through 1999.
- The 11 library building projects total approximately 113,000 square feet.

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[2] Two primary sources of data were used to get an idea of investments planned for metro area libraries. 1) For public library building, remodeling and automation plans, data collected by MELSA were used. The most recent MELSA reports were compiled in August 1993, with updates by Metropolitan Council staff. MELSA data regarding proposed building construction and automation covers the time period through 1997; data regarding library remodeling covers the time period through 1999. 2) For public school media centers and academic libraries, a one-page survey was mailed by Council staff to the region's 48 school districts and to 29 public and private academic institutions. The survey requested information regarding their current library projects and their five-year plans for building, remodeling and major new technology.

Notes of caution in the use and interpretation of the data: Because the libraries were asked for future plans, many of the projects have not been committed to by funding sources and are subject to change or postponement. Many of the projects are included in city or county capital improvement plans, but haven't received final go-ahead or funding. The same is true for school media and academic library plans.

Further, not all proposed libraries will add to the metro area's total number of library sites. In some cases, proposed libraries will replace existing outdated facilities, or consolidate several libraries into one.

Regarding school media data, cost and project comparisons are difficult to make, since school districts were free to report as much or as little detail. Cost figures, in many cases, include non-library costs of construction and remodeling.

- New library buildings are planned or proposed at:
    - Three sites in the Anoka County library system (Blaine, Ham Lake and Anoka). Total costs are projected at $5.7 million. The three projects total 38,000 square feet.
    - Three sites in the Carver County system (Chanhassen, Watertown and Young America). Costs are unknown for two of the three. The three libraries total 19,000 square feet.
    - Two sites in the Scott County system, at Belle Plaine (with a projected cost of $425,000 for 5,200 square feet) and Savage (cost unknown for 15,000 square feet).
    - One site in the Washington County system, a new 9,000-square-foot library proposed for Oakdale at a projected cost of $1.6 million.
- Two new libraries are currently being built. They are:
    - A $2.7 million, 14,000-square-foot community library in Hastings in the Dakota County library system.
    - A $3.2 million, 13,000-square-foot community library in Plymouth in the Hennepin County System.
- The Ramsey County and St. Paul library systems are planning no new buildings.

- Because it does not fit within the timeframe of this data, the proposed Minneapolis Central Public library has not been included. It cannot be overlooked, however, since it would dwarf all other projects. After lengthy study, the Minneapolis Library Board has concluded that a new downtown library is needed and estimates its cost at $88 million (an all-inclusive total: for land, building, equipment, etc.). If a new library is not built, it is estimated that the current facility would require an expenditure of nearly half as much--$30 to $40 million--to maintain and update building systems, without making structural improvements.

Remodeling projects (See Appendix B, Table B-2)

- Region-wide, 17 library remodeling projects are planned or proposed during the six-year period from 1994 to 1999 at a projected cost of approximately $34 million. Carver and Ramsey County library systems are the only systems planning no remodeling projects during this period. Twelve of the 17 projects are scheduled to take place in 1994-95.
- Costs are projected for all but one of the 17 projects. The 12 projects in 1994-95 total $19.2 million. The three projects planned or proposed for 1996-97 total $4.3 million, and the three projects planned or proposed for 1998-99 total $11.5 million in projected costs.

- Of the 17 proposed library remodeling projects, 11 would expand library space, adding a total of nearly 200,000 square feet region-wide. The proposed expansion of the Ridgedale library is by far the largest addition of space to the region's libraries, accounting for almost one-third the region-wide total.
- Some library remodeling projects are for the purpose of making their facilities accessible for persons with physical disability (Americans with Disability Act requirements). Those projects are reflected in the data if project costs exceed $25,000. The Minneapolis Public Library System has not separated out its expenditures for ADA modifications among its branch libraries.

Library automation projects (See Appendix B, Table B-3)

- Library automation improvements include computer systems, software, telecommunications, peripherals and other categories. Eight of the nine metro area public library systems plan or propose approximately $6.9 million in automation improvements between 1994 and 1997. The largest share of these expenditures--78 percent--is planned for 1994-95.
- The two largest systems, Hennepin County and Minneapolis, plan or propose the largest automation expenditures in 1994-95. Hennepin County's $2.9 million expenditure is for computer system, peripherals and other automation expenses. Minneapolis' $1.6 million expenditures is for a computer system replacement.

School Media Centers

In a survey conducted by the Metropolitan Council, the 48 metro area school districts were asked about their current and five-year library/media center building, remodeling and technology plans. In response to the question, *does your current budget contain funding for any new library building projects?*, we found the following (see Appendix B, Table B-4):

- Of the 44 school districts responding to this question, 12 said their current budget contains funding for new library building projects. Thirty-two districts responded in the negative.
- Of the 12 responding in the affirmative, seven reported that the library projects were part of new school buildings.
- In most of these cases, the school district reported the total project cost, without separating out the costs of the library only. Of those that reported library project costs separately, costs ranged from approximately $350,000 to $500,000 per district.
- The largest current project reported involves the construction of new media centers in a new high school in Waconia, at a total project cost of $11.4 million.

In response to the question, *does your current budget include funding for technological investments or library building remodeling projects valued over $100,000 per project?*, we found the following (see Appendix B, Table B-5):

- Of the 45 school districts responding to this question, 20 responded that their current budget included funding for technological investments or library building remodeling projects valued over $100,000 per project. Twenty-five districts responded in the negative.
- Of the 20 responding in the affirmative, 14 specified that their projects included technological updates to their media centers. Many of the projects included library or media center remodeling as well. The reported projects involved from one school to all schools in the districts.
- Of the 20 districts responding in the affirmative, 17 reported costs associated with their projects. Costs ranged from $100,000 (the minimum asked by the survey question) for a senior high school media center remodeling project in the east metro area, to $6 million for a district-wide technology update in a west suburban district's nine media centers.
- Six school districts out of the 20 with current projects reported being in the process of a district-wide technology project.
- The largest investments in library remodeling and technology are reported by suburban districts. The Minneapolis school district reported no current projects.

In response to the question, *do you have plans during the next 5 years for library building projects, building remodeling and/or major investments in technology valued over $100,000 per proposed project?*, we found the following (see Appendix B, Table B-6):

- Of the 38 school districts responding to this question, 22 answered in the affirmative, and 16 in the negative. (Note: Most of these plans are tentative, with no final decisions made.)
- Of the 22 districts responding in the affirmative, six districts reported plans for remodeling and/or expanding school libraries or media centers; six districts reported plans involving improvements in library/media center technology; and nine districts reported planning for new schools with media centers.
- Of those responding in the affirmative, half the districts did not estimate costs. Of those that did, cost estimates varied considerably, depending on the scope of the plans.
- The major investments in technology and library remodeling are planned by the region's suburban districts. Conspicuous by their absence are the Minneapolis and St. Paul school districts.

Academic Libraries

The region's public and private academic libraries were surveyed with the same set of questions as the school districts. In response to the first two questions regarding current budgets for library building, remodeling or new technology, we found the following:

● Of the 24 academic institutions responding, only one responded that its current budget contained funding for new library building project. The Northwest College of Chiropractic in Bloomington is remodeling its library, beginning in the fall of 1994 at a cost of $100,000.

● Only one academic institution--the University of Minnesota--responded that its current budget includes funding for technological investments or library building remodeling projects valued over $100,000 per project. The University said it is improving its online catalog equipment and downloading capability at a cost of $100,000-150,000.

In response to the question, *do you have plans during the next five years for library building projects, building remodeling and/or major investments in technology valued over $100,000 per proposed project?*, we found the following (see Appendix B, Table B-7):

● Of the 24 academic institutions responding, 11 answered in the affirmative. (As with public schools, these plans are, in most cases, very tentative.) Of the 11, five are considering or proposing new library buildings, three involve new technology, and three involve expansion or remodeling of library facilities.

● In addition, the University of Minnesota is proposing a library archives and overflow center that will provide book and journal storage space for all Minnesota libraries. It will also house MINITEX, consolidate the University Library archival collections, and create a text digitizing/electronic scanning center.

● Of the new libraries under consideration by academic institutions, cost estimates range from $500,000 to $12 million. The costliest project is the proposed archives/overflow center, at an estimated $40 million.

LIBRARY ROLES FOR THE FUTURE

Metropolitan area libraries will assume new roles in the future. One example is libraries' developing role as gateway, or access point, to the vast global information networks that are being formed thanks to advances in information technology. In this new role, libraries will not be the source of all information; instead, they will serve to connect users with an expanding range of information sources across the nation and around the world.

The service librarians provide users in finding and using information will be an increasingly important part of libraries' institutional role, and the quality of their services will be measured not in terms of their physical resources, but by the degree to which library services respond to the needs of their users.

Certain traditional roles of libraries will take on new importance--as educator of the region's young people, as contributor to the region's economic development, as a place for generating ideas, for browsing and for self-discovery. But not all Twin Cities libraries will play all of these roles. Different types of libraries must determine which roles are most appropriate in serving their users' needs. Many libraries in the Twin Cities area will become specialized, even as libraries themselves are recognized as a specialized service within a changing information environment.

How libraries carry out their roles will also change. Libraries of all types--public, special, school and academic--will be challenged to market themselves, becoming more proactive in anticipating and responding to new demands for services. At the same time, libraries will be challenged to explore new ways of collaborating with each other and with a host of other organizations to share specialized resources and achieve mutual goals.

Library Roles
- *as access point to global electronic information resources*
  - connecting users to national and international information infrastructure
  - assisting users with a diverse range of information delivery technologies

- *as provider and distributor of information*
  - providing information in all formats, including electronic
  - providing circulating and non-circulating information titles and publications
  - providing a research and reference source
  - participating in interlibrary loan and other collaborative reference services

- *as organizer, locator, and evaluator of information*
  - retrieving information on demand from sources inside and outside the library
  - integrating and evaluating information in different formats
  - organizing and archiving electronic information
  - organizing special collections and departments
  - selecting materials to reflect users' many points of view and interests

- *as advocate*
  - for information "haves" and "have-nots"
  - for freedom of information and intellectual freedom
  - for user feedback to publishers and other creators of information

- *as educator*
  - promoting reading for all ages
  - promoting life-long learning
  - for non-English-speaking people
  - promoting information literacy

- *as a stimulator of economic development*
  - source of business and government information
  - assisting business in research and evaluation of data
  - assisting Minnesotans to move ideas and information into the mainstream

- *as community (or organization) center*
  - gathering, meeting place
  - source of community (or organization) information
  - collaborator with community groups

- place for fun and recreational reading
- focus of community pride

- *as archiver and repository*
  - of traditional written word and audio and video
  - of new information formats
  - of local history collections, unique manuscripts and rare artifacts

COMMONLY HELD LIBRARY VALUES

Service to the users is the library's reason for being. Library users should feel comfortable seeking library services, and they should receive what they need in a timely, useable fashion.

Libraries should expand access to their services beyond the "bricks and mortar" of their physical locations through innovative use of new technologies and collaborations.

In promoting intellectual freedom and access to information, library services should be provided in a non-judgmental manner that reflects and is sensitive to human differences.

Libraries should promote "connectivity" among information providers to provide "seamless information services" to people and organizations.

Libraries should be responsive to and involved in their communities. Libraries should be involved in aggressive outreach to determine and respond to community needs, and to collaborate and cooperate with organizations that share similar goals.

Libraries should promote reading and information literacy, empowering their users to find, use and evaluate the information they need.

Libraries should be dynamic organizations, flexible and responsive to change and committed to evaluating the most efficient use of limited resources.

Source: As identified by the Library Study Advisory Committee of the Metropolitan Council.

PROPOSAL FOR REGIONAL INVESTMENT IN LIBRARIES AND INFORMATION SERVICES

As the libraries in the metropolitan area look toward serving the information needs and related social, cultural, educational and economic needs of their constituents in the 21st century, they see opportunities to continue to work together to achieve collectively far more than could be achieved by individual action. The circumstances surrounding the libraries in the metro area are favorable for productive cooperation and collaboration. For example,

(1) there is a rich tradition of successful cooperative programs among libraries;

(2) metropolitan libraries have moved aggressively to convert card catalogs to machine-readable form, and are extending remote or off-site access to these files;

(3) Minnesotans were among the first in the nation to be able to use their library card at any public library in the state; and

(4) libraries of all types are being connected electronically, virtually creating the potential for a statewide electronic library.

At the same time, the libraries in the metropolitan area are individually distinct entities. Their differing constituencies, environments and resources not only influence the development of individual libraries, but point the way towards a greater synergy among the libraries and through their diversity, contribute to a rich information and services base.

Because all library assets--staff, collections, facilities and equipment--are designed and supported for one purpose only--service to their communities--it is imperative that future regional investments focus on library customers, both actual and potential. With planning and coordination, these assets will be used efficiently and effectively to enable libraries to become the doorways to global information resources, providing services to enhance people's access to these resources.

A VISION AND GOALS FOR THE FUTURE

> *Vision:* The library of tomorrow will be a dynamic, integrated information network and repository offering affordable, seamless services to satisfy the information needs of the people, organizations and businesses in the Twin Cities Metropolitan Area.

The vision responds to the growing diversity of information needs and the changes in the way Twin Citians use libraries. Technology makes greater interconnection, or seamlessness, among libraries possible as never before, and library budget pressures make it more necessary than ever before.

The intent of the vision--to provide services to the Twin Cities area in as seamless and as affordable fashion as possible--is expanded upon in five goal statements. They provide the direction in which the region should be going to achieve an information-literate citizenry. Like the vision, the emphasis of the goals is on the library and information user, on opening up the flow of information to the user, making it more accessible, understandable and useable. Strategies are included to suggest ways libraries can help achieve the goals.

Goal 1. People in the Twin Cities Metropolitan Area will be able to obtain and use the information they need to be effective citizens in the 21st century.

Possible strategies:

- Libraries should collaborate with other community agencies to identify and respond to the information literacy needs of various groups.

- All types of libraries should support the proposed Minnesota Department of Education "Graduation Rule," which includes a requirement that students know and demonstrate the ability to access, process and evaluate information.

- All types of libraries should support the proposed transfer curriculum goals and student competencies for Minnesota public colleges and universities, including student competency in the use of computers, libraries, and other technology and information resources.

- All types of libraries should exercise leadership in developing an integrated network of information for the region, linking all types of

libraries with a variety of other providers of information for efficient, effective use by people in the metro area.

- Online access to library and media center card catalogs, reference sources and electronic bulletin boards should be provided.

Goal 2. People will have access to information in a range of print and non-print formats at metropolitan area libraries.

Possible strategies:

- Adequate levels of financial support should be provided school media centers, higher education libraries and public libraries in the metro area so that information and materials are available and affordable in many formats.

- All types of libraries should evaluate the various staff competencies and staffing levels necessary to assist their users with additional training in locating, using and evaluating information in new formats, including electronic databases and audio-visual resources.

- All types of libraries should seek to increase their capacity to access resources in electronic formats with high-speed telecommunications and state-of-the-art equipment, staff training and support.

- All types of libraries should collaborate in preservation and conservation efforts in metro area libraries to ensure that future generations will be able to use unique and valuable materials that are now deteriorating.

Goal 3. People will have reliable, timely, equitable and cost-effective delivery of information and materials from metropolitan area libraries.

Possible strategies:

- All libraries should evaluate their users' needs with regard to the physical delivery of information and provide for options accordingly.

- Public, academic and school libraries should take part in pilot projects of interlibrary loan, including projects in which patrons process their own interlibrary loans.

- All libraries should seek to achieve greater capacity and efficiency in the electronic transmission of information, including full-text and images.

- The use of open systems interface protocols should be encouraged in metro area libraries to ensure easy access to the region's various electronic library catalogs.

- All libraries should take part in developing new measures of quality and performance reflecting the diversity of library roles and activities.

- The Metropolitan Council should include questions about library use and attitudes in its next survey of issues important to metro area residents.

Goal 4. Physical, psychological and cultural barriers to library services will be eliminated to the extent possible.

Possible strategies:
- Public and school libraries should address access issues related to library hours and operating schedules.

- All types of libraries should seek to increase the sharing of staff expertise, staff development activities, and racial/ethnic staff diversity among metro area libraries.

- All types of libraries should conduct joint workshops and training sessions to educate one another about library resources across the region and how they can be accessed for their users.

- Public libraries should coordinate their services for populations traditionally underserved by libraries with information, education, recreation, and community programs serving those same population groups.

- Academic and public libraries should expand and improve services for "distance learners" (attending college or university at off-campus sites) and commuting students in the metro area.

- Adequate state funding should be provided for the collection, analysis and reporting of a uniform set of data on the four major types of libraries in the metro area.

Goal 5. Institutional, jurisdictional and technological barriers to people's use of the collective library resources of the metropolitan region will be eliminated.

Possible strategies:

- All libraries should review their current access and lending policies to improve the use of information and other library services and resources.

- Links should be implemented to all of the region's public libraries and to other types of libraries where online searching is available, along with user-friendly menus and expert systems for interlibrary searching and borrowing.

- Libraries and media centers that have not yet converted their catalogs to electronic format should evaluate the costs and benefits of doing so in relation to user needs.

- All libraries should cooperate to the extent possible to extend the buying power of individual library budgets through joint purchase agreements and contracts and through identification of cost-saving "best practices."

LEGISLATIVE RECOMMENDATION: METROLINC--A REGIONAL LIBRARY ORGANIZATION

Recognizing the simultaneous need for local accountability and regional responsibility, the Metropolitan Council recommends a "stronger center" approach to regional library services. The Council

recommends supplementing the current variety of independent, locally-funded school, public, academic and special libraries in the Twin Cities Area with a stronger central organization authorized by state statute. The organization would be dedicated to providing users with a seamless information system and encouraging effective, efficient use of library resources in the Twin Cities Area.

Twin Cities libraries share an underlying value--service to users and the broader community is the library's reason for being. They also share a long history of collaboration and resource sharing, and need to build on that tradition in defining their future role.

Rethinking the roles of metro area libraries requires rethinking the structures and forms that serve those roles. The committee has concluded that a new structure is needed to move the region's libraries to a new plateau of service to their communities, to a new level of collaborative effort involving libraries of all types, and to a new level of efficient use of libraries' collective resources.

Four models for this new structure were considered, including the status quo with incremental innovations in service, a stronger-center model, a library consolidation model, and an inquiry-driven marketplace model. (See Table 10.) The Council concluded that a stronger center is needed to achieve the vision and goals of this report.

The proposed organization, referred to here as MetroLINC (or Metro Library and Information Networks in Collaboration), would be organized under existing Minnesota Statute 134.351 (Multicounty, Multitype Library Systems), amended to establish a new governance authority, provide additional functions and authority, and authorize a funding source. MetroLINC would build on the strengths and philosophies of Metronet, the multitype agency that has ably served metro area libraries with limited budget and staffing for the past 15 years. MetroLINC would incorporate the current functions of Metronet, plus expand services as outlined in the next section. [3]

Services of MetroLINC

MetroLINC would improve services to users by increasing the efficiency of existing and proposed services through collaboration and cooperation among all types of libraries. The following examples show how MetroLINC would improve information access for current and future library users.

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[3] MetroLINC would not replace the current MELSA, which coordinates public library services in the Twin Cities and administers state and federal public library funds in the metro area.

TABLE 10
REGIONAL LIBRARY SYSTEM MODELS CONSIDERED

Model	Description	Selected Features
Current Structure	Separate institutions and agencies with voluntary collaboration	• would retain 700+ libraries, 9 major public systems, current academic and school library systems, MELSA, Metronet • could encourage significant improvements in library service (ex: universal library card) • would encourage subregional multitype collaborative programs based on geography, user group or subject area (ex: MININET)
Stronger Center	Separate institutions and agencies subject to a central organization with considerable but limited authority	• would build on and expand functions and authority of Metronet • would be responsible for planning, research and policy development for metro library and information services • would provide incentives for library cooperation and collaboration • would establish minimum criteria for location of libraries • by statute, might have limited taxing authority
Consolidation	A single organization	• would consolidate all publicly-funded libraries (academic, public, school, state and local agency) into single metro library system • would establish uniform policies among libraries, including technology • would operate outlets where needed • special libraries of all types could contract with metro-wide library for services
Integrated Information Network	Public/private partnership charged with creating an electronic network of information providers responding to user demand	• would set up a public/private partnership for purpose of creating a single information-based Twin Cities community • would be responsible for planning for metro-wide information referral • participation would be open to all types of libraries and non-library information providers (ex: United Way, US West, etc.) • participation would be voluntary, but would include strong incentives (i.e., additional funding for superior service, recognition, etc.)

Source: Metropolitan Council Library Study Advisory Committee, 1994

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1) User Advocacy

MetroLINC would provide users and underserved groups with a forum for expressing their needs and concerns. A regional organization involving representatives of all types of libraries lets individuals and groups reach all library systems at once. The needs of current and potential users may require coordinated responses from several different systems in the increasingly interconnected information environment.

2) New Technology

MetroLINC would increase users' access to information through the integration of new technologies in library systems. MetroLINC would support the development of a seamless information system by encouraging member systems to develop policies to implement new technologies and integrate existing resources. Member system staff would receive training in the new technologies, enabling them to effectively assist users.

3) Research, Policy-Setting, Evaluation

MetroLINC would improve services to users through improved research, policy-setting and evaluation of library systems.

- <u>Research and evaluation:</u> MetroLINC would develop standard procedures for evaluating services to users and tracking user needs and concerns. Member systems and representatives of community groups could work jointly to find means of increasing access for underserved groups. A real-time, online system for tracking users' requests could be developed to provide immediate feedback on resource needs.
- <u>Policy-setting:</u> Member systems could jointly discuss and propose policies related to reimbursement for service to non-residents or unaffiliated users, and issues that have the potential to restrict access to information resources such as copyright protection, database licensing, and others.

4) Capital Projects

MetroLINC would improve the effective and efficient use of public and other resources by avoiding unnecessary expenditures for buildings and information infrastructure. MetroLINC would encourage a region-wide approach to large-scale library projects, such as the siting of new facilities, the expansion of existing libraries, and major investment in technology. The organization would also suggest strategies for leveraging existing investments in library buildings, collections and services.

5) Cooperative Services

MetroLINC would increase user access to books, tapes and other materials across library systems, as well as system savings, by encouraging collaboration and cooperation by member systems. The organization would provide incentives for members to share resources and increase efficiencies. Joint development and shared use of cataloging, binding and materials preservations would allow more resources to be shifted to direct user services. Cooperative purchasing could bring some technologies and services, such as debit card systems and coin-operated printers, to smaller systems that independently cannot afford them. Members could also increase the scope and breadth of interlibrary loans.

A major initiative of MetroLINC may be to collaborate with libraries and other public and private information providers in the region to develop an integrated metropolitan-wide information and referral service, providing users with "one-call" access to the information resources of a broad variety of information providers.

Structure, Governance and Funding of MetroLINC

The Metropolitan Council recommends that the regional library organization, MetroLINC, have the following structure, governance and funding.

Mission: The mission of the organization is related to the goals and vision. MetroLINC will plan for and encourage innovation and collaboration in serving the information needs of library users in the most efficient, effective manner possible.

Authority: The legislative authority for such an organization already exists. MetroLINC would be created under existing Minnesota Statute 134.351 (Multicounty, Multitype Library Systems), but would require amendments to change the governing board, provide additional authority and authorize a funding source. The new organization's authority will be significant, but limited to activities carried out cooperatively among libraries.

Governing Board: MetroLINC would be governed by a board representative of library users, of traditionally underserved groups, and of the four major types of libraries. At least two-thirds the board members should be users/nonusers from the general public, with the remaining members from the libraries. Each library type should have representation on the board. All of the members appointed to serve on the board should be committed to taking a region-wide perspective on the issues.

MetroLINC's Regional Technology Institute

Individual library systems--even the largest--don't have the resources to keep up with rapidly changing technology. Most of the region's libraries currently rely on vendors or vendors and in-house technical staff. It would be wasteful for each system to acquire needed technical expertise on its own.

To ensure that new information technologies serve the users as efficiently and effectively as possible, libraries need to incorporate advanced information technologies and networks into library systems in a coordinated manner. The proposed technology institute would be the technical arm of MetroLINC. The institute would provide assistance to participating libraries in all matters technical--networks, computers, storage systems, protocols, system integration, procedures and staff education. This institute could make metro (or Minnesota) library systems a model for the nation in the use of advanced information technologies.

Description of Services: The institute would consist of a staff of computer and network experts to:
● carry out technical applied research,
● establish local standards for new technology and make recommendations for member libraries,
● deal with vendors and influence vendor development of products,
● evaluate available hardware and software,
● install and maintain products in libraries,
● operate and maintain the systems for information repositories or other facilities that member systems could share, and
● provide training to library staffs in new technology.

Structure/Ownership: Startup of the institute will require funding from the state legislature. To secure maximum ownership by libraries, the ongoing operations of the institute should be funded, in part, by the participating library systems, using a proportional funding formula that takes into account the size of the library system. Over the longer term, the institute has the potential to evolve into a business owned by a consortium of metro area libraries that provides its services on a consulting basis to libraries around the state or nation.

Library Participation: Participation in the organization would be voluntary. Membership in MetroLINC would be open to any library or library system in the metro area. Incentives for participation would include improved services to users

through savings from cooperative activities, access to additional resources unavailable to individual libraries, and opportunities for participation in region-wide systems. Membership would carry with it the responsibility for libraries or systems to meet certain standards of user services, staff training, and reporting, auditing and accountability guidelines.

Funding: The libraries in the Twin Cities area currently share their resources to serve users' needs. For example, a resident's public library card is recognized at all the region's public libraries in the region; public and private academic libraries allow public access to collections and reference services; and delivery of library materials is coordinated among academic and public libraries. Current library funding is well-invested in these and many other valuable library and information services.

Services provided by MetroLINC will incorporate those currently provided by Metronet, including MetroBriefs (a monthly new review), MetroLine (an electronic bulletin board), MetroFax (a weekly update), guides to resources such as Twin Cities library catalogs and the Internet, background papers, workshops for library workers and the public, issues sessions, referral services, pathfinder for job seekers, linkages with community organizations and state information services, and other services.

But most services proposed by MetroLINC are *not* now offered by the region's library systems or associations, and additional funding will be required to reach the new plateau of service they represent. The following is one possible scenario of new program initiatives and required funding for the first five years of MetroLINC operation.

Year 1, Startup

New program initiatives for users:
- borrowing privileges from all types of metro area libraries
- after-hours reference and research services
- quick document delivery in metro area
- policy on replacing lost materials, library access, etc.
- course outlines for information literacy programs for the public
- library staff training

Costs:
- three to six staff positions
- plus non-staff operating costs
- plus incentives for libraries to participate
- total: $500,000-$750,000

Revenues:
- from Metronet state-funded revenues: $100,000 [4]
- request for state appropriation $400,000-$650,000
- total: $500,000-$750,000

Other MetroLINC Sponsors: The committee proposes that a diverse range of organizations--public and private, for-profit and nonprofit--be sought as partners with MetroLINC. They may become sponsors, contributing financial resources and goods or services in support of the organization. For example, Metro State University should be encouraged to contribute office space for MetroLINC. US West should be encouraged to contribute phone and/or computer equipment to MetroLINC.

<u>Possible Program Initiatives, Years Two through Five</u>

The following list reflects potential new programs that could be added in years two through five, depending on available funding and policy and program decisions to be made by the organization's governing board. Priorities may change, shifting certain program initiatives listed in later years to earlier years. This listing is neither complete nor definitive.

Year-two program initiatives for users:
- provide classes on information literacy
- offer self-service interlibrary loans
- review systems and criteria for capital projects
- coordinate development of specialized collections
- coordinate development programs for library employees
- extend electronic access to full text of periodical articles
- provide library services for "distance education learners"
- provide online reference tools--encyclopedias, dictionaries, handbooks
- provide electronic access to book and article citations
- develop benchmarks for effectiveness, productivity and customer satisfaction

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[4] Metronet currently receives approximately $67,000 in federal LSCA Title III funds each year. LSCA expires at the end of FY 1995. While a new federal library program is expected to take its place, details are not known.

Year-three program initiatives:
- set up cooperative arrangements for library binding services
- establish joint purchase of library supplies
- establish e-mail access for all metro libraries
- establish electronic bulletin boards, freenet
- create linkages among online library systems
- provide electronic access to government information--census, MN factbook, digitized maps
- set up system for archiving electronic journals
- set up electronic agency referral system
- link area libraries to proposed National Information Infrastructure
- set up cooperative cataloging, acquisition programs

Year-four program initiatives:
- contract for preservation of important library materials with Minnesota History Center
- set up centralized storage of library materials
- establish central text digitizing agency
- provide electronic "coursework" to K-12 and higher education teachers
- provide electronic access to required class readings
- develop local gopher search function for special community information
- provide multimedia information via the network

Year five program initiatives:
- integrate library online systems
- develop electronic information kiosks for malls, community and senior centers, etc.
- set up program for recognizing innovation and quality service
- develop expert systems to facilitate user access to information
- provide very specialized online services based on local corporate libraries
- provide information services via community-access cable TV
- make local library a gateway to world-wide information

Funding, Years Two through Five

The cost to operate MetroLINC will increase as its services and benefits increase. Those costs are not currently known, but it is estimated that they could range from $1 million to $4 million per year, depending on the number and level of services provided. Most of these funds will be used to provide incentives for greater collaboration and resource-sharing, to assist libraries in responding to changing user

needs in innovative ways, and to promote greater use of information technologies. A portion of the cost of operation will be offset by savings from MetroLINC program initiatives to increase library productivity and economies of scale.

To support MetroLINC annual operations, the Council recommends a combination of sources. They include a limited tax (some possibilities are listed in the sidebar), contributions from the participating libraries and corporate sponsors, fees for services provided (such as those of the Technology Institute), state and federal programs, and private grants as available.

The Metropolitan Council proposes that funding for the Technology Institute be handled separately from the rest of the organization. The main source of its funding (but not the only source) should come in the form of contributions from participating library systems. This is to acknowledge the direct benefit libraries will receive from the institute in the form of assistance with automation and technology issues, and to provide libraries with a sense of direct ownership in the institute.

Additional funding possibilities for new library and information services provided by MetroLINC

• Property tax--an additional $1 per parcel in the metro area

• Metro area sales tax

• Income-tax checkoff

• Designated tax on video rentals

• Fee on property title transfer designated for libraries and literacy programs (per Illinois example)

• Designated tax on phone and/or cable TV services

The Council also proposes that a sunset provision be included in the authorizing legislation, calling for a comprehensive evaluation of what the organization has accomplished after five years. The evaluation would be conducted by the Legislative Auditors Office. If it is found that costs exceed the benefits of the organization, then the organization should be sunsetted.

A Concluding Statement

As the Twin Cities region moves into the electronic information era, the services provided by Twin Cities libraries will take on new importance. Libraries of all types will play a pivotal role in developing the information literacy, lifelong learning, and critical thinking skills the region's population needs in the 21st century.

But metro area public, academic, school and special libraries face significant challenges. The region's population is diversifying, putting new pressures on libraries to serve an expanding range of needs and provide services that respond to the way Twin Citians live and work. Advancements in information technology both threaten and enhance traditional library roles and provide libraries the opportunity to play important new roles. Increasing financial pressures are making it difficult for many libraries to carry out their roles.

Libraries, like other institutions that survive and thrive in this new environment, are listening and responding to the changes going on around them. Momentous though the changes are, this period of historic transformation will allow libraries sufficient time to learn to play new roles and to carry out their roles in new and innovative ways. The region doesn't need a revolution in library and information services if libraries take evolutionary steps in the right direction. That's the purpose of this report.

This report has defined new roles for metro area libraries, ongoing roles that remain relevant, and a new structure and process for focusing all types of library efforts on listening to and responding to the new environment. The Metropolitan Council believes this report will help libraries to be adaptive, learning organizations that will not be left behind.

APPENDIX A

METROPOLITAN COUNCIL LIBRARY STUDY
ADVISORY COMMITTEE

Chair:
Thomas Shaughnessy, University Librarian, University of Minnesota Libraries--Twin Cities

Members:
William Asp, Director, Office of Library Development and Services, Minnesota Department of Education
David Barton, Executive Director, Cooperating Libraries in Consortium
Bill Betzler, BQS, Inc.
Robert Boughton, Citizen member
Deborah Brude, Media Services Coordinator, Anoka Hennepin Technical Collge
Judy Bull, Central Media Services Coordinator, North St. Paul-Maplewood-Oakdale School District
Annette Calloway, Citizen member
Marilyn Cathcart, Director, Legislative Reference Library
Elaine R. Cline, Director, Augsburg College Library
Colleen Coghlan, Professor and Librarian, Metropolitan State University
Julia M. Cruz, Community Representative, Wilder Foundation
Franklin Curbelo, Citizen member
William DeJohn, Director, MINITEX Library Information Network
Ruth Denny, Citizen member
Mary Doty, President, Minneapolis Public Library, Board of Trustees
Janet Fabio, Public Services Manager, James J. Hill Reference Library
Dennis Fazio, Executive Director, Minnesota Regional Network (MRNet)
Eloise Fredrickson, President, Minnesota Association for Continuing Adult Education
Sylvia Frisch, Librarian, Star Tribune
Ann Girres, Librarian, St. Thomas Academy
John Lee, Member, Minority Issues Advisory Council
Nowell Leitzke, President, Minnesota Association of Library Friends
Allan Malkis, Research Associate, The Urban Coalition
Faith McCaghy, Project Coordinator, Minnesota Valley Adult Basic Education Project
Ed McGlynn, President, Board of Trustees, Metropolitan Library Service Agency (MELSA)
E. Craig Morris, Member, Metropolitan Council
Robert Papke, Friends of the Dakota County Library
Deborah Persing, New Pathways Student, College of St. Catherine
Adam Piskura, Library/Media Supervisor, State Board of Technical Colleges
David Pratt, Vice President, Piper, Jaffrey
Gladys Sheehan, School Media Representative
David Shupe, President, Minnesota Library Trustees Association
Mary Wagner, Associate Professor and Chair, Department of Information Management, College of St. Catherine
Janet Williams, Director, Scott County Library System
Lyle Wray, Executive Director, Citizens League

Mary Hauser, Washington County Commissioner, and Gary Pagel, staff to State Senator Carol Flynn, also served on the committee for the first five months of its work.

APPENDIX B

Table B−1
Planned or Proposed
New Building Projects
Twin Cities Area Public Libraries
1994 − 1999

| Facility Name or Location | ————Year and Projected Cost——————| | | Total Projected Cost | Total Square Feet | Type of Facility |
	1994−1995	1996−1997	1998−1999			
ANOKA COUNTY LIBRARY SYSTEM						
Johnsville Branch, Blaine	$1,043,900			$1,043,900	8,000	Branch
North Central Branch, Ham Lake		$709,250		$709,250	5,000	Branch
Northwest Area Library			$3,944,425	$3,944,425	25,000	Regional Branch
ANOKA TOTAL	$1,043,900	$709,250	$3,944,425	$5,697,575	38,000	
CARVER COUNTY LIBRARY SYSTEM						
Chanhassen		$1,000,000		$1,000,000	12,000	Branch
Watertown	Unknown			Unknown	3,000	Branch
Young America	Unknown			Unknown	4,000	Branch
CARVER TOTAL	Unknown	$1,000,000	$0	$1,000,000 +	19,000	
DAKOTA COUNTY LIBRARY SYSTEM						
Hastings	$2,700,000			$2,700,000	14,000	Community
DAKOTA TOTAL	$2,700,000	$0	$0	$2,700,000	14,000	
HENNEPIN COUNTY LIBRARY SYSTEM						
Plymouth	$3,165,245			$3,165,245	13,000	Community
HENNEPIN TOTAL	$3,165,245	$0	$0	$3,165,245	13,000	

MINNEAPOLIS PUBLIC LIBRARY
No New Buildings Planned

Table B−1 (Cont.)
Planned or Proposed
New Building Projects
Twin Cities Area Public Libraries
1994 − 1999

Facility Name or Location	− − − − −Year and Projected Cost− − − − − −			Total Projected Cost	Total Square Feet	Type of Facility
	1994−1995	1996−1997	1998−1999			
RAMSEY COUNTY PUBLIC LIBRARY						
No New Buildings Planned						
ST. PAUL PUBIC LIBRARY						
No New Buildings Planned						
SCOTT COUNTY LIBRARY SYSTEM						
Belle Plaine	$425,000			$425,000	5,200	Branch
Savage		Unknown		Unknown	15,000	Branch or Area ?
SCOTT TOTAL	$425,000	Unknown	$0	$425,000 +	20,200	
WASHINGTON COUNTY LIBRARY						
Oakdale	$1,550,000			$1,550,000	9,000	
WASHINGTON TOTAL	$1,550,000	$0	$0	$1,550,000	9,000	
GRAND TOTAL	$8,884,145 +	$1,709,250 +	$3,944,425	$14,537,820 +	113,200	

+ The total cost is not known because the cost of one or more projects is unknown.

Source: Based on data from the Metropolitan Library Service Agency (MELSA), and updated by the Metropolitan Council, Jan. 1994.

Table B–2
Planned or Proposed
Expansions or Renovations
Twin Cities Area Public Libraries, 1994–1999

Facility Name or Location	—————Year and Projected Cost——————			Total Projected Cost	Additional Square Feet	Structural or Environmental
	1994–1995	1996–1997	1998–1999			
ANOKA COUNTY LIBRARY SYSTEM						
Columbia Heights Public Library	$76,000			$76,000	0	ADA, Restrooms and an elevator
ANOKA TOTAL	$76,000	$0	$0	$76,000	0	
CARVER COUNTY LIBRARY SYSTEM						
No Remodeling Planned						
DAKOTA COUNTY LIBRARY SYSTEM						
Burnhaven	$525,000			$525,000	11,000	Structural
Farmington	$1,000,000			$1,000,000	9,000	Remodelling and expansion
DAKOTA TOTAL	$1,525,000	$0	$0	$1,525,000	20,000	
HENNEPIN COUNTY LIBRARY SYSTEM						
Maple Grove	$857,645			$857,645	5,000	Structural
Eden Prairie	$861,568			$861,568	5,000	Structural
Ridgedale	$12,817,878			$12,817,878	60,000	Structural
Rockford Road	$708,289			$708,289	1,335	Structural
HENNEPIN TOTAL	$15,245,380	$0	$0	$15,245,380	71,335	
MINNEAPOLIS PUBLIC LIBRARY						
Walker	$868,000			$868,000	0	Both
Hosmer		$2,600,000 #		$2,600,000	4,700	Both
Webber Park			$1,300,000 #	$1,300,000	2,769	Structural
Linden Hills			$3,000,000	$3,000,000	6,262	Structural
ADA Modifications for MPLS System	$153,000			$153,000	0	ADA
MINNEAPOLIS TOTAL	$1,021,000	$2,600,000	$4,300,000	$7,921,000	13,731	

Table B–2 (Cont.)
Planned or Proposed
Expansions or Renovations
Twin Cities Area Public Libraries, 1994–1999

Facility Name or Location	– – – –Year and Projected Cost– – – –			Total Projected Cost	Additional Square Feet	Structural or Environmental
	1994–1995	1996–1997	1998–1999			
RAMSEY COUNTY LIBRARY SYSTEM						
No Remodeling Planned						
ST. PAUL PUBLIC LIBRARY						
Arlington Hills Branch Library	$339,000			$339,000	0	ADA
Saint Anthony Park Branch Library	$339,000			$339,000	0	ADA
Highland Park Branch Library	$610,000			$610,000	1,400	Structural renovation and addition
Central Library		$738,727	$7,155,498	$7,894,225	0	Structural
ST. PAUL TOTAL	$1,288,000	$738,727	$7,155,498	$9,182,225	1,400	
SCOTT COUNTY LIBRARY SYSTEM						
New Market		Unknown		Unknown	500	Structural
SCOTT TOTAL	$0	Unknown	$0	Unknown	500	
WASHINGTON COUNTY LIBRARY SYSTEM						
Woodbury		$1,000,000		$1,000,000	10,000	Remodeling and expansion
WASHINGTON TOTAL	$0	$1,000,000	$0	$1,000,000	10,000	
GRAND TOTAL	$19,155,380	$4,338,727 +	$11,455,498 +	$34,949,605	116,966	

* Purpose to make building comply with ADA requirements.
# Remodeling which spans two categories, such as 94–95 and 96–97. The cost is listed in the category containing the last year of the project.

Source: Based on data from the Metropolitan Library Service Agency (MELSA), and updated by the Metropolitan Council, Jan. 1994.

Table B-3
Planned or Proposed
Automation Expenditures
Twin Cities Area Public Library Systems, 1994-1999

| Facility Name or Location | ---Year and Projected Cost*--- | |
	1994-1995	1996-1997
ANOKA COUNTY	$142,000	$312,500
DAKOTA COUNTY	$406,400	$434,000
HENNEPIN COUNTY	$2,870,358	$60,000
MINNEAPOLIS PUBLIC	$1,550,000	$500,000
RAMSEY COUNTY	$182,062	$64,420
ST. PAUL PUBLIC	$190,000	$78,000
SCOTT/CARVER COUNTY	$100,500	$20,000
WASHINGTON	N/A	N/A
TOTAL	$5,441,320	$1,468,920

* Includes computer system, software, telecommunications, peripherals and other categories.

Source: Based on data from the Metropolitan Library Service Agency (MELSA), and updated by the Metropolitan Council, Jan. 1994.

Table B-4
CURRENT NEW LIBRARY BUILDING PROJECTS
SCHOOL MEDIA CENTERS,
TWIN CITIES AREA

Dist. No.	School District	Project Description	Total Cost*
1	Minneapolis	Relocate, remodel existing classroom space for a media center	N/A**
110	Waconia	New grade 9-12 high school	$11,400,000
194	Lakeville	Library in new elementary school	$350,000
196	Rosemount-Apple Valley-Eagan	A library/media center is included as part of new middle school, currently under construction	N/A
270	Hopkins	All schools. Plan a space update through 1993 bond referendum	N/A
273	Edina	New media centers under construction for nine schools	$5,000,000
277	Westonka	Additions and remodeling work in four school media centers	$2,000,000
279	Osseo	Two new elementary and one new high school buildings	$2,000,000
280	Richfield	Adding a media enter at Sheridan Hills School	$400,000
625	St. Paul	New high school to include media center and multi-cultural resource center	N/A
720	Shakopee	Two new elementary school media centers	$740,705
833	South Washington County	Two new junior high schools including library/media centers	$753,000

*   Most cost figures include non-library costs
** Cost figures not available
Source: Metropolitan Council

Table B-5
CURRENT LIBRARY REMODELING/NEW TECHNOLOGY PROJECTS*
SCHOOL MEDIA CENTERS,
TWIN CITIES AREA

Dist. No.	School District	Project Description	Total Cost**
6	South St. Paul	Remodel senior high media center	$100,000
11	Anoka-Hennepin	Unspecified expenditures for library services for 28 elementary schools and four high schools	$200,000
12	Centennial	District-wide technology project	$200,000
108	Norwood	Media center remodeling including networked computer technology and interactive T.V. capacity	$250,000
112	Chaska	Remodel and expand elementary school library, update circulation systems in all libraries	$200,000
192	Farmington	District-wide technology plan	$1,000,000
194	Lakeville	Remodel library as part of junior high remodeling	$375,000
197	West St. Paul	Inventory and circulation changes in high school	N/A***
200	Hastings	Enlarge and redesign elementary school library	$120,000
270	Hopkins	Technology update	N/A
272	Eden Prairie	Infrastructure for technology networking and computer equipment	$1,750,000
273	Edina	Network district's nine media centers	$6,000,000
277	Westonka	District-wide technology	$2,700,000
278	Orono	New library books, resource materials and computerized library system	$100,000
279	Osseo	Senior high renovation; junior high school renovation and expansion; elementary school relocation and expansion	$1,230,000
280	Richfield	Remodeling and technology added to existing libraries in four schools	$1,600,000
621	Mounds View	District wide technology project	$1,000,000
623	Roseville	Major remodeling of high school library	$1,000,000
625	St. Paul	Library addition and building-wide technology for two schools; remodeling and building-wide technology for two schools	N/A
716	Belle Plaine	District-wide technology	$400,000

*   Projects exceeding $100,000 per project
**   Project cost may include non-library remodeling costs
***   Cost figures not available
Source: Metropolitan Council

**PROPOSED NEW LIBRARY BUILDING, REMODELING AND
AUTOMATION PROJECTS* DURING NEXT 5 YEARS,
SCHOOL MEDIA CENTERS,
TWIN CITIES AREA**

Dist. No.	School District	Project Description	Estimated Cost**
12	Centennial	Remodel senior high library	N/A***
14	Fridley	Preliminary planning related to the possible expansion of each of the libraries	N/A
15	St. Francis	Addition to the high school/additional space for the library	N/A
16	Spring Lake Park	Remodel and expand elementary library	$1,400,000
112	Chaska	District-wide technology project	$1,000,000
191	Burnsville	Potential for construction of new elementary school with a library	N/A
192	Farmington	Continuation of district-wide technology plan	N/A
194	Lakeville	New elementary school; remodel junior high; possibly construct junior high	N/A
196	Rosemount-Apple Valley-Eagan	New elementary, middle and high schools, each to include library/media centers	N/A
197	West St. Paul	Extensive computer upgrade	$2-3,000,000
200	Hastings	Technology update in 6 schools	$150,000
271	Bloomington	District-wide technology	$3-4,000,000
273	Edina	District wide technology plan	$100,000 - $250,000/year
276	Minnetonka	Expansion of high school	$500,000
278	Orono	Possible new school with associated library facility	N/A
284	Wayzata	New high school	$40,000,000
622	North St. Paul-Maplewood	New middle school to include media center	$1,000,000
625	St. Paul	Two school sites being considered for library remodeling	N/A
719	Prior Lake-Savage	New elementary school	N/A
833	South Washington County	Two new elementary schools with libraries	N/A
834	Stillwater	New elementary school	$12,000,000

*   Projects exceeding $100,000 per project
**   Project cost may include non-library construction or remodeling
*** Cost figures not available
Source: Metropolitan Council

Table B-7
PROPOSED NEW LIBRARY BUILDING, REMODELING AND
AUTOMATION PROJECTS* DURING NEXT 5 YEARS,
**ACADEMIC LIBRARIES,**
TWIN CITIES AREA

Academic Institution	Project Description	Estimated Cost**
University of Minnesota	Proposed library archives and overflow center	$40,000,000
Hamline University	Double the size of law library and remodel undergraduate/graduate library	$4,000,000
Augsburg College	New library building	$10-12,000,000
N.E. Metro Technical College	Computerize library card catalog and cirulation system	N/A***
N. Hennepin Community College	Expand and remodel existing library	N/A
Minneapolis College of Art and Design	Automatic card catalog and circulation system; image database for student study	$250,000
Dakota County Technical College	Combined media center proposed as part of a 6-year request for new classroom space and industrial conference center	$6,250,000
Anoka Hennepin Technical College	New library facility	$500,000 - $1,000,000
College of St. Catherine's	Considering a new library building	$5,000,000
Normandale Community College	New library under discussion	N/A
Hennepin Technical College	Applied for technology grant to be used for 3 buildings (equipment and remodeling)	$230,000

*   Projects exceeding $100,000 per project
** Project cost may include non-library construction or remodeling
***   Cost figures not available
Source: Metropolitan Council
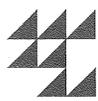
Metropolitan Council

Advocating regional economic, societal and environmental issues and solutions

January 13, 1995

TO: Interested Persons

FROM: Dottie Rietow, Chair, Metropolitan Council

The Metropolitan Council has taken final action on the legislative proposal to establish a regional library organization to provide users with a seamless information system and encourage effective, efficient use of library resources in the Twin Cities area.

This proposal was included in the Council report *The Role of Twin Cities Libraries in a World of Information,* itself the result of 1993 legislation calling for the Council to identify proposed new library construction in the Twin Cities region and analyze future role of libraries and library systems. In the report, the proposed organization was referred to as MetroLINC.

At its meeting on January 12, 1995, the Metropolitan Council reconsidered the MetroLINC proposal and decided **not** to proceed with MetroLINC or other legislative proposals regarding libraries at this time. This action and rationale is documented in the enclosed "Final Position Paper."

Instead of proceeding with legislation, the Council in 1995 will continue to plan and implement the vision and goals described in the report through a collaborative process involving libraries, library organizations such as Metronet and MELSA, local communities, state-sponsored efforts such as the Library Planning Task Force and the Information Policy Office, and others.

Through these efforts, the Council will continue building on the progress already made in addressing issues surrounding the role of Twin Cities libraries in a changing world. The Council and its staff look forward to working with you over the course of the year on these important issues.

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Recycled Paper

The Role of Twin Cities Libraries in a World of Information
A Final Position Paper
by the Metropolitan Council
January 13, 1995

Background

In March 1994 the Metropolitan Council issued a report entitled *Inventory of Libraries in the Twin Cities Metropolitan Area*. In June 1994, the Council issued *The Role of Twin Cities Libraries in a World of Information*. These two reports fulfilled the requirements of H.F. No. 1486 Minnesota Law Chapter 334 which called for the Council to conduct a study of libraries and library systems in the Twin Cities area to:

> 1) identify existing public and private libraries in the region;
> 2) identify new library construction being proposed in the region; and
> 3) analyze the present and future roles of libraries and library systems in the metro
>   area.

Both reports were prepared with the assistance of a 38-member advisory committee made up of people from education, government, private business, civic groups, the four major types of libraries, several library consortia, and library users.

In approving the *Roles* report, the Metropolitan Council recognized the need for additional input from the public, including the region's libraries, and directed Council staff to seek broad-based input by November 1994. That input was to be considered in developing a legislative proposal based on the report's recommendations.

This paper is the result of the Metropolitan Council's further discussion of the issues raised and the comments received as part of this process and includes its final position regarding the legislative proposals found in the *Roles* report.

Review of the Report's Findings

The Twin Cities region is home to over 1,000 public, school, academic (post-secondary), and special libraries. Together, they represent a wealth of information resources and serve as a major component of the region's educational, social, cultural and economic infrastructure.

They also represent an important segment of the region's physical infrastructure, as evidenced by the

library building, remodeling and technology plans documented in the *Roles* report. But the value of libraries is quickly shifting from a focus on physical resources--buildings, locations, books--toward the services provided by libraries that increase our citizens' ability to compete in a global economy and participate in a democratic society.

Public, academic, school and special libraries play different roles and serve varying constituencies. Each is important. School media center resources are tailored to the curriculum and learning needs of young students and faculty. Academic libraries support the advanced curriculum, research and learning of higher education students and faculty. The local public library serves a broad cross-section of information and community needs, while special libraries provide in-depth data and information supporting the mission of their organization or special needs of their clientele.

But many of the traditional differences among libraries are narrowing. Libraries of all types are attempting to serve a wider diversity of people who want access to materials as conveniently as possible. Yet no one library or library system can be all things to all people. Twin Cities libraries, with a strong history of collaboration, will be required to work together as never before.

Changing Paradigms and Changing Library Roles

The Twin Cities Area, like the rest of the nation, is undergoing dramatic change as it moves from an industrial age to an information age. With this massive shift from physical labor and physical resources to the currency of information and ideas, no group of people or institution will be left unaffected.

Libraries, as historic providers of information and ideas, must constantly reevaluate their role and re-position themselves in a rapidly changing environment. Likewise, the region and its other institutions, including the Metropolitan Council, must be prepared to adjust to changing conditions to ensure the region's continued health and vitality.

Libraries face major social, economic and technological challenges.

► On the social front, the region's need for an information-literate citizenry is growing, yet large segments of our population lack literacy skills, seriously handicapping their ability to become productive, responsible citizens. Libraries have traditionally provided access to everyone regardless of economic or social status. Information is power, and libraries need to reach out to all segments of the community, forming partnerships with other organizations to address issues of literacy, employability, job creation and community advocacy.

► On the technology front, computers have revolutionized the world of information. Computer software, microfilm, video cassettes, compact discs, and library services involving computer database searching and facsimile transmission all compete for attention, in addition to traditional print, which has almost doubled in the last decade. The need to respond to new formats and user needs is placing an ever-increasing burden on all types of libraries. The role of the library is quickly changing from one of information collector-organizer-archiver to one of service-oriented problem-solver for users who need assistance in customizing information for their unique needs.

► On the economic side, libraries are experiencing greater competition for financial resources, and competition from new information providers. Pressures to do more with less are limiting the dollars available for library services in both the public and private sectors. For-profit vendors are transforming the information marketplace. The traditional view of libraries in which services are provided without a fee is being called into question. Libraries need to move from the stable bureaucracies they were in the past to dynamic information networks of the future, networks that are both responsive to user needs and cost-effective in their operation.

Many of these issues cross traditional jurisdictional lines and raise further public policy questions: How to respond to the increasingly regional nature of library and information services? How to ensure the most efficient use of public dollars in our library systems? How to leverage investments in the region's library systems to obtain the most benefit from the coming national information infrastructure?

The Vision

To address these issues, *The Role Of Twin Cities Libraries* report proposed a common vision, goals and suggested strategies for serving the information needs of the region's citizens and using library and information resources efficiently and effectively. The vision states:

> *The library of tomorrow will be a dynamic, integrated information network and repository offering affordable, seamless services to satisfy the information needs of the people, organizations and businesses in the Twin Cities Metropolitan Area.*

A seamless system is focused on the needs of the user. It provides barrier-free access to the information people need, whether from a public library, an academic, school or special library, or from information sources on the other side of the nation or the world. It's one in which Twin Cities libraries of all types collaborate and cooperate, first, to help users find and use information relevant to their needs, and second, to make the best, and most effective use of limited or shrinking resources.

This seamless system is further spelled out in five goals:

Goal 1) *People in the Twin Cities will be able to obtain and use the information they need to be effective citizens in the 21st century.*
Goal 2) *People will have access to information in a range of print and non-print formats at metro area libraries.*
Goal 3) *People will have reliable, timely, equitable and cost-effective delivery of information and materials from metro area libraries.*
Goal 4) *Physical, psychological and cultural barriers to library services will be eliminated.*
Goal 5) *Institutional, jurisdictional and technological barriers to the use of the collective library resources of the region will be eliminated.*

Legislative Proposal

The report's legislative proposal recognized the need for local accountability and regional responsibility. It recommended: *Supplementing the current variety of independent school, public,*

3

academic and special libraries with a regional organization authorized by state statute dedicated to providing users with a seamless information system and to encourage effective, efficient use of library resources.

Rethinking the roles of metro area libraries requires rethinking the structures and forms that serve those roles. To turn the vision into reality, the report proposed that the legislature create a regional library organization, MetroLINC. It would be charged with designing and implementing a regional library/information system responsive to the information needs of Twin Citians and encouraging efficient, effective use of library resources.

MetroLINC would build on the strengths of Metronet, the multi-county, multi-type library organization currently serving the four major types of metro area libraries. The proposal would amend MN Statute 134.351 to: 1) establish a new governance authority in the metro area, 2) provide additional functions and authority, and 3) authorize a funding source, with startup funding of $500,00-750,000.

MetroLINC's services would focus on five areas: 1) providing a forum for user and underserved groups' needs; 2) integrating new library and information technologies and assisting with staff training; 3) providing region-wide planning, research and policy-setting; 4) providing a regional approach to large-scale library projects; and 5) developing collaborative and cooperative services across library systems.

Specifically, MetroLINC would improve how the average Twin Citian uses libraries. For example, information-seekers could:
● Quickly locate which of the region's public libraries, academic libraries, or public school or special libraries has the book, tape or other material they need. Current library cataloging systems aren't linked with one another for easy access by users.
● Borrow materials from nearly any of the region's libraries. Currently, Twin Cities residents can borrow from any public library in the region, but have much less access to the resources of school and academic libraries which serve primarily their students and faculty.
● Call an after-hours reference and research service for answers to questions or research. Currently, no such service exists after regular library hours, hampering late-evening study efforts of students and others whose hours don't mesh with those of libraries.
● Gain access to literacy programs and other services aimed at underserved groups.
● Access and organize in new and creative ways on-line information and reference materials that are tailored to the individual's needs.

MetroLINC would assist metro area libraries in their behind-the-scenes operations. For example, libraries would have access to:
● Assistance in evaluating how well they're serving users and where service improvements are needed;
● Cooperative programs for joint purchase of library supplies, acquisitions, cataloging and binding;
● Technical assistance in evaluating and implementing rapidly changing information technology and assistance in training staff in their use;
● Assistance in establishing e-mail access, electronic bulletin boards, and Freenet (free public access to the Internet) for public use; and
● A region-wide approach to large library projects, such as siting new library outlets, expanding existing outlets, and major investments in library technology.

Major Issues as Identified by Public Comment Process

In acting on the report in June 1994, the Council asked staff to seek input from the public on the report's recommendations in an effort to build consensus. Council staff compiled the comments received since June in an accompanying document, *The Role of Twin Cities Libraries--Comments*. It contains summaries of both the formal written comments and the informal discussion that took place at four public meetings held in September and October. It also contains staff responses based on the original MetroLINC proposal.

Among the common themes emerging from the comments:

- The vision and goals are laudable and should be pursued.
- Despite collaboration, metro area library systems have an uneven start at achieving goals
- School media centers are the weak link in the region's library services.
- Libraries play many valuable and different roles.
- Libraries need do a better job of reaching out to non-user groups.
- The region needs to reinvest in its central city libraries, which tend to be the oldest.
- Libraries, and this report, should place more emphasis on library staffing issues and less emphasis on library infrastructure.
- Library staff are critical to services provided by libraries.
- Report places too much emphasis on MetroLINC structure rather than goals and process.
- How will the proposed regional library guidelines and services affect local decision-making for libraries?
- How will this proposal address the issue of inequities in library funding--or should it?
- How will the MetroLINC proposal be funded?
- Instead of creating a MetroLINC, provide the existing Metronet organization with additional funding to carry out more of the recommended services.
- Consider other alternatives to MetroLINC, including continued Met Council involvement in information literacy and infrastructure issues.
- The timeframe to develop the report and a proposal was too short to allow for adequate participation from the community.

Policy Alternatives for Council Consideration

The report and its recommendations have generated much discussion and interest in the library community and beyond. Much of the discussion to date supports the vision, goals and strategies laid out in the report. The major area of disagreement has to do with *how* they should be achieved, specifically whether or not the MetroLINC proposal is the right model to provide the support and guidance the four major types of metro area libraries need to be able to respond to the region's changing needs.

The Council considered five options for action:

1) Move forward with the legislative proposal for MetroLINC as described in the *Roles* report.

2) Move forward with the legislative proposal as described in the report, but clearly state that the requested funding, authority and governance changes should apply to the existing Metronet multitype

library organization. (The name MetroLINC would not be used.)

3) Move forward with legislative authorization and funding for the regional library technology institute only, as described on page 72 in the *Roles* report.

4) Include in the Council's 1995 Work Program continued Council involvement in a collaborative process to further plan and implement the vision, goals and strategies of the adopted *Roles* report, as part of the Council's broader effort to implement the Regional Blueprint and expanded work in the area of regional telecommunications. Possible legislative proposal emerging for the '96 session, but no proposal for '95.

5) No further work by the Council with libraries and related communities on these particular issues.

Final Metropolitan Council Action

The Metropolitan Council adopted the following option at its January 12, 1995, meeting, based on a recommendation from its Community Development Committee:

That the Metropolitan Council, in its 1995 work program, continue the community-wide collaborative process to further plan and implement the vision, goals and strategies of the adopted report *The Role of Twin Cities Libraries in a World of Information* and that it coordinate that process with the implementation of the Regional Blueprint and expanded efforts in the area of telecommunications.

Rationale: By adopting this option, the Metropolitan Council recognizes the lack of consensus in the Twin Cities regional community regarding the MetroLINC proposal outlined in the *Roles* report. The Council will, therefore, not be recommending legislative creation of such an organization, nor will it be recommending *any* proposal concerning libraries to the 1995 Legislature.

By this action, however, the Council recognizes the importance of information literacy and information services to the region's future; the significant progress made in the past 18 months in bringing the library and wider community together to discuss library and information issues; and the community support for the Council, as a neutral body, to continue to facilitate a collaborative process in 1995. That process will involve a broad range of groups, such as Metronet, MELSA, the State Library Planning Task Force, the Government Information Access Council, the State Information Policy Office and others.

This action also recognizes that progress in the area of information literacy/infrastructure will complement and reinforce the Council's work program in telecommunications and implementation of the economic development and community-building goals of the Regional Blueprint. One future outcome of further collaborative efforts may be a proposal to the Legislature in 1996. At a minimum, the Twin Cities region will be further along in meeting the goals and achieving the vision defined by the community process in 1993-94.