

**IMPROVING ACCESS TO
STATE GOVERNMENT LIBRARIES:
AN AUTOMATION PLAN**

**Report to Governor Perpich
and the
Minnesota Legislature**

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**Office of Library Development and Services
Management Effectiveness Division
Minnesota Department of Education**

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I. INTRODUCTION

The 1986 Minnesota Legislature (Laws of Minnesota, 1986, Chapter 471, Section 6) directed the Commissioner of Education to develop a plan to address the automation needs of state government libraries. The plan is to include methods to:

1. strengthen government information services available to state agencies and the public;
2. improve coordination and cooperation among state government libraries; and
3. eliminate unnecessary duplication.

The legislation calls for other state agencies and the Legislative Reference Library to cooperate in developing the plan, and empowers the State Law library to be involved as well. The completed plan is to be reported by August 15, 1986, to the Governor, the Senate Education Committee, the House Education Committee, the Senate Finance Committee, and the House Appropriations Committee.

After the legislation was passed, a planning process began that resulted in the preparation of this plan.

State Government Libraries

State government libraries support the efficient and effective operation of state government. The knowledge gained from the information resources identified and acquired through these libraries enhances the productivity of state employees and stimulates creativity and innovation in research, policy development, problem solving, and decision making. These libraries are directed by librarians and information specialists whose graduate education has provided them with the knowledge and skills needed to develop and implement systems for acquiring, organizing, and disseminating information resources needed to fulfill the missions of the executive, legislative, and judicial branches of Minnesota state government. These professionals apply their special skills in conducting research in response to specific questions, or assisting individuals attempting to identify and gather informational materials relating to issues of concern to state government. Through involvement in agency committees and in meetings with agency staff, librarians assist in conceptualizing and planning projects and activities, and bring the needed information resources and services to these efforts.

For more than ten years, Minnesota state government libraries have developed and operated cooperative services through the Capitol Area Library Consortium (CALCO). Through CALCO, state government librarians share information resources and library equipment, access electronic mail, cooperate in acquiring federal depository documents, identify state government information sources, engage in cooperative long range planning, advise on development of state government libraries, and offer continuing education programs.

Scope of the Plan

This plan envisions the development of a system which will initially place in each state government library one or more interactive terminals. These terminals will access a central data base containing information on each cataloged item in the participating libraries. Each library will have access to informa-

tion on its own collection, and the collections of all the participating libraries. This information will provide each library with accurate, timely information regarding the materials acquired by the other libraries, thereby assisting them in reducing unnecessary duplication of resources and aiding cooperation among them.

In addition, these terminals will allow the staff and users in any of the libraries to search for information in all or any of the other libraries' collections, greatly enhancing their ability to identify materials held by state government regardless of which agency holds it.

Ultimately, this plan will provide for automated interlibrary loans, electronic messaging between libraries, combined lists of magazines and other serials, enhanced access to information in commercial databases, and other enhancements to improve access to and management of state government's information resources.

This automation plan includes state government libraries with either machine readable records of their collections or an established collection staffed by a professional librarian, which are participants in the Minnesota Interlibrary Telecommunications Exchange (MINITEX). The libraries included are:

- Office of the Attorney General's Library
- Department of Energy and Economic Development Library
- Department of Health Library
- Department of Human Services Library
- Interagency Resource and Information Center
- Department of Jobs and Training Library
- Legislative Reference Library
- Office of Library Development and Services
- Department of Natural Resources Library
- Pollution Control Agency Library
- Department of Revenue Library
- State Law Library
- Department of Transportation Information Services Center
- Minnesota Zoological Garden Library

The first phase of implementation of a state government library automation program should include these fourteen libraries.

A separate automation plan has been prepared for the Minnesota Library for the Blind and Physically Handicapped, a part of the Office of Library Development and Services, because of that library's unique collections of talking books and braille books and its unique needs for a system capable of maintaining large registration and request files, tracking patron use, and producing mailing labels. Cooperation does and will continue to exist between this library and other state government libraries.

The Minnesota Historical Society, because it is a quasi-state agency and because of the magnitude of its collections, has not been included in this plan. Institution libraries in the Department of Corrections and in the Department of Human Services also are not included because they are administered by the head of each institution. Separate agency automation plans for these libraries are needed, and might be implemented as a second phase of a state government library automation program.

Methods are needed to involve state government agencies without libraries. For these agencies to receive information services, a study of the information needs of these agencies should be conducted, and a plan should be developed addressing how the needed information could be provided. Eventually, arrangements should be made to inventory information resources in these agencies, and to load bibliographic records for them into the machine readable nationwide library database, Online Computer Library Center (OCLC).

Library functions addressed in this plan are:

- Catalogs
- Cataloging
- Interlibrary Loan
- Electronic Mail
- Reference Services
- Acquisitions
- Serials Control
- Union Serials Lists
- Circulation

Methodology

This automation plan was prepared under the direction of Bill Asp, Director, Office of Library Development and Services (LDS), Minnesota Department of Education. A Project Advisory Committee, representing the CALCO libraries, developed the plan. Project Advisory Committee members identified the needs to be addressed in the plan, analyzed library functions and operations, gathered data, and drafted the plan. Serving on the Project Advisory Committee were: Jerry Baldwin, Department of Transportation; Judith Field, Legislative Reference Library; Sara Galligan, State Law Library; Colleen Mlecoch, Department of Natural Resources; Donna Slamkowski, Department of Revenue; Darlene Arnold, LDS; and Pat Tupper, Interagency Resource and Information Center. Planning assistance was provided by Sharon Charles, Automation and New Technology Specialist at LDS. Considering the limited time and resources available to prepare this plan, efforts have been made to develop realistic recommendations to be implemented beginning in the 1988-89 biennium.

II. EXECUTIVE SUMMARY

Prepared pursuant to action of the 1986 Minnesota Legislature, this plan addresses the automation needs of state government libraries. The plan includes 25 recommendations in 9 areas. Each of the recommendations is designed to strengthen government information services available to the public, to improve coordination and cooperation among state government libraries, and/or to eliminate unnecessary duplication. In addition, the recommendations build on the automated systems already in place in state government libraries and elsewhere in the state.

Each state government library now has a separate card catalog of their materials. These card catalogs should be replaced by the Project for Automated Library Systems (PALS) online catalog. PALS is a state supported system already serving the state university libraries and the community college libraries. In addition, one of the state government libraries is already a member of the PALS online catalog system. Joining the PALS system would create one catalog for the state government libraries. Each library would have a terminal to search the catalog, thereby making the shared catalog available to all. Terminals could also be placed in regional state offices, thereby extending access throughout the state.

The Department of Education is the logical agency to coordinate state government library participation in PALS. An appropriation of \$247,342 is needed to install and operate the system for the 1988-89 biennium.

State government libraries should continue to use the national shared bibliographic service, OCLC, to obtain machine readable cataloging. It is the cataloging service used by the other library members of the PALS online catalog system and is a prerequisite to becoming a member of PALS. OCLC is offered to Minnesota libraries through the Higher Education Coordinating Board's MINITEX program.

Although machine readable records have been created for some of the material held by state government libraries, an appropriation of \$189,800 for the 1988-89 biennium is needed to convert a key portion of the collections into machine readable form.

State government libraries should use the interlibrary loan and electronic mail features of the PALS shared online catalog system to request books and other information from one another. Since the PALS system includes many other libraries in the state, interlibrary loan and messaging between state government libraries, state university system libraries, and community colleges around the state will be possible using the PALS system. This will open the collections of the state government libraries to many people all over the state.

To strengthen reference services, state government librarians should undertake a number of cooperative efforts, many of which are extensions of efforts already underway. These include monitoring state contracts for online database searching to ensure that maximum possible discounts are obtained, the development of procedures for referring users from one state government agency to another, the use of compatible microcomputer software for development of specialized inhouse files when feasible, and working with MINITEX and other agencies as "gateways" to other databases become available.

State government libraries should continue to participate in the MULS project, a combined list of magazines and other serials in libraries in Minnesota, Wisconsin, North Dakota, and South Dakota. It is administered by MINITEX, which has recently contracted with OCLC to standardize, update, and maintain MULS. By participating in MULS, the state government libraries can assure that their serials records will be in machine readable form and be available to all in the state. In addition, participation in MULS will allow the serials of the state government libraries to be annually published as a subset of the database.

Suitable automated solutions for three other functions should be monitored and acquired when it is cost-effective to do so. These are: acquisitions (the process of ordering materials and tracking receipt and payments), serials control (tracking the receipt of, and claiming missing issues of magazines and other materials ordered on a subscription basis), and circulation control (tracking the status of materials loaned from the collection, and recalling items in demand). In addition, state government librarians in each agency should review requests from all staff members for purchase of books, magazines, or other information in order to eliminate unnecessary duplication of materials.

The 25 recommendations provide a long range plan for automation, represent a strengthening of service available to agencies and the public, improve cooperation among the librarians, eliminate unnecessary duplication, and build on automation developments already occurring not only in government libraries but also throughout the state.

The implementation of the PALS shared online catalog in state government libraries and input of key state government library holdings into the PALS system requires a total appropriation of \$437,142 for the 1988-89 biennium.

This is the necessary first step for realizing the above goals.

III. PROBLEM STATEMENT

The proposed plan for automating state government library functions builds on the strengths of the existing network of state government libraries in Minnesota. Primary among these is the decentralized structure which allows the special libraries to serve their specialized clientele with specialized literature and information with maximum efficiency and effectiveness.

Information management technologies today point away from large centralized data entry operations and toward decentralized local data entry. A shared, integrated automation system providing online catalog, cataloging, acquisition and circulation systems, and other online library-based functions makes geographic and functional decentralization the most desirable structure.

The plan is also a response to problems encountered in current operating methods and the constraints they pose to achieving the objectives for government information services set forth by the Legislature.

Major problems are identified in this chapter under the functional areas of:

- A) Catalogs;
- B) Cataloging;
- C) Interlibrary Loan;
- D) Electronic Mail;
- E) Reference Services;
- F) Acquisitions;
- G) Serials Control;
- H) Union Serials List; and
- I) Circulation.

- A) Catalogs: Library materials are cataloged and classified in order to bring similar materials together within the collection and to make individual items readily locatable. This purpose has traditionally been accomplished through the creation of card catalogs. Card catalogs are the current method of access to most state government library collections, the Legislative Reference Library being the sole exception with its use of PALS.

The deficiencies of card catalogs as tools for information retrieval are many. Among them:

- 1) maintenance costs are high due to staff time involved in producing and filing cards, and removing cards for discarded materials;
- 2) recent acquisitions are often not included due to filing backlogs;
- 3) remote access is not possible because the catalog can only be in one location;
- 4) library users have difficulty finding what they need due to complexity of filing rules; and
- 5) the availability of items needed is not known as card catalogs are not linked to circulation systems.

B) Cataloging: Online descriptive cataloging involves the production of machine-readable bibliographic records. The nationwide shared-cataloging entity used by state government libraries, OCLC, provides an efficient method for cataloging and classifying materials, and should continue as the main source of bibliographic records. Problems associated with current cataloging processes include:

- 1) insufficient time, staff and funding to convert catalog records for older items in library collections to machine-readable records while continuing to provide existing levels of service;
- 2) large numbers of unique items not previously cataloged which require original cataloging;
- 3) a lack of common criteria for determining which materials should be cataloged, and lack of sufficient time, staff and funding to deal with print and nonprint materials that do not lend themselves to conventional cataloging; and
- 4) a lack of awareness of or access to materials ordered by agency staff and held in staff offices; or in libraries not having machine-readable records.

C) Interlibrary Loan: There is a high degree of willingness among state government libraries to share information resources. Efforts are currently impeded, however, by these factors:

- 1) beyond a general knowledge of each library's subject speciality, it is difficult to know what specific items other libraries own or have on order;
- 2) document delivery between state government libraries is currently dependent on the inter-office mail system;
- 3) there is no common policy for circulation of items loaned outside of the loaning agency;
- 4) the electronic mail system most widely available in state government libraries is not designed for interlibrary loan requests as it is not linked with any other in-state library systems; and
- 5) there has been an over-reliance placed on MINITEX for interlibrary loan, resulting in extensive borrowing from libraries outside of state government.

D) Electronic Mail: State government libraries now have access to the CLASS OnTyme electronic mail system. This communications network can provide a fast, inexpensive, and flexible means of dispatching information among libraries as well as other network users. While the OnTyme system has been available to state government libraries for about 5 years, it has not been widely or frequently used. Problems contributing to low use of electronic mail are:

- 1) not all state government libraries have the equipment needed to participate;
- 2) because not everyone is on the system, the same messages must be dispatched in at least two different ways.

Since numerous electronic mail systems exist, it is often necessary to use several to maximize communication within the library community and with other professional communities, both within and outside the state.

E) Reference Services: Linking public officials, state employees, and Minnesota citizens with the information they need to effectively carry out responsibilities is a primary task of state government librarians. Expertise in searching online databases, skill in accessing specialized information collections, and professional know-how and contacts are among the resources special librarians bring to this essential task. Greater efficiency and effectiveness could be achieved in the reference function by solving existing problems, which include:

- 1) limited staff time to fully respond to questions from outside a library's primary clientele;
- 2) a lack of common procedures for referring clients to other libraries;
- 3) lack of direct access to most inhouse files, both automated and print, located in and developed by other state government libraries and state agencies;
- 4) ability to obtain maximum discounts on online database contracts, training oportunities and documentation; and
- 5) lack of access to gateways which allow access to multiple external databases through a single communications channel. Gateway services could help remedy an existing problem by providing knowledge of and access to more specialized databases.

F) Acquisitions: Ordering, receiving and paying for books, government documents, technical reports, serials, and other materials is time-consuming and costly and it involves a great deal of paperwork. Several state government libraries use general and/or specialized subject vendors to acquire books and serials, but are prohibited by Department of Administration procurement requirements from using automated acquisitions systems. Use of such a system could greatly reduce the amount of clerical work required in purchasing, but would require statutory changes. Through the State Law Library's federal depository documents plan, state government libraries can easily acquire federal government serials and other publications. However, significant problems remain:

- 1) needed items are often not received in a timely manner;
- 2) there is no way of knowing what other libraries have ordered;
- 3) not all state government libraries are designated as the central unit in their agency for reviewing purchases of books, serials and other informational materials. Hence, the possibility of intra-agency duplication of materials is increased; and

- 4) state government employees need access to valuable materials which are purchased by other agency staff and held in their offices. Duplicate materials are often unnecessarily borrowed through interlibrary loan or purchased because no one is aware that someone in the agency already has the needed material. Publications received through state-paid professional memberships are an example of this problem.

G) Serials Control: Accounting for the receipt of magazines and other materials ordered by subscription and claiming missing issues of these serial publications is an essential element of library services. State government libraries currently use manual systems for this purpose. Problems with the existing systems include:

- 1) recording the receipt of materials and claiming issues not received is a labor intensive task; and
- 2) maintaining and updating manual records for routing current issues of magazines is a complex and time-consuming process.

Automation of serials check-in, claims, and routing would ease current problems in this area.

H) Union Serials List: A combined list of magazines and other serials owned by state government libraries would facilitate cooperative collection development and enhance resource sharing among libraries. Current problems include:

- 1) only a partial union serials list exists for state government libraries; and
- 2) there is neither staff nor money currently available to maintain an updated list.

There will be a statewide union list with the capability of providing, at a cost, a current union list update via MINITEX/OCLC, for which implementation is about one year away.

I) Circulation: An ultimate goal would be to make known via an automated system the availability of all informational materials within state government, regardless of their physical location. Greater control of materials loaned through use of overdue notices or other methods of recall would result in a reduction of the materials loss rate and help preserve the integrity of library collections. Problems with current manual circulation systems include:

- 1) manual maintenance of files tracking the status of material loaned from the collection is very labor intensive;
- 2) timely production of overdue notices and recall requests for materials in demand is difficult due to limited staff levels; and
- 3) manual files are more prone to error resulting in loss of materials.

IV. CRITICAL ASSUMPTIONS

Eight critical assumptions have been identified as requirements for an automated system to be used by state government libraries. These requirements will help to ensure that government information services available to state agencies and to the public are strengthened, that there is coordination and cooperation among state government libraries, and that there is no unnecessary duplication of resources or services. Recommendations made in Chapter V are based on these critical assumptions.

- A) Better Service: The primary purpose of having an automated library system is to provide better service through increased communication, cooperation and resource sharing. A major goal is a common database of state government library holdings, accessible by an online public access catalog. Patrons can access materials not only by the author, title and subject headings found in card catalogs, but also by key words which appear in titles and subject headings and by truncated search terms when the exact term is not known. The catalog can be accessed by library users in several different locations, not only within the library, but also from distant state government field offices. This will enable librarians and users to determine more easily the holdings of all state government libraries, increasing resource sharing and allowing for better allocation of resources.

Given the unique nature of state government library collections, and their value to the state, it is desirable that the database of state government library collections be accessible by other types of libraries throughout the state. Since state government libraries frequently need access to resources beyond the very specialized scope of other state government libraries, there should be access to a larger database of library holdings.

- B) A System All Can Use: The automated system selected will be one which all state government libraries can potentially use, including those not currently active in CALCO or included in this first stage of the plan. This is necessary so that there will be maximum coordination and cooperation among state government libraries.
- C) An Existing System: The system selected will build on what currently exists rather than being developed as an entirely new system. The present and future automation needs of state government libraries can be met with an already developed system. In-house software development for most libraries has almost ceased since it is not cost-effective. Richard Boss, a noted library automation consultant, has noted the following advantages of purchasing an already developed system: low cost (because software development cost is spread over a number of customers), firm price, firm delivery date, known features, clear liability, dynamic system design, and a customer support network.
- D) Adaptability, Quality, Integrity: The system will relate well to future changes that occur both internally and externally. System enhancements that improve internal system functions will be easily incorporated by member libraries. The system should be capable of adopting new technologies and furnishing more sophisticated functional operations and relationships to member libraries. An example of this is computer-to-computer communications, known as linkages, which allows divergent systems to become compatible and thereby facilitate resource sharing.

On an ongoing basis, the system will provide its members with prompt maintenance and repair service, sustained integrity of records and data, and quality in the areas of response time, down-time, search logic, and online record format.

- E) Use of OCLC: Most state government libraries have automated the cataloging of their materials using OCLC and creating standard MARC (Machine Readable Catalog) records. OCLC is a national bibliographic service with which the Minnesota Higher Education Coordinating Board (HECB) has negotiated a state contract. Since the HECB MINITEX program is a publicly supported network of libraries working cooperatively to enhance library services, state government libraries have chosen to participate in this service and this participation is expected to continue. The machine readable records created on OCLC will form the basis of the bibliographic database for the automated system.

Since future use of the OCLC system requires an M300 (modified IBM PC type terminal), most state government libraries must either have one or have access to one.

- F) Multifunctional: As a service to its users, OCLC can provide an offline tape product that combines the bibliographic records of the state government libraries. This product will be in machine readable form and will be the foundation for a multifunction system. The multifunction system will enhance the cataloging functions of OCLC by adding subsystem capabilities which provide for the automation of intensive manual functions. Automated subsystems important to the state government libraries are the online catalog, electronic mail, circulation, and acquisitions. Within each subsystem of the multifunction system, specific requirements will be met (e.g., the online catalog subsystem will allow terminal access from all participating state government libraries).

- G) Participation in MULS, A Union List of Serials: Access to the serials collections of other libraries is a vital aspect of resource sharing. CALCO has produced a preliminary list of the serials held in member libraries. In addition, state government libraries also participate in MULS.

MULS is a union list of serials records and holdings statements of academic, public and state government libraries in Minnesota, Wisconsin, North Dakota and South Dakota. Its purpose is to support resource sharing. MULS is administered by MINITEX, a program of the Minnesota Higher Education Coordinating Board. MINITEX has recently contracted with OCLC, a national bibliographic utility, to standardize, update and maintain MULS.

Participation by state government libraries in MULS is expected to continue.

- H) Affordability: State government libraries seek automated system support that is affordable and which maximizes past and current investment in services and products. While certain capital expenditures are already absorbed by libraries and their agencies, it will be necessary to identify additional funding sources for an automated library system.

IV. RECOMMENDATIONS

A) Catalogs:

- 1) Card catalogs in state government libraries should be replaced with a shared online public access catalog.
- 2) State government libraries should join the PALS system, the online library catalog already serving the state university libraries, the community college libraries, and the Legislative Reference Library.
- 3) The Department of Education should request an appropriation in the 1987 Minnesota Legislature to implement the PALS system in the fourteen state government libraries included in this plan.

Online public access catalogs offer many advantages over traditional library card catalogs. Online public access catalogs can be searched not only by author, title, and subject, as can a card catalog, but also by any word or string of letters within the author, title, or subject. This increases the possibility of locating a needed item and increases access to items in the library collection. The catalog can be searched from many locations, not only from the terminals located within the library, but also from any field office equipped with a microcomputer, modem, and password. This will make the collections of the state government libraries accessible to staff and citizens around the state. Online public access catalogs eliminate such labor intensive tasks as typing and filing catalog cards. One of the most important features of online public access catalogs is that they encourage coordination and cooperation among libraries, and discourage duplication of resources and services. When several libraries share the same online public access catalog system, they can quickly and easily search one another's catalogs and borrow items from one another. Other important features are that maintenance of multiple manual files is unnecessary, and librarians can more easily share technical expertise.

The Project for Automated Library Systems (PALS), a program of the State University Board operated on computers at Mankato State University, is the best available automated library system for the fourteen state government libraries. This is a proven system, with an online catalog that has been operational for more than six years. Because many libraries participate in PALS, development and operating costs are shared. PALS is a multifunctional system. State government libraries could begin using the online catalog and electronic mail systems, and could later add, as needed, the recently developed circulation system and interlibrary loan messaging system. PALS is expandable, so state agencies that might establish libraries in the future could join. PALS operates on a database derived from OCLC, the database already used by most state government libraries.

The Legislative Reference Library has participated in PALS since 1984. If a system other than PALS were chosen for state government libraries, there would be costs for converting the Legislative Reference Library to a new automated library system.

Current PALS participants include the seven state university libraries, the eighteen community college libraries, and libraries at North Dakota State University and at Concordia College in Moorhead. With PALS, these libraries would be able to search the catalogs of state government libraries, resulting in improved public access to government information. The state government libraries could search the catalogs of the participating academic libraries, reducing duplication of resources and services.

The Community College Board is installing communications processing equipment in the Capitol Square Building to relay in the most cost-efficient manner possible the messages from PALS terminals in community college libraries to the host computer in Mankato. It may be possible for the fourteen state government libraries to share this equipment with the community colleges.

CALCO librarians have reached a consensus that their preferred automated library system is PALS. It is the understanding of the CALCO librarians that administrators of libraries already participating in PALS support the expansion of the system to include state government libraries and expect to benefit by gaining access to the specialized collections of state government libraries. With the inclusion of state government libraries, the PALS database will contain over 2.2 million records. Appendix A shows the percent contributed by state government libraries.

The cost for the PALS system for the fourteen state government libraries in the 1988-89 biennium is projected to be \$247,342. Biennial operating costs in future bienniums are projected to be \$65,420. Detailed cost estimates are shown in Appendix B.

State government libraries should join PALS as a group, with funds appropriated by the Legislature to the Department of Education. There are many advantages to this approach. It assures that all fourteen state government libraries will participate, which may not occur if fourteen separate appropriations are requested by the fourteen different state agencies. It is the most cost effective way to join because the capital necessary to expand PALS at its central site is aggregated, and costs to PALS of administering fourteen contracts and issuing monthly invoices to fourteen separate agencies are eliminated. There is precedent for a group of libraries to join PALS as a unit - this is the procedure used for the eighteen community college libraries that joined PALS in the 1986-87 biennium. The Department of Education already is responsible for planning for statewide development of cooperative library services and manages a number of library development programs. It is the logical state agency to coordinate state government library participation in PALS.

B) Cataloging:

- 1) State government libraries should continue cataloging on the OCLC system.
- 2) State government agencies without libraries should contract with the Department of Education for input of their materials into the OCLC system.
- 3) All state government libraries should have the OCLC M300 workstation for cataloging.

- 4) CALCO should develop and adopt common criteria for determining which items will be cataloged.
- 5) A special two-year project should be undertaken to enter cataloging records into the OCLC system for items in state government libraries that have not already been entered and that are not indexed.

OCLC is a nationwide bibliographic utility used by more than 3,000 libraries. With its eleven million item database, OCLC allows participating libraries to share machine readable records of library holdings. Under a contract between OCLC and the Minnesota Higher Education Coordinating Board, OCLC services are offered to Minnesota libraries through HECB's MINITEX program. Some state government libraries have used OCLC for cataloging for more than eight years. OCLC is the source of the database for the operation of PALS. Because of this, state government libraries should continue to do their cataloging on the OCLC system. If an alternative to OCLC should be developed in the future, state government libraries should not decide unilaterally to abandon OCLC in favor of the alternative. Instead, that decision should be made jointly by all libraries participating in PALS.

As more CALCO libraries get their collections cataloged on OCLC, those collections will become available to other libraries. Now, however, those state government libraries without OCLC cataloging must call for individual titles and guess which library might own what. In the same manner, other libraries must guess as to which titles non-OCLC member libraries might own. With the automation plan, access would be provided as libraries get support to go on OCLC and then to the PALS networks. Once a collection is on line, other libraries have access to it, and can use the information for resource sharing and purchasing decisions, eliminating unnecessary duplication. The PALS system will minimize unnecessary duplication because not only can a library search for a particular title or author, but a PALS subject search can find related information sources that may meet the users needs.

Books, reports, and other informational materials are purchased by state government agencies without libraries. Often these items are shelved in individual staff offices. Other staff in the agency and staff in other state agencies do not know that these items are already owned. To provide access to others, these items should be cataloged on the OCLC system. The Department of Education could provide this service under contract with those state agencies not having libraries.

The state-of-the-art terminal for OCLC cataloging is the M300, a modified IBM personal computer. This equipment allows for the most cost-effective access to OCLC. OCLC has announced that it will not support its earlier terminals after 1991. Therefore, all state government libraries must have the OCLC M300 work station for cataloging.

Criteria are needed for all state government libraries to use in determining which items will be cataloged. Some items are of such importance to the library and to other libraries, that they should be cataloged first. Other items, particularly those indexed in readily available indexes, or databases, may not need to be cataloged. A CALCO committee is beginning to develop criteria for cataloging.

The greatest benefit to be derived from the proposed online catalog will be realized only when bibliographic information representing the collections of participating libraries and information centers are fully entered into the database. Currently, information on approximately 70,000 items held by these state government libraries is contained in the OCLC system and is in machine readable form. Catalog information exists for another 25,000 items. This information needs to be converted to machine readable catalog data. In addition, it has been estimated that the libraries currently hold another 20,000 items for which no catalog information has yet been entered. Thus, there is a need to enter catalog data on a backlog of 45,000 items, plus the information for the 10,000 to 11,000 items that are added to these collections each year. While the libraries currently have the staff needed to enter information on this group of new materials, they do not have the resources needed to catalog and prepare the bibliographic data on the full 45,000 item backlog. Charts illustrating quantities of cataloged and uncataloged items are included in Appendix C.

In order to speed up the full implementation of the online catalog, additional temporary staffing will be needed in the Office of Library Development and Services. This will consist of one project director (senior librarian) and one library technician for the 1988-89 biennium. These positions will act as liaison between PALS staff and the participating libraries, ensure consistency in entry of catalog data, and assist the participating libraries with entry of the data. Projected costs for this part of the project for the biennium are \$189,800, as shown in Appendix D.

However, temporary staff will not be able to enter all of the uncataloged items from all of the libraries into the database. Each agency will need to commit resources to this effort to complete the task.

C) Interlibrary Loan:

- 1) State government libraries should use the PALS interlibrary loan subsystem as a primary means for requesting items from one another and from MINITEX.
- 2) State government libraries should put information about all of their holdings into the PALS system so that each library will be able to locate the materials owned by every other library.
- 3) State government libraries should make every effort to borrow items needed from one another before requesting items elsewhere.
- 4) CALCO should develop a uniform policy for loaning of items among state government libraries.
- 5) CALCO should continue to study methods to improve the delivery of interlibrary loan material among state government libraries.

Each library must acquire items for its own collection that are needed immediately and regularly to serve its clientele. Items needed less frequently can be borrowed from other libraries. The PALS system will enable state government libraries to search one another's catalogs. Because most state government libraries are located in the capitol area, requested materials could be delivered quickly from one library to another. The PALS system has an electronic interlibrary loan function

which will allow libraries with a microcomputer workstation to electronically request items from one another after the item is located in the catalog. This will be an effective way to send requests between libraries and to MINITEX for specific titles. In order to make use of this powerful subsystem, one of the terminals specified for each CALCO library is a microcomputer terminal.

State government libraries should borrow items needed from one another before requesting these items elsewhere. It is important, then, that the information about which libraries own which items, be present in the PALS database. The cost estimate for this project includes the funding necessary to build this database. Being part of PALS will allow state government libraries to locate and request items from community college or state university libraries should no state government library own the needed item. Finally, it will allow state agency staff in regional offices to search the combined PALS database and locate needed items through dial-up access. The resources of the state government libraries will then become available to people all over the state.

Interoffice mail is the only available delivery system among state government libraries. Interoffice mail is unable to handle large and bulky items and frequently it is unable to deliver an item as quickly as needed to fill a request. With the use of PALS, requests for materials between state government libraries and between state government libraries and other libraries and offices in the state will quickly increase. It is important that CALCO study methods to improve delivery of interlibrary loan materials among state government libraries.

Greater sharing of resources among state government libraries can be anticipated if there is a common policy for interlibrary loan. CALCO should develop and adopt a uniform interlibrary loan policy for government libraries.

D) Electronic Mail:

- 1) State government libraries should use the PALS electronic mail system that will be available to them when the PALS online catalog is implemented in each agency.
- 2) After implementation of PALS, CALCO should investigate the role of its current electronic mail system, CLASS. A study should determine whether this system is needed in order to electronically communicate with libraries who are not members of PALS.

Electronic mail offers a convenient, cost-effective method for written communication. For several years, CALCO has contracted for electronic mail with a national vendor, CLASS. While some state government library staff have made extensive use of this service, others have not used the service at all. Lack of the necessary equipment to access the system is a problem in some state government libraries. With the PALS system proposal as written, each government agency library will receive the necessary equipment to access the PALS system for electronic mail. A study should determine the role of CLASS electronic mail in allowing state government libraries to access non-PALS members.

E) Reference Services:

- 1) CALCO should develop procedures for referring users from one state government library to another.
- 2) CALCO should monitor state contracts for online database searching to ensure that maximum possible discounts are obtained for high volume use.
- 3) To the greatest extent possible, state government libraries should use compatible microcomputer software for development of specialized inhouse files.
- 4) CALCO should work with MINITEX and other agencies as "gateways" to multiple databases become available.

Reference is the central service of state government libraries. Identifying, locating and supplying information is a strength of state government library staff. While state government librarians generally obtain materials needed for a user, occasionally the user may prefer going to another library to find the needed information or item. A formal referral system, called an "Infopass" in some library networks, is a way for the library user to go to another library with a statement of sources already checked. This saves staff time in the library to which the user is referred. CALCO should develop such a referral system.

In the 1970s, CALCO urged the Minnesota Department of Administration to negotiate master contracts with major vendors of online databases. These databases are used with increasing frequency by state government librarians, and generally the cost for accessing them depends on the volume of use. CALCO should monitor use of these databases and notify Department of Administration staff when use is sufficient to warrant renegotiation of contracts to obtain higher discounts. There are agencies outside of state government which "batch" library database searching to obtain high volume discounts, and then bill each participating library for its use. CALCO should determine if a state contract with such a broker could result in a cost savings and, if it would, suggest that the Department of Administration pursue this approach.

Many state government libraries and state government agencies develop on microcomputers files of data and information that they need frequently and repeatedly. These files have been inventoried by the Legislative Reference Library's State Information System Project. So that other libraries may gain access to these in-house files, state government libraries to the greatest extent possible should use compatible microcomputer software. This would enable duplication of disks for distribution, and the eventual provision of dial access to these files.

Each of the hundreds of online databases now available has its own vocabulary and commands. Unless a librarian uses a particular database often, it is difficult to remember the vocabulary and commands. "Intelligent gateways" are now being developed which allow searching of multiple databases using a single communications structure. OCLC is expected to make this service available through MINITEX. CALCO should maintain communication with MINITEX and other agencies to stay informed of the availability of gateway services.

F) Acquisitions:

- 1) Automated acquisitions systems should be monitored by state government librarians, and acquired when it is cost-effective to do so.
- 2) To reduce duplication, state government librarians in each agency should review requests from all staff members for purchase of books, magazines or other information items.

Automated acquisitions systems are now available which allow libraries to efficiently order items from many vendors, to create a database listing items on order, to perform fund accounting, and to track delivery of items. Currently, relatively high use is needed before it is cost-effective to acquire and use such a system. State government librarians should study the costs and benefits of such systems. Their use would require substantial changes in Department of Administration procurement procedures. When it is cost-effective for state government libraries to use automated acquisitions systems, they should be acquired and procurement procedures should be changed to accommodate their use.

State personnel sometimes need specific books and other informational material immediately at hand in their offices for repeated use. An individual staff member may have the only copy of a specialized item that may be of value to others. Conversely, an individual may request an item that is already available in an adjacent office. For these reasons, state government librarians should review all requests from all staff for purchase of books, magazines or other information items. This has been done successfully in the Department of Education for the past ten years.

G) Serials Control:

- 1) State government librarians should monitor developments in serials control systems and acquire such systems when it is cost-effective to do so.

Magazines, journals, proceedings of associations and societies, and yearbooks are examples of serials, publications that are issued under a common title but issued in parts over a period of time. Library record keeping for serials is extremely labor intensive. Libraries must keep track of which parts they have, which they must order, who on the staff has requested that an item be routed, and so on. Automated systems are available for serials control. State government librarians should analyze serials operations and acquire automated systems for serials control when it is cost-effective to do so.

H) Union Serials Lists:

- 1) A single union list of serials should be produced annually for state government libraries.
- 2) The union list of serials should be downloaded from the Minnesota Union List of Serials, when it becomes available through MINITEX from OCLC.

A partial list of serials for some state government libraries has been produced. Listed in a single alphabet are the titles of serial publications of the participating state government libraries. While the publication has proven useful, it needs to be expanded and updated.

HECB has contracted with OCLC for loading the Minnesota Union List of Serials (MULS) into the OCLC database. When completed, MULS will be available online and will also be produced in microfiche format. A separate list of just state government library serials can be downloaded from the MULS database.

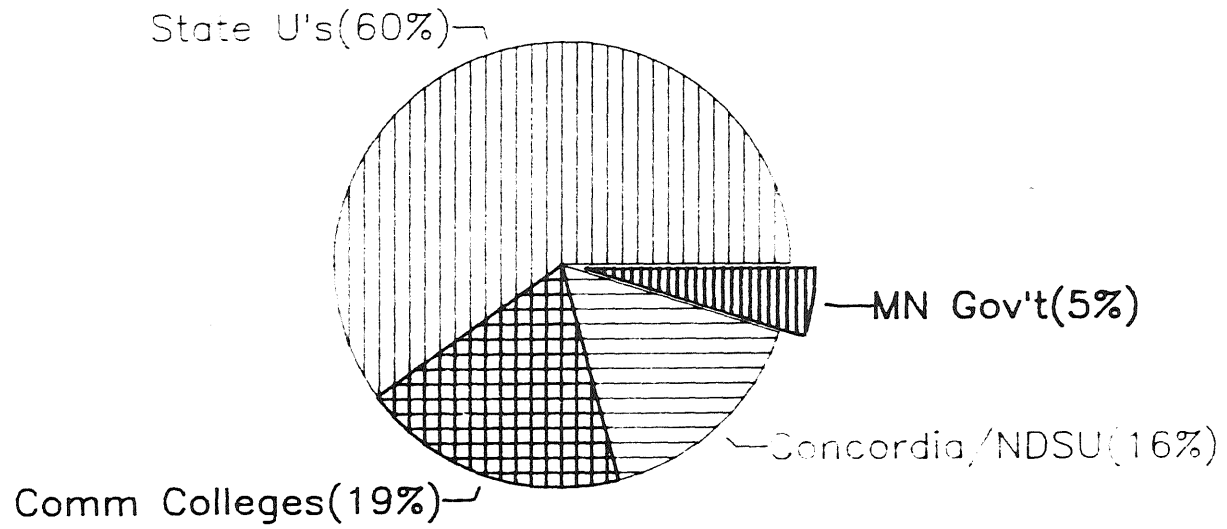
Automation of state government serials holdings can best be accomplished by entering agency serials holdings in the MULS database. Future production of a union list of state government serials holdings can be accomplished by generating the list as a subset of MULS. This will result in timely, efficient and low-cost access to the serial holdings of the state government libraries in particular and the area's serials holdings in general.

I) Circulation:

- 1) Each state government library should analyze its need for an automated circulation control system and acquire a system when it is cost-effective to do so.

A wide variety of automated library circulation systems is now available. Some operate on mainframe computers, some on minicomputers and some on microcomputers. PALS has developed an online circulation system which may be the best alternative for those state government libraries having a volume of circulation sufficient to warrant an automated system.

PALS Database



July 1986

**PROJECTED STATE GOVERNMENT LIBRARIES
BUDGET TO BECOME PALS PARTICIPANTS**

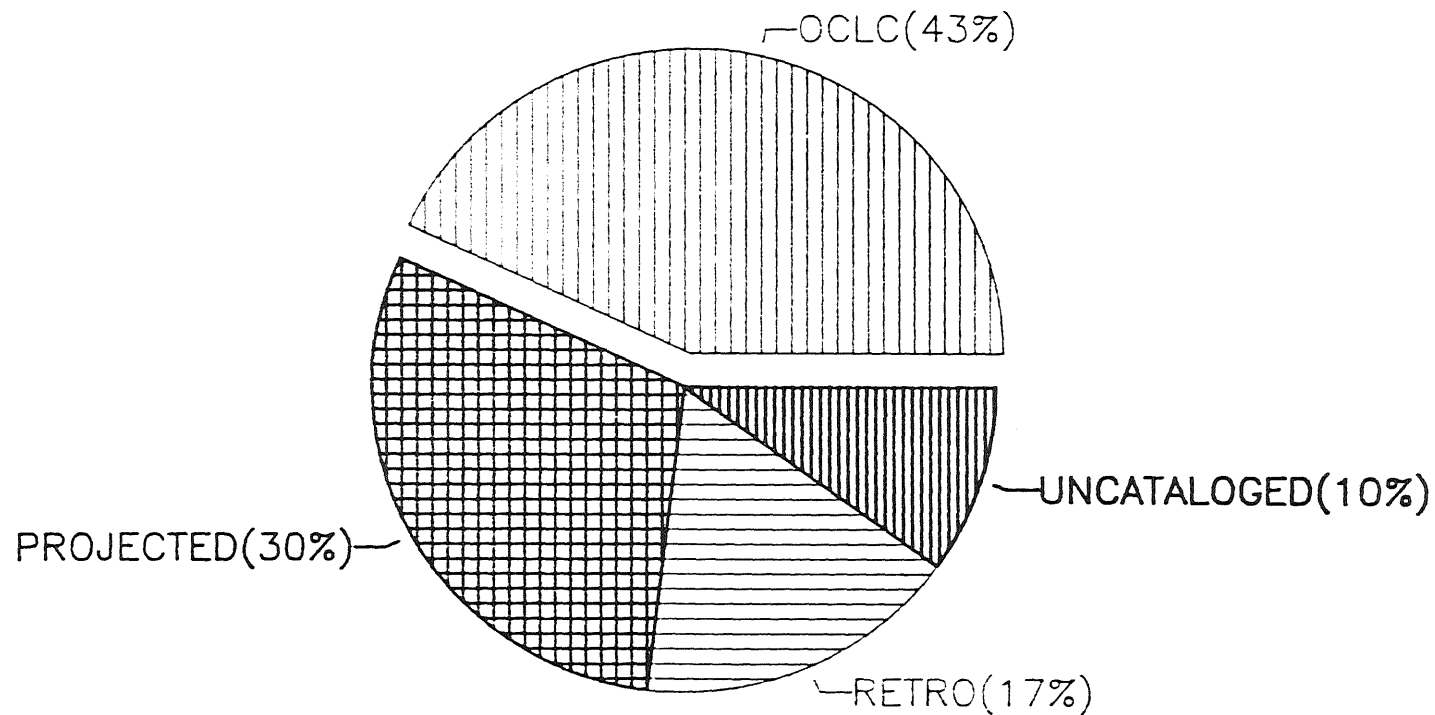
Central computer site equipment	\$ 27,250
*Maintenance	2,938
Communications equipment (Mankato)	58,000
*Maintenance	6,384
Communications equipment (SAL)	31,200
*Telephone line (St. Paul to Mankato)	8,450
Terminals (37) @ \$450	16,650
Microcomputers (14) @ \$1,800	25,200
Printers (28)	
*Personnel	38,250
Training and instruction	8,500
*Database preparation	12,000
Terminal installation supplies	5,800
*Dial access for state agency field offices	<u>6,720</u>
TOTAL	\$247,342

*All or part of this cost will be ongoing expense.

Note: This budget covers thirteen State Government Libraries and expansion of PALS participation for the Legislative Reference Library. The budget amounts will cover all participation expenses for a biennium. The starred categories represent ongoing costs that continue beyond the biennium.

MINNESOTA GOVERNMENT LIBRARIES

Bibliographic Records



Total Volume - 163,000

PROJECTED BUDGET FOR STATE GOVERNMENT LIBRARIES
DATABASE DEVELOPMENT PROJECT

	<u>1988</u>	<u>1989</u>
Salaries and Benefits	\$54,900	\$54,900
1 Senior Librarian		
1 Library Technician		
Purchased Services	35,000	35,000
OCLC Cataloging		
Supplies and Materials	<u>5,000</u>	<u>5,000</u>
TOTAL	\$94,900	\$94,900

