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LIBRARY GOALS AS RESPONSES TO STRUCTURAL AND  
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CASE STUDY.

University of Minnesota, Ph.D., 1974  
Library Science

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LIBRARY GOALS AS RESPONSES TO STRUCTURAL AND MILIEU  
REQUIREMENTS: A COMPARATIVE CASE STUDY

A THESIS  
SUBMITTED TO THE FACULTY OF THE GRADUATE SCHOOL  
OF THE UNIVERSITY OF MINNESOTA

by **Henry C. Chang**  
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IN PARTIAL FULFILLMENT OF THE REQUIREMENTS  
FOR THE DEGREE OF  
DOCTOR OF PHILOSOPHY

June, 1974

## ACKNOWLEDGEMENTS

Like every Ph.D. dissertation this one is the product of many minds and of many sources of inspiration. The initial idea was conceived and developed through many discussions with colleagues and librarians at the University of Minnesota and the Minneapolis Public Library. My general intellectual debt will become evident as the reader scans the questionnaire. Some of the general analytical framework has its origins in Gross and Grambsch's university goal study. I hope the present work extends this approach into many useful areas of the library field.

My specific and deepest indebtedness must go to my major advisor, Professor Don Martindale, for his guidance, concern, kindness, and constructive criticism. He constantly provided me with the direction, instruction, and encouragement that led me toward the completion of my work. Without his personal support and advice, I would never have made it to this stage of my study. To the greatest teacher I have ever known in my life, I pay him my highest respect and I owe him my deepest

gratitude.

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## PREFACE

The sociological analysis of the library is a comparatively unexploited subfield of sociology. Research works pertaining to library organizational study are seldom found in sociology and organization literatures. On the other hand, in the library literature only a handful of studies have approached problems systematically in a sociological perspective. The few studies which consider the library as a unique laboratory in which to deal with strategic sociological problems include: Eerelson's (1949) study, which undertook an analysis of library book uses and users; Marjorie Fiske's (1959) work, which studied book selection and censorship in California libraries; Richard L. Meier's (1963) article, which analyzes the library as a many-sided tool for research and higher education; and Dan Lacy's (1967) paper, which emphasizes the effects of social forces, namely, the population pattern and technological development, upon the library. Further research is needed in the field: research on library clientele, library service, library administration, the social

effects of the library, and the role of the library as a factor in social change. All those deserve systematic study by sociologists of the library.

The present study purposes to examine one of the major concepts in the field, organizational goal, in a library setting. Organizations are tools designed to achieve various goals. To understand them fully, one must understand the goals they pursue. Despite complex conceptual and definitional problems in this area, the writer feels it is instructive to make the attempt.

The American library is changing today at a more rapid rate than at any time in its history. With new fields of study emerging, academic research and study increasingly cross traditional disciplinary lines and are problem oriented. Schools are modifying curricula to permit more individual study. This results in more research and use of the library collections. At the same time, retrenchment and cutback of funding have affected **the** governing structures, staff patterns, and budgets at many institutions across the country. All these developments will have a great impact on the large research libraries.



The goals and the objectives of libraries are being revised in emphasis and approach to relate more closely and directly to the needs of society. Library organization are undergoing rapid and continuing change. Many libraries are redistributing the authorities and responsibilities within the system and seeking ways to increase staff efficiency and productivity. Furthermore, American libraries are confronted with growing financial crisis. Cost of operation and capital development are increasing more rapidly than income from public and private sources. All these changes force **the** libraries, particularly large research libraries, to re-evaluate their goals and objectives. This, in turn, also results in a review of their services, collections, staffing, budget planning and relationship with other library organizations.

Since the importance of examining the library's organizational goals is thus quite obvious, this is a step intended toward fulfillment of this need. It is not, however, a large-scale study of library goal **re-search**, but an intensive case study of exploratory character.

One large academic library and one large public library have been chosen for a comparative study. The University of Minnesota Library system and the Minneapolis Public Library are both large complex organizations and, consequently, could be expected to sustain a large number of goals. This is particularly true of the American libraries with their close association with pressure from the local community for practical results and from the government for funds. There may be a great many activities which the library is engaged in without thinking of them as goals. This research is interested in finding out how library goals are shaped under historical circumstances, and structural and milieu requirements. In addition, library goals will be identified, and a comparative case analysis of library goals between the University Library and the Minneapolis Public Library will be observed. We will also characterize the similarities and differences of goals between these two library organizations retroactively and place the emphasis on the current development. Finally, a central question here is how librarians from these two different library settings perceive

their respective goals. Hopefully, this study will  
inspire a further research in this field.

Minneapolis, Minnesota

Henry C. Chang

February, 1974

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## CHAPTER I

### RISE OF THE MINNESOTA LIBRARY SYSTEM

Before reviewing the historical development of the Minnesota libraries, a clarification of the definition of the library and a brief historical note on the origin of the library are essential. "History" is the period of man's existence since he began to keep records. Libraries are as old as history for if we define a library as any orderly collection of preserved records, the library is as old as history.

More precisely, a library is a collection of graphic materials arranged for easy access, cared for by an individual or individuals familiar with that arrangement, and available for use by at least a limited number of persons. It is readily evident that this definition includes religious and governmental archives. Among the most important early libraries are the temple collections. Others include governmental archives, business records and family genealogical records. Organized collections of archival materials existed in both Egypt

and Babylonia before 3,000 B.C. There were institutions in these areas that qualify in every respect as libraries.

The ancient civilizations reached their peak and the libraries which had been developed were scattered or destroyed when the civilizations fell before barbaric invasions. The library has served a vital purpose as a communication link in both time and space. No society can reach a highly organized level without the accompanying growth of libraries--a generalization also applying to Minnesota.

Since this research is a case study of library goals as responses to structural and social milieu requirements, it is important to understand the historical background of the Minnesota library system. The manner in which the role of the library has been defined and redefined through the years will illumine social needs that stimulated the rise and encouraged the support of libraries over the years. Pierce Butler remarked:

Librarianship, as we know it, can be fully apprehended only through an understanding of its historical origins . . . It is obvious that the librarian's practice will be determined in part



by his historical understanding . . . Unless the librarian has a clear historical consciousness . . . he is quite certain at times to serve his community badly.<sup>1</sup>

In this chapter, no attempt has been made to develop the history of individual libraries, but only to trace the general development of the library movement in the state. Through this survey we may discover factors which have influenced the growth of statewide library service and goals. The following six categories are employed: the territorial libraries, the subscription libraries, the public libraries, the traveling libraries, the government-aid libraries, and the cooperative libraries.

#### The Territorial Libraries

The library movement is as old as the history of the state. The legislative history of the Minnesota library movement begins in 1849 with the first session of the territorial legislature. This is also the year of establishment of the Minnesota Historical Society whose object was

the collection and preservation of a Library, Mineralogical and Geological specimens, Indian curiosities and other matters and things connected with, and calculated to illustrate and perpetuate the history and settlement of said territory.

since 1872 the Historical Society has been a medium for the publications of historical materials. Books were a boon to Minnesota in its frontier days--in the fur trading era and in the pioneer settlements, as has been related. From its inception in 1849 the Minnesota Historical Society was a central influence as a collecting, publishing, and educational institution.

The day of the public library was not yet at hand, but people who cared for books formed library subscription clubs, or joint-stock associations similar to the kind that Benjamin Franklin sponsored in the eighteenth century. The early form of existing library organizations during the territorial period was the library association. In 1849 an act was passed incorporating the Saint Anthony Library Association. This was the mother of all the Minnesota local library associations. The Saint Anthony Library Association was dedicated to the purpose of establishing and preserving a library at Saint Anthony Falls. The act of incorporation was designed to permit the library association to hold property. The organization then could sue and be sued, receive donations, make constitutions and by-laws, and was authorized to have a corporate seal. The act included a

provision that

said corporation may buy, sell and hold property, both real and personal, for the use and purposes of said library, to an amount not exceeding ten thousand dollars, and to receive donations, to be applied as the donor may direct.

This is significant as an indication of the financial attitudes of the society's directors. It changed the library's base of support from public funds in part or in whole to private sources. After the incorporation of the St. Anthony Library Association, ten other library associations were incorporated by special acts of the territorial legislature. Histories of some of these eleven library associations are difficult to trace. Most only existed for a very short period of time. These early library associations were mainly of the lyceum type and were devoted more to the scheduling of lectures and debates than to the circulation of books.

In his opening message to the legislature, Governor Ramsey noted the appropriation by Congress of five thousand dollars for the purchase of a library for the territory. A catalog was printed in 1850. It included a good working library of American and English law for the use of the legislature and the territorial officials.

Some standard reference works and general sources were acquired later. Charles C. Jewett, Librarian of the Smithsonian Institution, in his 1850 report on the public libraries of the United States of America, mentioned three libraries in the Territory of Minnesota. As of 1850 the Territorial Library was described as an organized collection of "3,000 volumes of good books and a printed catalog of 30 pages." The Minnesota Historical Society is noted, "The officers of the Society invite exchanges and contributions towards the formation of a library." The Saint Anthony Library Association had conducted a series of lectures during the winter of 1849 and had purchased some books. It had a collection of 200 volumes at the time of Jewett's report.<sup>2</sup>

The Territorial Library was "for the use of the Governor, Legislative Assembly, Judges of the Supreme Court, Secretary, Marshall, and Attorney of the Territory and such other persons and under such regulations as shall be prescribed by law."<sup>3</sup> The Legislative Assembly of 1851 extended free access to the library but limited non-official loan privileges to Ministers of the Gospel, ex-members and officers of the Legislature and ex-librarians. The Territorial Library's collection had

been improved and strengthened through Governor Ramsey's effort. In his message of January 7, 1852, to the third session of the Territory Legislative Assembly, he recommended that efforts be made

to secure a gradual accession to the number of volumes to the Territorial Library, and especially to keep up the series of United States Reports . . . the annual appropriation of a moderate sum to be expended under the direction of the Librarian and Joint Library Committee.

#### The Subscription Libraries

The second stage of the Minnesota library history can be described as the period of subscription libraries from 1858 to 1879. During the early state period twenty-seven new library organizations were established. Some of these replaced the earlier library associations which had died out and others were reorganizations of previous libraries. The subscription libraries were often initiated and supported by informal groups of women or literary and business groups. These were the forerunners of public libraries. Subscription library means libraries financed by subscriptions and the sale of stocks or shares. Only shareholders or fee-paid members could use the library reading and circulating facilities. At this

8

time the use of libraries was thus limited and restricted.

The largest subscription library in the state at this time was the Minneapolis Athenaeum. The Minneapolis Athenaeum was established in 1859 with an original collection of sixty-eight volumes. The Athenaeum was incorporated on April 2, 1860. It had a building of its own by 1866 and a few years later received heartening support from a book-loving dentist, Dr. Kirby Spencer. To the Athenaeum he left the bulk of his large estate, worth \$200,000 by 1890, for the purpose of building up the library. The Athenaeum prospered and its success contributed materially to the fortunes of the Minneapolis Public Library when the Athenaeum collections were placed with the new public institution.

It is rather difficult to determine how many libraries were actually functioning when Minnesota became a state. The Census figures for 1869 are unreliable as to the subject of libraries. Eighty-six of all type including academy, church and society were accredited to the state. The 1870 Census of the United States showed that Minnesota had 587 libraries of a semi-public character. Many of these libraries were associated with

churches and schools. Fifteen were general town libraries. The Minnesota libraries of the early state period were very small. Some figures were mentioned in the report on libraries by the Bureau of Education in 1876. The average for all the libraries at that time was probably not over 400 volumes. The great majority did not maintain general reading rooms. No regular salaried librarians were employed. Records were poorly kept and books were easily lost. The lending facilities were inadequate. In general books were given out only one day or evening a week. Most libraries did not have their own buildings. Books were easily damaged and lost by moving from one place to another constantly. In a few instances an entire library collection was lost or destroyed by fire.

During the territorial period most of the libraries had been incorporated by special acts of the territorial legislature. The first session of the state legislature changed this by adopting a law laying down the general conditions necessary for the incorporation of libraries. The libraries were thereafter incorporated in accordance with this general act and without special

charters from the legislature. A forerunner of the general library law of 1879 was the special act passed for the benefit of Winona in 1869. It provided for a referendum for the purpose of establishing a city library. Three library trustees could be chosen by the voters. The library trustees then appointed the librarian and made the necessary arrangements to establish a city library. An annual library fee could be charged to users but not exceeding \$2.00. The city was permitted to allocate an annual tax of \$1,000 of which at least one-half would have to be spent for books. Although this act failed to establish a public tax-supported library until 1886, it was useful in the sense that it served as a precedent for the general library law of 1879.

#### The Public Libraries

Public concern for libraries opened the way to a new stage in Minnesota library history in 1879. The legislature passed an act authorizing local communities to finance public libraries by levying local taxes. This was a revolutionary step. The third period of Minnesota library history begins with the passage of the 1879 general law and ends with its revision and with the



establishment of the State Library Commission in 1899.

This law allowed the City Council of an incorporated city power to establish and maintain a public library and reading room for the use and benefit of the inhabitants of such city. Taxes could be levied, not to exceed one mill on the dollar annually, and in cities of over thirty-thousand inhabitants, not to exceed one-half mill on the dollar annually, on all the taxable property in the city. These taxes had to be collected in the same manner as other general taxes. The resulting monies were known as the library fund.

The general law also provided for the details such as the appointment of directors, their powers, the right of the local council to pass ordinances necessary for the protection of library property and made provisions for the transfer of subscription libraries to municipal control.

The first tax-supported library to be established in Minnesota in accordance with the general law was that at Zumbrota, which became a free public institution on May 24, 1879. In the decade of the eighties there were a dozen cities and villages which adopted measures for tax-supported libraries. Most of the tax-supported

libraries were set up in rented or donated quarters. Often a room in the city hall, in the high school building, or in a fire hall served in the beginning. Once the library developed and became firmly established, a new building for the library could be sought. The Minnesota libraries grew rapidly in this period. By the end of the period most of the subscription and association libraries in the state of Minnesota had been replaced by the public, tax-supported libraries.

#### The Traveling Library

The fourth period of Minnesota library history began with the passage of an amendment to the library act of 1879 in 1899. This new law provided for the appointment of a State Library Commission which was to consist of five members. The Commission was authorized to purchase books to form a state circulating library for community library service. The purpose of the Commission also encouraged the formation of free municipal libraries in the state and to make good books accessible to all residents of the state. Furthermore, the Commission kept the library statistics and prepared reports to the legislature.

The idea of a traveling library for Minnesota was first suggested by Miss Gratia Countryman in 1893. With the support of the Minnesota Federation of Women's Clubs, the traveling library gained wide recognition, and the legislature in 1899 passed the law necessary for the establishment of a state system. According to the law which created a system of traveling libraries, the first work undertaken by the Commission was the organization of a state circulating library, from which any town, village or community within the State of Minnesota may borrow books. Most of the first year's appropriations was spent for the purchase of books and equipment for the traveling libraries. Circulars were issued stating the purpose of the Commission, and outlining the plan of traveling libraries. In response to these circulars, applications poured in much faster than they could be filled. Within the limitations of the appropriations, it was apparent that such a system could not possibly give complete service, but the numerous applications from all parts of the state proved that there was a real demand for books. Traveling libraries for general reading were made up of fixed groups of fifty

volumes each and later twenty-five volumes for small communities. Each library contained a number of books on some special subject. The traveling libraries were lent to any town, village or community upon application of ten taxpayers who agreed to form a library association and be responsible for the proper care and safe return of the books and to observe the rules for the management of the library. In small communities the traveling library became the nucleus for a local library, and gave new life to older libraries by furnishing a fresh supply of books at frequent intervals. Reports from various communities showed a steady growth every year in number of books circulated, and a wider distribution of the stations until in 1907 every county in the state had at least one traveling library station. When the Public Library Commission was merged with the Department of Education in 1919 greater emphasis was placed upon work with schools. The librarian's report for the year showed that the traveling libraries had increased in twenty years from the thirty-three owned by clubs to 628 owned by the state. In addition the collection of the traveling libraries had developed from a few boxes of books for recreational reading to a collection of over

30,000 volumes giving service in a variety of ways. Through these years the traveling library system continued to bring to people on farms and in isolated communities books for information, culture and entertainment, which were otherwise unobtainable because of distance from public libraries and difficulties and expense of transportation.

The traveling library was serving the state in a variety of ways and endeavoring to reach the population without actual library service. During this period, the foundations for statewide library service through the public library system had been laid. The number of trained librarians had increased, largely through the establishment of the Library School at the University of Minnesota in 1928. Library service had gradually extended to the population of the entire state. Research and special libraries added momentum to the movement. The University of Minnesota won recognition as a leading research library during the 1930's. Every college in the state and hundreds of other schools gathered books to meet their instructional needs. However, the development of the traveling libraries should not obscure the fact that private benefactors contributed much to the enrichment

of libraries in the state. The Carnegie Corporation made princely gifts to Duluth, Mankato and other Minnesota cities. Many places in the state received the Carnegie libraries. These great contributions of private funds to the library development in the 1920's and 1930's must not be neglected.

#### The Government-Aid Libraries

The growth and development of libraries in the state may have reached its peak during the period from 1938 to 1968. This thirty-year period marked a milestone in the history of libraries in Minnesota. The Federal, state, and local governmental funds during the 1950's and 1960's were particularly responsible for the prosperous development of libraries in the state this time.

The 1939 library statistics showed seven new public libraries had been established, four of which were formerly association libraries. In addition, four association libraries were organized. Total per capita expenditure by libraries in each population had increased. The number of books in all public libraries in the state increased by 102,653 in 1939. According to 1956 public

library statistics,<sup>5</sup> the number of library books per capita in the state showed a steady growth. Library support per capita in Minnesota had increased eighty-eight per cent in the ten-year period from 1946 to 1956. However, the cost of operating the library had increased dramatically during the same period.

In the year 1944 sixty-four per cent of the Minnesota population was served by public libraries. This constituted one and three-quarters million people.<sup>6</sup> Since then the percentage of the Minnesota population listed as served by public libraries had grown to 75 per cent in 1954 and to 81 per cent in 1964. The growth in percentage was the result of two factors: the steady relative growth of urban centers, and the establishment of new county and regional public library systems.

In 1944 almost half of all public library books in Minnesota were in the three largest city libraries with more than one-half of these in Minneapolis alone. Twenty years later the three largest city libraries were no longer as dominant in these statistics, and the county and regional libraries had greatly increased their holdings. By 1964, the largest city library shares of all holdings declined to just over one-third. The fact that

the county and regional growth, in both numbers and proportion, consisted of large new collections built during this period made their presence even more significant, and would be seen to strongly affect library use. Over the twenty-year period, the three largest city libraries dominated the library circulation statistics in the same measure that they did for holdings, with Minneapolis holding its same one-fourth and St. Paul and Duluth providing another one-fourth. In 1944 their combined share was forty-three per cent and by 1954 this had grown to forty-seven per cent and in 1964 declined to thirty-five per cent, bringing this almost exactly in line with their share of the population served and number of books available.<sup>7</sup>

Based on the aforementioned statistics, the steady growth of the public libraries in the state was a special consequence of the sharp increase of county and regional libraries. The increasing population in this area had affected the use of libraries. New libraries were built in suburban areas because of the expanding population. As far as the academic and school libraries in Minnesota, the number and size of libraries during this period had increased faster than in any other period.



This increase was mainly due to the fact that more students were enrolled in schools as a result of the post-war baby boom. The prosperity of the national economy had an indirect effect on the development of libraries. The increasing research demands also led to more use of libraries. As a whole, the golden age of education during the latter 1950's and early 1960's has strongly provided for the development of libraries.

The growing public interest in the importance of education in the relationship of library service to it has culminated in the passage of the library-related legislation of the late 1950's and the 1960's. The Federal government has contributed heavily to the construction of library buildings through the Federal Library Service Act of 1956, Depository Library Act of 1962, Higher Education Act of 1963, Elementary and Secondary Education Act of 1965, Higher Education Act of 1965, Medical Library Assistance Act of 1965, National Defense Education Act, National Foundation on the Arts and Humanities Act of 1965, Appalachian Regional Development Act of 1965, Public Works and Economic Development Act of 1965, State Technical Services Act of 1965, and International Education Act of 1966.

The Federal Library Service Act gave impetus to the development of rural library service in Minnesota. Under this act, there was an initial appropriation of \$40,000 per state for the fiscal year ending June 30, 1957. All this money had to be matched from other sources. The percentage of matching was set by law. In 1956 it was forty-seven per cent state or local funds to fifty-three per cent Federal funds.<sup>8</sup>

In 1965 the Congress passed the Higher Education Act to strengthen the educational resources of colleges and universities. Through its Title II of College Library Assistance and library training and research, the Federal government assisted and encouraged the institution for library purchases of books, periodicals, documents, and other related library materials. The Congress also passed the Elementary and Secondary Education Act of 1965. It authorized the carrying out of a program for making grants for the acquisitions of school library resources, textbooks and other printed and published instructional materials for the use of children and teachers in schools.

In 1965 a new library in the Village of Brooklyn Center, Minnesota, was built. This library was the first

in the nation to receive financial aid under the Library Service and Construction Act, which was passed by the Congress in 1964. This act not only greatly increased the federal assistance to public libraries, but also made this assistance available to communities of over 10,000 population. This act helped build many new libraries in the state.

#### The Cooperative Libraries

The recent government cut-back and the financial crisis of the educational institutions have uncouraged the development of a cooperative, statewide network for library resources. No library is endowed with adequate finances to purchase or maintain a collection that encompasses all interests or subjects. Cooperation among institutions is therefore necessary and desirable. The current and future libraries in the State of Minnesota can be best noted by the statement made by Hannis S. Smith, "The library of tomorrow will not be a library, but will be a system of libraries and library service."<sup>9</sup> Smith went on to explain that this proposition has far-reaching implications for libraries along three lines:

1. The internal operations of individual libraries of

all kinds; public, academic, and special.

2. The potential changes in the external relationships of libraries now being called "inter-library co-operation."
3. The financial support of individual libraries.

The development of a statewide library system for Minnesota began in the late 1960's with the tendency of multi-county and regional library service. According to the 1969 public library statistics, the rapid expansion of regional public library service continues to be the principal factor in reducing the raw number of public library organizations in the state. In 1969 four city libraries and four local libraries maintained by associations were merged with regional library systems. In 1960 there were 151 separate public library organizations of varying sizes. In 1970 this figure had been reduced to 47. However, not one of the 47 has disappeared. They are all participating in larger unit operations. In fact more than 47 had joined regional systems, for there had been some new establishments, and some changes from previous association status.

The inter-library cooperation in Minnesota can best be observed through the various programs and projects

with intriguing names: MINITEX, MELSA, INFORM, MULS, and CLIC. A brief description of each follows.

Minnesota Interlibrary Teletype Exchange (MINITEX)

In 1968 in an effort to test the feasibility of sharing the University of Minnesota Libraries' resources with patrons of out-state libraries, a two-year pilot project was undertaken with funds provided jointly by the Louis W. and Maud Hill Family Foundation and the state Department of Education. Beginning with fiscal 1972 funding for out-state academic library participation was provided by the state legislature through the Minnesota Higher Education Coordinating Commission with continued supplemental grants for public library participation from state and federal funds from the state Library Agency.

A sample group of eleven libraries representing public and private colleges, junior colleges, and public libraries were initially invited to participate in the experiment. Each library was supplied with a teletype machine and was offered expedited service, including the loan of books and photocopies of journal articles for the two-year experimental period with all direct costs of the

service borne by the MINITEX grant at the University.

This program expedites interlibrary loan services to its participating libraries through the use of teletype communication. MINITEX program has rapidly expanded to seventy libraries at the end of 1973 which cover all major libraries in the state. Therefore, each citizen of Minnesota has access to MINITEX through the various public library nodes. Requests are sent via TWX to the MINITEX office at the University where they are searched in the University Libraries' catalogs. Books held and available for loan are sent daily to the requesting library via United Parcel Service and photocopies are mailed daily to the requesting library via first-class mail. When requests cannot be filled the requesting library is so notified by mail. The MINITEX program represents the first step toward a functional statewide library network of resource sharing.

Metropolitan Library Service Agency (MELSA)

With support from Title III of the Library Services and Construction Act, interlibrary cooperative networks for the State of Minnesota were made possible. The Metropolitan Library Service Agency was established as

cooperative service agency for public libraries. It has been functional for the public libraries in the Twin Cities metropolitan area.

MELSA has as one of its goals cooperation in regional and statewide network development. It has cooperated with the Extension Division of the University of Minnesota in a printed film catalog. The plan for interlibrary cooperation in the public library system has been soundly structured as one part of a total statewide network. The regional library centers and the public library centers in the state could serve as possible switching nodes in a statewide library information network. As a primary node, MELSA can effectively cooperate with programs for other types of libraries throughout the state.

Information for Minnesota (INFORM)

The INFORM program was made possible by a grant from the James J. Hill Reference Library and a grant of state and federal funds from Title III, Library Services and Construction Act, from the State Library Agency. Begun in January 1972 it became self-supporting through the fees charged for services. The program is governed

by a Board of Control comprised of the directors of the participating libraries and the State Library Agency.

INFORM is an advance reference and research service provided by the University of Minnesota Libraries, James J. Hill Reference Library, Minneapolis Public Library and St. Paul Public Library. Services are available to industry, business, government and the general public on an hourly fee basis through contractual agreement. This program provides services such as literature searches, research reports, bibliographies, statistical data, resources directories and information retrievals.

Cooperating Libraries in Consortium (CLIC)

The CLIC program services private, academic institutions within the Twin Cities area. The members are Augsburg College, Bethel College, College of St. Catherine, College of St. Thomas, Concordia College, Hamline University, Macalester College and James J. Hill Reference Library, a special library. CLIC has as its headquarters, or central node, the James J. Hill Reference Library in St. Paul, a major private research library with one of the largest collections in the state outside of the University of Minnesota Libraries.



CLIC was officially incorporated in 1969 and represents a collective resource of over one million volumes. Its primary goal is to bring all member libraries together by cooperating with each other so that the total resources of the organization can be increased and made easily available to the users of all the members. The governing body is made up of directors from each member library. It establishes policies to be carried out by a full-time coordinator operating from space provided in the James J. Hill Reference Library. The membership fee is based on full-time equivalent fall enrollment. Programs include reciprocal borrowing implemented by a union catalog, a daily interlibrary pick-up and delivery service, and direct telephone access; a union list of serials with a cooperative acquisitions program; and a lending and borrowing agreement with MINITEX.

Minnesota Union List of Serials (MULS)

The computerized union list of serials project was undertaken as an adjunct to MINITEX to make known to participating libraries the serial holdings of the member libraries. This list will ultimately include all serial

titles received by the University of Minnesota Libraries, state departmental libraries, Minnesota Historical Society, Minneapolis Public Library, CLIC member libraries, and unique titles and holdings of other libraries in the state.

NOTES--Chapter I

<sup>1</sup>Pierce Butler, An Introduction to Library Science (Chicago: University of Chicago Press, 1933), pp. 81, 89-90, 101.

<sup>2</sup>Charles C. Jewett, Report on the Public Libraries of the United States of America, January 1, 1850 (Washington: Smithsonian Institute, 1851), p. 187.

<sup>3</sup>Council Journal, 1849, pp. 74, 99.

<sup>4</sup>Council Journal, 1852, p. 19.

<sup>5</sup>Hannia S. Smith, "Public Library Statistics, 1956," Minnesota Libraries, XVIII, No. 9 (March, 1957), 263-64.

<sup>6</sup>Hannia S. Smith, "Public Library Statistics, 1964," Minnesota Libraries, XXI, No. 5 (March, 1965), 119.

<sup>7</sup>Ibid., p. 120.

<sup>8</sup>Public Law 597, 84th Cong., 2d Sess. (1956).

<sup>9</sup>Hannia S. Smith, "Today's Librarian--Tomorrow's Libraries," Minnesota Libraries, XXIII, No. 4 (Winter, 1970-71), p. 95.

## CHAPTER II

### BRIEF HISTORY OF MINNESOTA'S TWO LARGEST LIBRARIES

Before discussing the library goals as responses to structural and milieu requirements, it is useful to review the historical background of Minnesota's two largest research libraries which have been chosen for our comparative case study. These are the libraries of the University of Minnesota, Twin Cities campus and the Minneapolis Public Library. A brief history of these two library systems permits insights into their current problems.

#### Historical Development of the University of Minnesota Libraries

Since the University of Minnesota's incorporation as an independent constitutional body and educational coordinate of the State of Minnesota in 1851, the University Libraries have existed as a cultural, educational and research resource of the University and the State of Minnesota. The Libraries' philosophical basis remains

primarily one of facilitating the pursuit of scholarship, education and research within the context of the University system; while specific, operational objectives have been altered and readjusted as the educational, administrative and historical situation necessitated.

The University of Minnesota was established by the legislation of the Territorial Legislature and the approval of then Governor Ramsey on February 25, 1851. This Minnesota Territorial Act of 1851 was authored by the Chairman of the House Committee on Schools, John W. North, and amended by Martin McLeod, who initiated the resolution that the University of Minnesota should be located near the Falls of St. Anthony. This act was intended to provide the inhabitants of the territory with the means of acquiring a thorough knowledge of the various branches of literature, science and the arts. Initially, the University consisted of five departments, giving instruction in science, literature and the arts, law, medicine, agriculture and the theory and practice of elementary education.

On February 19, 1851, President Millard Fillmore gave his approval to an act of Congress directing the Secretary of the Interior to reserve a quantity of land

not exceeding two full townships for the use and support of a university in said territory and for no other use of purpose whatever. Further, the Minnesota Territorial Act of 1851 provided for the organization of a Board of Regents to administer the development of the approved University. Section #8 of this act also stipulated that the Regents shall appoint a secretary, a treasurer and a librarian who shall hold their respective offices during the pleasure of the Board. The original members of the Board of Regents included H. H. Sibley, H. M. Rice, A. Ramsey, and C. K. Smith. Among the Officers of the Board were Franklin Steele, President, and William R. Marshall, Librarian.<sup>1</sup> Also, Section #15 authorized the Regents to provide for the erection of suitable buildings and the purchase of apparatus, a library and a cabinet of natural history. Subsequently, \$5,000 was appropriated for the purchase of a library for the Territory.

The Board was largely dependent upon private subscriptions to defray expenses so the only immediate construction was a preparatory department. The library consisted of a limited supply of state publications, Annals of Congress, Journals of the Legislature and contributed

editions of Cooper and other popular literary works. A catalogue was printed in 1850 and thereafter, annually revised. Mr. Steele donated some lots near the Falls, other members of the Board donated money and a few books, a two-story wooden building was erected in November, 1851, and the preparatory school was opened. The school ran successfully for three years, then it was closed as a result of financial difficulties. In 1854 the Regents acquired from Calvin A. Tuttle and Paul R. George a part of the old Cheever claim for \$6,000. On this ground work on the "Old Main" building was started in 1856. However, the private school conducted in the original building and the library operations of the University were suspended shortly after and not resumed until 1867. The Regents acquired a new site and proceeded to erect a four-story building costing \$49,600 from the proceeds of a bond issue authorized in 1856.

On May 11, 1858, Minnesota became a state. By 1861, Minnesota had received approximately 3,000,000 acres of land for the support of the University. Accrued debts and unfavorable economic conditions forced the Regents to sell over 90,000 acres to continue and expand present operations. Consequently, the library's expansion

was restricted. The reorganization of the University into four departments--Department of Elementary Instruction, College of Science, Literature and the Arts, College of Agriculture and a College of Mechanical Arts--in 1873 and the addition of the Colleges of Law and Medicine in 1888 pressed the limited resources and text materials of the Library. By 1869, the first University faculty, numbering eight, had resumed operations within a total University budget of \$7,700. Of the fourteen freshmen only two survived at the end of the fourth year to be graduated as bachelors in June 1873.<sup>2</sup> The library in 1873, according to an estimate made by J. P. Williams of the Historical Society, contained about 2,000 volumes.<sup>3</sup> Thus were the beginnings of the University of Minnesota and its libraries.

When Dr. W. W. Folwell, the first President of the University, resigned in 1884, he remained as the professor of Political Science and as librarian until his retirement in 1907. Thus for its first thirty-eight years the University and the library of the University in particular were formed under his influence. Dr. Folwell's successor, Cyrus Northrop, continued the policies established by Folwell under his administration; the



University made great progress in size and scholastic achievements. New professional colleges were established and were followed by the formation of departmental libraries. At the beginning of the twentieth century the general library contained about 85,000 bound volumes and received about 120 periodicals regularly.<sup>4</sup> By this time, there had been established special departmental libraries, including the Law Library and the College of Agriculture Library in 1889, the library for the School of Pharmacy in 1892, and the library for the School of Mines and Metallurgy in 1892.

In his report to the Regents for 1893-94 President Northrop commented on the new building plan and the need for books. He contended that the University of Minnesota needed an addition of twenty thousand volumes to the library. He believed that it is imperatively necessary for the life and growth and usefulness of the University that a generous provision be once made for enriching the library. Furthermore, he thought that it was most appropriate to equip the new library building with the needed supply of books, in order to fulfill its mission as a library building.

The library finally opened for full service in the new building at the beginning of the academic year, 1895-96. The library was the handsomest building on the campus. This building contained the assembly hall, the offices of the President, registrar, accountants, and librarian, rooms for packing, storing, and cataloging books, recitation rooms and offices for the Departments of Political Science, Philosophy, English, and History. It contained stack rooms for the safe storage of 100,000 volumes, and special libraries of the departments resident in the building. It was noted that there was increased use of the library. The attendance in the evening was practically double that of the previous year. The reference books were in constant use. The increased space both for shelving and using books stimulated activity on the part of the faculty in recommending other books.

For several years preceding his retirement from active academic work Dr. Folwell had been gradually retiring from the actual supervision of the details of library administration. President Northrop had noted in his biennial report for 1890-92 that Dr. Folwell's instructional work had been increased and the general

management of the library largely delegated to the first assistant Librarian, Miss Letitia M. Crafts. In 1906 James T. Gerould of the University of Missouri had been elected Librarian of the University taking the place vacated by Dr. W. W. Folwell who retired from the Librarian's office. At that time, a graduate school was established with Dr. Henry T. Eddy as its first dean on December 13, 1905. The recognition of the value of graduate work contributed to influencing the Regents in asking for increased library support. The establishment of the Graduate School increased the difficulties of the librarian. The new emphasis on graduate work increased the demand for departmental libraries, particularly in the various fields of technology. Mr. Gerould vigorously attacked the problems which faced him. The increase in library funds to \$20,000 annually and the funds for the preparation of a new catalog were both largely due to his efforts.

In 1913 Graduate School Dean Ford as Chairman of the newly-established Library Committee called the first meeting. The following statement of the function of the Committee was adopted:

It shall be the duty of the library committee prior to the determination of the budget, to prepare and present to the proper authorities . . . To consider and recommend to the Senate any resolutions in connection with library policy and administration that may be deemed advisable. It shall be within the province of the Committee under this authority, to consider and regulate with the approval of the Senate, among others the following matters, in so far as they affect the educational work of the University:

1. Ordering and accessions.
2. Exchange of University publications.
3. Classification and cataloging.
4. Shelving, storing, and caring for books.
5. Admittance to the stacks.
6. Home use or the loan of books.
7. Reference use.
8. Reserve books.
9. Seminary libraries.
10. Interlibrary loans.
11. Relations with the city public and other local and state libraries.<sup>5</sup>

During the summer of 1920, Mr. Gerould left the University and became the Librarian of Princeton University before he had a chance to carry out his plan for the new library building and the new program for library development. Miss Ina Ten Eyck Firkins was appointed as the acting Librarian during the year 1920-21. At this time the rapid growth of the Summer School was imposing new responsibilities and increased burdens on the library.

The administration of its second president, Cyrus Northrop, from 1884 to 1910, was a period of rapid

development for the University of Minnesota. The library had outgrown its quarters and a new library building was completed in 1923. It was then considered a beautiful and spacious building with rooms conveniently arranged for library purposes. Besides the general reference, periodical, biological, medical, reserve, and seminar reading rooms, the library contained the Arthur Upson Room, a space exclusively for recreational reading, and the quarters for the Division of Library Instructions.

The new building definitely increased library use. The Report of the University Librarian by Mr. Frank K. Walter for 1926-27 summarized it as follows:

The use of all departments of the library has increased steadily, the demand for service has increased somewhat faster than the ability to give the best individual help to faculty and student. This, however, is in itself indication of progress. The staff has measurably met the increased work through greater efficiency due to longer experience and to the modification or elimination of such administrative routine as could be improved or dispensed with . . .<sup>6</sup>

Through the presentations of needs for the biennium, the Regents of the University had requested increased funds for the Library by emphasizing the importance of the Library to the University. The following three points

can well summarize the functions of the University Library, for the University Library must:

1. Supply material for the instructional program of the University. Every course taught implies an obligation on the part of the Library to furnish the material necessary for its effective teaching.
2. Be the main source of study for intellectual activity on the part of the students and faculty, and must keep up-to-date material on all subject areas.
3. Assemble the materials that scholars and researchers need for the projects on which they are at work.

The goals of the University Libraries have remained consistent throughout their long tradition in their dedication to providing current, efficient and informative service to the academic needs of its patrons and to the State of Minnesota. At the beginning of the twentieth century the Libraries' primary concerns were those of increasing their limited staffs, expanding their crowded quarters, increasing their collections, filling incomplete sets, cataloging their ever-increasing

references efficiently and administering to the educational and research needs of the University's growing numbers of students. Additionally, increasing need of substantial appropriations for collections, salaries and buildings was critically important. The Minnesota University Library Annual Report, 1922-23<sup>7</sup> observed: "It Library cannot meet steadily increasing needs with stationary assets." The Annual Report of 1925-26<sup>8</sup> describes a similar concern with adequate financial resources and administrative organization: "With the survival of the old idea of a library as a retreat for undisturbed study and meditation, the complex and inevitable problems of finance and organization which face every librarian today are sometimes forgotten."

The Libraries' responsibilities as an integral part of the University and its dependency on social change and education innovation is further explained in the Annual Report, 1926-27:<sup>9</sup>

Inasmuch as the university library is a general service department for the entire university, it must be sensitive to changes in financial and educational policies, to increases in enrollment and to changes in the number and study habits of the faculty. It cannot, consequently, formulate any fixed policy or even pursue one which is not in harmony with other university policies.

Concern over the need for a professional and efficient staff was reflected in the annual report for 1927-28:<sup>10</sup>

In proportion, as the university library is . . . asserted to be the "heart of the university," it must be possible to meet increased opportunities for usefulness with a staff adequate in number and training for the service it attempts to give.

On September 1, 1943, Frank Keller Walter retired as University Librarian and Director of the Division of Library Instruction after twenty-two years of service to Minnesota. When Mr. Walter came to the University of Minnesota Library the total collections of the Library numbered 367,250 volumes. There were thirty-seven persons on the staff and the University was just the Main Library Building. During the twenty-two year period, the Library more than tripled in size, increasing to 1,309,706 volumes, rising from tenth place in size among American university libraries to its sixth place in 1943. Dr. E. W. McDiarmid succeeded as the new University Librarian. The University of Minnesota Library had suffered relatively little from the effects of the war. It was mainly in cutting off of foreign importations--books and periodicals published on the continent of Europe.



The increase in enrollment at the University of Minnesota which came since the war years had made the University the second largest state university in the United States. The library budget did not increase proportionately. Therefore, the overcrowded conditions which existed even before 1939 had become acute. Storage and extra book stack space were almost non-existent, and the reading rooms could not accommodate many students each hour. Although the book collection was still good and the library was still an important research library, the increase in the enrollment had put this collection to a heavier use, and the budget had not allowed for a sufficient staff to service and care for the library. However, the Library in general had made substantial progress during this period through Dr. McDiarmid's effort and his leadership. During the years, the University library book collection had increased to 1,500,000 volumes in 1949.

During the year 1951-52 the University Library experienced more changes in key personnel than in many previous years. The loss of Dr. E. W. McDiarmid, who resigned as University Librarian and Director of the Division of Library Instruction, in July 1951, to become Dean

of the College of Science, Literature, and the Arts, required numerous staff adjustments for the remainder of the year, while a search for a permanent successor was carried forward. During this interval, Dr. E. B. Stanford, Assistant University Librarian, was appointed Acting University Librarian and Acting Director of the division.

The year 1952-53 had been, for the University Libraries, one of inventory, planning and action--a year of transition to the new plan of administration. The new plan mainly consisted of major changes in organization. The Division of Library Instruction was redesignated, on July 1, 1953, as the Library School, a regular professional school within the College of Science, Literature and the Arts, with administrative responsibility for it vested in the Dean of the College of SLA, rather than in the Director of Libraries. With this change, Professor David K. Berninghausen was appointed as the new Director of the Library School. Another major change in the administration of the University Libraries was the addition of an Assistant Director for Collections and Bibliographic Services and Assistant Director for Administration and Readers Services.

The year 1962 marked a milestone in the history of the University Libraries. The Library officially received its "Two Millionth" acquisition.

The library staff remembered the year 1962-63 as the time when a considerable number of key professional positions were transferred to academic status thus recognizing their educational character and providing the opportunity for recognizing differences in individual merit in the future, which had not been possible heretofore. Furthermore, it was also the year that the University received its first legislative appropriation for the planning and initial construction of library facilities on the West Bank. The year 1968 was one of special historic significance for the University of Minnesota Libraries, for it was during this year that the O. Meredith Wilson Library was finally completed and occupied. This fine facility, which opened for service at the beginning of the 1968 fall quarter, brought to fruition plans that had been developing ever since the decision was made, in 1957, to relocate Social Science and Humanities departments and the School of Business Administration on the west bank of the Minneapolis campus. The final move to the new building brought with it new problems, challenges,

and opportunities for improved library service, involving the redeployment of staff and collections in both the Wilson and Walter Libraries.

The year 1968 marked another milestone of the University Libraries' history in the nation-wide area of library cooperation. In the interest of exploring the feasibility and cost of extending interlibrary loan service more liberally to all libraries throughout Minnesota, a pilot project of Minnesota Interlibrary Teletype Experiment (MINITEX) was undertaken through funds from the Hill Family Foundation and State Board of Education. This project has proven successfully and has continuously received support from the legislature.

In 1971 Dr. Stanford resigned and joined the University's Library School faculty. The Associate Director and University Librarian Dr. Ralph H. Hopp assumed the reins and subsequently was asked by the University Administration to take over as Director for the Twin Cities Campus Libraries, effective July 1, 1971. Under Dr. Hopp's leadership, the size of the University Library has continued to grow and reach a total of 3,245,740 volumes on June 30, 1972.<sup>11</sup> This holding does not represent the total resources since the major collections of microfilms

and government documents are not included in this figure. Nevertheless, with this volume count the University Library ranks among the top ten university libraries in the United States.

#### Historical Development of the Minneapolis

##### Public Library

The history of the Minneapolis Public Library begins more than one hundred years ago. The real ancestor of the Minneapolis Public Library, the organization which laid the foundation for a public institution and created the demand for public library services, appeared in 1859. In May of that year, a meeting was held to discuss the establishment of a library on the west side of the river. A group of businessmen gathered together at this meeting and formed the Young Men's Library Association of Minneapolis. Thomas Hale Williams was chosen as librarian. Later in the summer the name of the organization was changed to the Minneapolis Athenaeum and the collection of books was begun by a purchase of sixty-eight volumes for \$106.00.<sup>12</sup>

In April 1860 the Minneapolis Athenaeum was legally incorporated. At this time, the library collection had a holding of approximately three hundred volumes and

it was housed in the bookstore managed by Thomas Hale Williams, the librarian. Several methods were employed to establish a book fund. A subscription paper was circulated to raise money for a library building in 1863. A total of \$11,000 was collected by the Athenaeum by 1866. A building was erected for the library collection at 215 Hennepin Avenue. The Athenaeum's collection continued to grow until by 1870 the library's holdings had reached 2,269 volumes and the number of stockholders in the association had reached 200.

Since 1870 the Minneapolis Athenaeum's future was assured by a donation from Dr. Kirby Spencer who bequeathed to the Association the income from about one acre of land in the vicinity of the Milwaukee depot. The proceeds from this property could be used only for purchasing books on any subject except theology. In 1890 the property was valued at \$200,000 and yielded an annual income of \$10,000. Since this sum could be used only as the book fund, the operating cost of the library had to be sustained by the annual assessments. Income was derived from the shareholders and from renting the lower floors of the Minneapolis Athenaeum building. The Athenaeum had developed and become the largest subscription

library in the State of Minnesota. The subscription cost was as low as four dollars per year. In 1877 the general public was allowed to use the reading rooms free of charge, and anyone could charge out books by making a deposit.

In 1884 the Athenæum Collection had grown to 13,000 volumes. It was available to a public of 110,000 people. With increasing use of the collection, the Athenæum quarters were cramped and efforts were hindered by lack of funds. In view of the fact that the people needed a public library for Minneapolis, Mr. Herbert Putnam, the Athenæum Librarian, and the Association proposed to the City Council the establishment of a tax-supported library in union with the Athenæum stock corporation. Through his efforts the state legislature passed an act on March 2, 1885 to amend the charter of the City of Minneapolis by provisions for the creation of a governing library board. This elective library board was a part of the city government. It also granted a half-mill tax levy for the support of the library and authorized the issuing of city bonds to the amount of \$100,000 for the erection of a public library building. In addition, it provided for an

additional sum of \$450,000 to be contributed by individuals.

The library board consisted of the mayor of the City of Minneapolis, the president of the board of education of the city, the president of the University of Minnesota, who were, respectively, members ex officio, and six other members who were elected from time to time. Mr. Herbert Putnam, the Athenaeum Librarian, was appointed by the Board as Chief Librarian of the City Library. The Library Board was given the power "to establish and maintain in the City of Minneapolis, public libraries and reading rooms, galleries of art and museums for the use and benefit of the inhabitants."<sup>13</sup> Soon after the Library Board was organized, it secured private subscriptions to the library fund amounting to \$60,000, plans were made for the new library building. The cost of the present building and the site, nearly \$325,000 in all, was met by private subscription, a city bond issue for \$100,000 and the revenue from the Library's tax appropriation. Ground was broken in 1886 and the building was completed in the fall of 1889. The library building was located at Hennepin Avenue and Tenth Street which was near the city's business center. On December 16, 1889,



the new Minneapolis Public Library was opened to the public. The new library had a large and well-selected collection of 30,000 volumes which included the best of the Athenaeum collection plus some 17,000 volumes purchased from European bookstores by Mr. Putnam for the City Public Library.<sup>14</sup>

With the addition of three intercity library branches, the use of the Athenaeum, the Medical Reading Room and the Patent Room as reference resources and an initial collection of 42,193 volumes, the Minneapolis Public Library established its position as the largest library in Minnesota in 1890. Such were the beginnings of this great civic institution. One of the most distinctive features of the new library was the free access which the readers were given to the books on the shelves. The Minneapolis Library was a pioneer in providing its users with access to the books.

The philosophical basis of the Public Library and its declaration of goals has traditionally remained consistent in its dedication to facilitating and organizing the pursuit of scholarship and education within the context of an historical concern for social service, community commitment, recreation and cultural development.

The Public Library's intention has been to avoid parochial emphasis and, instead, to satisfy public demand and needs.

The Public Library's commitment to the community as an educational and social service institution was initially determined by the expression of its founding function as a civic institution designed for the instruction and pleasure of all the people of Minneapolis and as an institution for the dissemination of ideas, where books are easily accessible and readily obtainable. Its function being to instruct and benefit, the library was intended to service the inclusive interests and needs of the entire community; to be "all things to all men" and to ensure the general educational, cultural, recreational and social "elevation" of the City of Minneapolis.<sup>15</sup>

During the first decade of its existence the library's efforts to expand services through larger, more selective collections and more efficient administration were hampered by the lack of an accurate and complete card catalogue, financial limitations (e.g. a debt of \$17,000 in the first year of operation), the lack of independent circulating libraries in the branches, the need to systematize the relationship of the library to the

common school system upon a recognized basis and by the absence of an efficient distribution system. Initially, these limitations prevented the library from realizing its commitment to education and community service.

In 1889 the library was primarily a depository of fictional literature, juvenile books and scholarly volumes. Fiction and juvenile literature constituted a combined circulation of seventy-four percent of the total issue and twenty percent of the circulated books were used exclusively by children.<sup>16</sup> In order to satisfy the needs of the general community and specifically those of the adult patrons, efforts were made to increase collections in the arts, science, history, biography, travel and technical references. The development of these resources was intended to encourage general and more broadly based education and social service, thus subordinating the library's previous preoccupation with recreation and the collection of volumes of interest to a limited, if scholarly, number of patrons.

Even though public libraries before the turn of the century often tended to build up scholarly collections, even to the extent of neglecting their popular book collections, this tendency was resisted in order to

provide for the general education of the community. Mr. T. B. Walker, the first President of the Board opposed spending library money on "collector's items":

Purchasing rare, old books, or to gratify curiosity, or mere matters of taste, exclusive of the educational value of books for the general public, should not be permitted to replace the more popular and generally educational works that will . . . extend the use of the library to greater numbers of people, and particularly to younger persons.<sup>17</sup>

In 1892 Mr. Herbert Putnam resigned from the Library position and the responsibility passed to Dr. James K. Hosmer as the new successor. Beginning in 1892 the Public Library established delivery and deposit stations located in drug and book stores. In 1893 the first books were sent out into schools. Also, all of the children's books in the Central Library were separated from the rest of the book collection and shelved together where the children had free access to them and the assistance of a special attendant. This was the first children's room in the country.<sup>18</sup> At the close of the nineteenth century the Minneapolis Public Library system included a central library building with a special children's room and three branches. In 1900 the library collection included 119,346 volumes. The circulation figures for the year were

535,773 books, and there were 40,117 registered library patrons in Minneapolis which had a population of approximately 202,000 at that time.<sup>19</sup> These figures indicated that the Minneapolis Public Library in its first decade of existence was growing rapidly in its collection and service to the public and that the public was becoming aware of it as a source of reading material.

During the early 1900's the Minneapolis Public Library extended its services in many directions. Factory stations were added to the library system in 1905 and fire station and settlement house libraries added in 1906. Since then many of these extension stations have developed into regular library branches. Furthermore, many extensions and special services had been carried on by Miss Gratia Countryman, the Chief Librarian from 1904 until 1936. Among these the most significant services was the opening of the Public Library to residents of Hennepin County in 1915. In 1922 a contract was made with the county commissioners providing free library services to the county in return for the payment of a one-mill tax levy. Another important service was that given to patients in the Minneapolis hospitals, which began in

1923. A librarian visited each of the hospitals at least once a week. Patients might borrow from the collections on the book truck or they might request books to be sent out from the central library. Until 1939 the Public Library had given this service to fifteen hospitals and circulated over 200,000 volumes through these stations. The bookmobile and its traveling library began operating in January 1939 to bring the library to districts with a population too small to permit the establishment of regular branches. In 1939 the library on wheels contained over 4,000 books in its traveling library.<sup>20</sup>

The reference services for which the Minneapolis Public Library has been noted since the year it opened increased during this period in quality and quantity. By 1939 these services were available through the various departments, branches and stations. The Reference Department serves as a clearinghouse for information requested anywhere in the library system. In December 1939, the Minneapolis Public Library marked its fiftieth anniversary as a strictly public institution. During those fifty years the public which it served had changed from a city of 164,739 people to a city of about 489,000.<sup>21</sup> The number of registered borrowers had increased from

13,502 in 1889 to 191,939 in 1939. The circulation figures had increased from 42,002 to over three million. The expenditures had increased from \$46,800 in 1889 to \$516,443 in 1939. In 1889 the library functioned from one point of distribution and in 1939 there were forty-five branches and sub-branches, and 415 points of distribution in all.<sup>22</sup>

The library service provided during the World War II period was under the leadership of Mr. Carl Vitz, the Chief Librarian from 1937 until 1946. War affected a library as well as the library users. During the war the Athenaeum, which ordinarily devoted its funds to the purchase of books of permanent value in many subjects, dug deep in its pockets to buy technical books for a city going to war. It bought dictionaries for language born of battle, dictionaries of sea terms, foreign language technical terms, etc. It bought books on X-ray and plastics, all the subjects topmost in the public mind. In 1942 the Minneapolis Public Library, acting as state headquarters, started a book campaign, collecting some 105,455 books.<sup>23</sup> Books poured in to be sorted and shipped out to the far-off posts where service men awaited them. Another collecting job was done in the 1943 Christmas for

Service Men project which aimed to give every soldier caught in the city on Christmas as merry a one as possible. War Information Centers were set up in all libraries. Unique to Minneapolis was the Vocational Information Service organized in January 1944 to help veterans and war workers prepare for new jobs in a world at peace.

In 1946 the first postwar year, Mr. Glenn M. Lewis was appointed as the Chief Librarian. There were two significant facts worthwhile to be pointed out. The Library Board took definite steps toward the design of a new main library building. Another fact was that the public was again turning toward the library for recreation and education. According to the 1947 Annual Report,<sup>24</sup> all services were more extensively used and the circulation of books increased slightly over 100,000 volumes. At the beginning of 1949 the Minneapolis Public Library was a departmentalized library serving a population of about 530,000 people. Besides the central library there were two special branches, fifteen community branches, seventeen grade school stations, forty-two special stations in business houses, eighteen hospital stations, and others amounting to a total of 417 distributing agencies.



At the same time the circulation had continued to grow. In 1952 Minneapolis readers took home 2,746,866 books, a gain of 193,347 over 1951, the largest gain since 1938, and the greatest total circulation in ten years.<sup>25</sup>

In May 1957 the legislature increased the levy for county library purposes by one-half mill after study by a committee led by Wayzata's Mayor, H. O. Kallestad. Prompted by the assurance that the half mill would go to the Minneapolis City Library for service to the county, the Library Board authorized free library cards to Hennepin County users in 1958.<sup>26</sup> Mr. Glenn M. Lewis, the Chief Librarian since 1946, retired on November 12, 1957. He had satisfaction of seeing his years of work for a new central library building reaching reality in drawings on the architects' tables and in definite plans for its financing. On December 17, 1957, Mayor P. K. Peterson signed the Council resolution calling for the insurance in the next three years of \$6,867,000 in bonds to finance the new library building. A successor to Lewis was announced by the Library Board on April 23, 1957. Mr. Raymond E. Williams, Assistant Director of Baltimore's Enoch Pratt Free Library, was appointed as the Chief Librarian. During Williams' tenure from 1957 until 1963 the biggest

event was the completion of the new building of the Minneapolis Public Library. In January 1961 the new building was officially open and provided service to the public. However, the new facilities did not alter the use of the library service. As a result of limited funding for the library, the library staff, service and book acquisition had all declined in the early sixties. This was noted from the Annual Report of 1964 submitted to the Library Board of the City of Minneapolis by Dr. Ervin J. Gaines, the Director of the Minneapolis Public Library from 1964.<sup>27</sup>

Nineteen hundred sixty-four marked the 75th anniversary of the Minneapolis Public Library. During the year the Library continued the retreat begun some five years ago. Personnel, services and acquisition of new books all declined under the inexorable force of rising costs within a relatively fixed income. The Library's year and cash surplus, which had been dwindling over the years, became a deficit of \$12,563 at the end of 1964.

In 1965 five bills were enacted into law by the State Legislature. One bill allowed for a change in title of the Librarian and the members of the Library Board, who are now known as Director and Trustees. This minor change was designed to bring Minneapolis into conformity with the accepted nomenclature of the American

Library Association. Another bill created a Hennepin County Library Board, which acts in an advisory capacity to the Minneapolis Library Board on all questions relating to County operations. The membership of the Minneapolis Library Board was altered by still another bill. Three posts, which had been filled ex officio, were eliminated. These were replaced by two posts, one to be filled by appointment by the Mayor of Minneapolis and one by appointment by the City Council.

The highlight of the year 1966 was the successful referendum which increased the Library Board's taxing authority from four to six mills. Consequently, the Library made considerable progress in strengthening its financial condition. In 1969 the Library added the largest number of new titles ever in a single year, 16,551.<sup>28</sup> Trends in library use in 1969 observed that circulation of juvenile books continued downward, but this was offset by an equivalent gain in the number of adult books loaned. In addition the circulation of audio-visual materials had increased rapidly. Reference use of the Library gained and it was noted that the rate of increase in telephone calls to the Library accelerated more rapidly than in-person requests. The question of ultimate

political control of the Library came into prominent discussion in recent years. All during 1970 Library Board debates occurred about merger with the county system. In 1971 the most crucial events surrounding the Library were political in nature. The opening of the year witnessed the introduction into the State Legislature of a bill to merge the Library with that of Hennepin County. That bill was opposed by the Library Board and subsequently died in Committee. However, this created tensions that persisted all through the year both at staff levels and within the governing bodies of the two library systems. Ultimately, the superb collections of the Minneapolis Public Library should be made accessible to more Minnesotans than they are under present taxing and political arrangements. But further efforts in this area need to be carried on in the future.

NOTES--Chapter II

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<sup>3</sup> St. Paul Daily Pioneer, October 18, 1970.

<sup>4</sup> Hudson's Dictionary of Minneapolis and Vicinity (Minneapolis: Minneapolis Publishing Co., 1903), p. 118.

<sup>5</sup> Frank Keller Walter, Ninety Years of the University of Minnesota Libraries, 1851-1941.

<sup>6</sup> Minnesota, University Library, Annual Report, 1926-27 (Minneapolis: University of Minnesota, 1927), p. 1.

<sup>7</sup> Minnesota, University Library, Annual Report, 1922-23 (Minneapolis: University of Minnesota, 1923), p. 2.

<sup>8</sup> Minnesota, University Library, Annual Report, 1925-26 (Minneapolis: University of Minnesota, 1926), p. 6.

<sup>9</sup> Minnesota, University Library, Annual Report, 1926-27 (Minneapolis: University of Minnesota, 1927), p. 1.

<sup>10</sup> Minnesota, University Library, Annual Report, 1927-28 (Minneapolis: University of Minnesota, 1928), p. 1.

<sup>11</sup> Minnesota, University Library, Annual Report to the President, 1971-1972 (Minneapolis: University of Minnesota, 1972), p. 1.

<sup>12</sup> Ellworth Carlstedt, "The Public Library Movement in Minnesota, 1849-1900," Minnesota Libraries, XIV (September, 1945), 355.

<sup>13</sup> Minneapolis Tribune, December 16, 1889.

<sup>14</sup> Minneapolis Public Library, Minneapolis Public Library: Fifty Years of Service, 1889-1939 (Minneapolis: The Library, 1939), p. 11.

<sup>15</sup> Minneapolis Public Library, Fifteenth Annual Report of the Minneapolis Public Library for the Year Ending December 31, 1904 (Minneapolis: The Library, 1905), p. 25.

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<sup>19</sup> Minneapolis Public Library, Eleventh Annual Report of the Minneapolis Public Library for the Year Ending December 31, 1900 (Minneapolis: The Library, 1901), p. 19.

<sup>20</sup> Minneapolis Public Library, Minneapolis Public Library, Fifty Years of Service, 1889-1939 (Minneapolis: The Library, 1939), p. 27.

<sup>21</sup> U. S., Census Bureau, Sixteenth Census of the United States: 1940 (Washington: GPO, 1942).

<sup>22</sup> Minneapolis Public Library, Minneapolis Public Library, Fifty Years of Service, 1889-1939 (Minneapolis: The Library, 1939), p. 6.

<sup>23</sup> Minneapolis Public Library, Annual Report, 1947 (Minneapolis: The Library, 1948), /p. 1/ .

<sup>24</sup> Minneapolis Public Library, Minneapolis Public Library in a World at War, January 1, 1940 to January 1, 1945 (Minneapolis: The Library, 1945), p. 13.

<sup>25</sup> Minneapolis Public Library, Annual Report 1952: Facts and Figures about the Minneapolis Public Library (Minneapolis: The Library, 1952), p. 6.

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<sup>27</sup> Minneapolis Public Library, Annual Report of the Librarian for 1964 (mimeo) (Minneapolis: The Library, 1965).

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### CHAPTER III

#### COMPARATIVE SOCIAL STRUCTURE OF MINNESOTA'S TWO LARGEST LIBRARIES

The library is a social organization. While many characteristics are peculiar to the given organization being examined, structures can be evaluated in terms of several standard dimensions. The three structural variables we are interested in are size, complexity, and formalization, which while not exhausting all possible dimensions of analysis, are of basic importance to the student of social structure.

First, by the "size" of a library, we mean number of individual members, volumes, users, special collections and budget items. By the second major characteristic of a library, degree of structural complexity, we refer to the division of labor which tends to be an outgrowth of expanding organization size, although these two dimensions are never perfectly correlated because of the effects of other compounding factors. For an organization to be described as relatively complex, its patterns of



social order must be numbered and interrelated and it must contain many diverse subunits. The library organization in general contains many subparts, such as reference service, circulation, acquisition and cataloging, etc., each with its own distinctive pattern of social order, all of which are interdependent in their activities, and all of which are responsible to the central library unit. In short complexity refers to the degree to which the component parts of a large library organizational structure are both diverse and interdependent. The structural variables will be discussed in this chapter including departmentalization, degree of bureaucratization, and level of authority, etc. The third basic structural characteristic of library organizations, degree of formalization, is related to both size and complexity. There is a tendency for library organizations to increase in formalization as they grow in size and complexity, since a certain amount of standardization and predictability is necessary to keep a large library organization operating smoothly. In a large library system, many of the interactions between members and between component subunits are prescribed in advance.

These organizational characteristics of size,

complexity, and formalization are usually considered as essentially structural in nature, since measurements and analysis of them are taken from structural descriptions of organizations. Recurrent associations among size, complexity and formalization have often been found. However, these structural variables are not absolutely correlated to each other. Based on the above described structural characteristics, we will compare the social structure of the University of Minnesota Libraries and the Minneapolis Public Library as follows.

Structural Characteristics of the University  
of Minnesota Libraries

As used here, the University of Minnesota Library System refers only to those libraries on the Twin Cities campus. This means that it does not include the other four coordinate campus libraries: Duluth campus, Morris campus, Crookston campus, and Waseca campus. The Twin Cities Campus Libraries includes the General and Departmental Libraries, Bio-Medical Library, and St. Paul Campus Libraries which are the major and largest ones among all these five campuses. The coordinate campus libraries have relatively small holdings and few staff

members. The coordinate campus libraries are independent of the Twin Cities Campus Libraries. For this reason our discussion in this paper will be devoted primarily to the Twin Cities Campus Libraries.

In every library organization the library staff members can be classified in the following three categories: librarians, library assistants, and clerks. Quite often, they are also referred to as professionals, para- or sub-professionals, and non-professionals. Some libraries combine the first or the last two categories in professionals and non-professionals. Thus the title for each category may be different from one library to another, but the class is always the same. A librarian is a person with a minimum of a Master's degree in library science from a library school accredited by the American Library Association or a person with an advanced degree in a recognized subject field. Librarians work with independence in performing their duties and are considered professional. The second category includes all levels of library assistants and graduate library assistant. Persons in this class require a general knowledge of librarianship in relation to circulation, reference, cataloging and classification and a

thorough knowledge of filing, indexing, and cross-referencing. Graduation from college with courses in library science or library experience in lieu of formal coursework normally provides the necessary background for this work. These persons are considered para-professional or sub-professional. The last category includes various classifications of clerks and secretaries. These groups of people are usually high school graduates without formal library school training. They are considered as non-professional in the library.

#### Authority Structure

The Director of the University Libraries is responsible to the Vice President for Academic Administration. There are two major advisory groups to the Director of University Libraries. The Senate Library Committee functions as the representative of the faculty and as an advisory body to the Director. This committee is advisory only and is composed of representatives from various instructional fields who have an understanding of and an interest in the growth and development of the library's collections and services. The members of the committee interpret to their colleagues the library's policies and,

in turn, transmit to the Director suggestions and comments from the faculty. The Library Council also serves as an advisory body to the Director and as the representative of the library faculty to which it is responsible. It makes recommendations to the Director upon all matters of library policy. The Library Council consists of nine staff members elected at large by the library faculty for two year terms.

The authority and responsibility for the administration of all university libraries is vested in the Director of University Libraries, an academic officer with the rank of professor and with the status of dean. The director of libraries is a member of the Administrative Committee of the University Senate. The duties and authority of the Director can be best explained as follows:

The chief representative and executive officer of the Library shall be the Director. He shall have general administrative authority over Library affairs. He shall be responsible, in consultation with the Library faculty and Library faculty assembly, for initiating and implementing policy and for planning Library development. He shall make recommendations to the President of the University on all faculty appointments, promotions, tenure, and salary adjustments, following established procedures as provided herein and in the bylaws. He shall represent the Library in general University planning and in relations with

other University units and their faculties, and with other educational and professional organizations and agencies. His responsibilities shall include leadership in strengthening the Library and its program and interpreting that program to the University and the community.<sup>1</sup>

The administrative body of the university library organization consists of the director, assistant directors and the department heads. At present there are four assistant directors in the system. Each is responsible for one of the following areas: administration; technical service; research and development; and resources. The department heads include those from the St. Paul libraries, the bio-medical library, reference services, circulation, special collections, the James Ford Bell Library and departmental libraries. The Director and the aforementioned administrative staff are responsible for implementing policy within the university library system.

#### Staff and Library Activities

The University Libraries had a total staff of 280, as of the September 30, 1973 date. This included 131 professional positions, 78 sub-professional positions, and 71 non-professional positions.<sup>2</sup> The professional staff is the nucleus around which the rest of the library

staff is built. The majority of professional librarians have faculty titles as well as full faculty status. This staff includes regularly appointed professors, associate professors, assistant professors, instructors, research associates, and research fellows in the library, and all civil service librarians and subject specialists who hold regular professional appointments in the library. The para-professional and clerical staff is necessary to perform the sub-professional work in the library. In smaller libraries, the professional staff should probably outnumber the para and non-professionals in a ratio of five to three, but in the larger university library a ratio of two to one professional is not uncommon. In addition, there were 262,842 student assistant hours spent in the fiscal year of 1972-73.<sup>3</sup>

According to the function and activities of the University Libraries, all library work can be categorized into two areas: technical services and public services. The technical services primarily cover cataloging and classification, book selection and acquisition. The public services broadly include reference and circulation.

Only when a collection of books is organized for use does it become a library. The means for organizing book collections are classification and cataloging. Classification is the arrangement of books on the shelf so that books on a given subject are together, books on related subjects nearby, books less related farther away, and so on, all according to some system. The most widely used systems in American libraries are the Dewey Decimal Classification (DDC) and the Library of Congress (LC) Classification. Neither system is perfect and each has its partisans. The LC Classification is well suited for academic libraries; it is kept up-to-date by the Library of Congress; it is flexible and readily expandable as collections grow and as new subject fields emerge; for libraries which fully utilize Library of Congress printed cards it is economical; its notation is short and simple. Disadvantages are that few new students will be familiar with it, and its schedules are difficult to obtain because the Library of Congress has not kept the schedules in print. The Dewey Decimal Classification is familiar to most entering students because it is widely used in school libraries and it has mnemonic features which are said to be useful. On the other hand,



as collections grow, the classification numbers tend to become long and cumbersome; because there are only ten main classes, some major fields must be crowded into subordinate schedules; and DDC numbers are not printed on all the LC printed cards, as are LC numbers. The University of Minnesota Libraries have used the Dewey System since its beginning. This system has the following ten main classes: general works, philosophy, religion, social sciences, language, pure sciences, technology, the arts, literature, and history. The university main library also uses a card catalog. It is arranged as a dictionary catalog, with author, title, and subject entries all arranged in a simple alphabet.

Book selection is the joint task of the faculty and the professional library staff. In the university library system there are bibliographers participating in selection in all fields, but with particular attention to general bibliography, interdisciplinary materials, and areas of general interest which the faculty ignore. The university libraries tend to place blanket orders for certain kinds of books so that they are received automatically as published. This reduces the necessity for selection and ordering. The acquisition of books

requires the use of a variety of avenues. Out-of-print books can only be sought through the antiquarian book trade, and finding out-of-print books wanted for the library demands on the part of the librarian a vast knowledge of this highly specialized market.

At the university libraries the function of the reference staff is to assist the faculty and students in finding the materials needed to serve his purpose. Frequently this requires extensive use of diagnostic techniques to determine the true question in the user's mind. Then the reference librarian must direct the patron to the sources, providing such assistance as the user's knowledge and competence may demand. This is a sensitive and delicate area in which the librarian is a teacher in the truest sense, leading the user to define his problem and then assisting him in finding the sources. In most instances the mission is not to provide the answer, but to lead the patron into finding it. The charging out of books for use outside the library is the circulation function. The university libraries' book stacks are open. The patron has free access to the open stacks. The faculty and students, by showing their identification cards, can charge out library material for

a period of time except the reserved items. The library has a system of charging out books which provides information on what books have been loaned, to whom, and when they are due to be returned.

#### Departmentalization and Committee Structure

According to a hierarchical structure, the university library system generally consists of four levels of authority. Administratively, the four levels are director, assistant directors, departmental heads, and divisional heads. In some cases, there are five levels of authority if the division is further sub-divided into sections. By its function of activities, the entire library staff is organized into several specialized departments. The four basic departments are circulation, reference services, special collections, and technical services.

The Circulation Department is subdivided into Circulation Desk, Reserve, Stacks, and Storage. The Reference Services Department is sub-divided into Business Reference, Government Publications, Listening Room, Map, Newspaper and Microform, Periodicals and Reference. The Special Collections Department is sub-divided into Ames Library of South Asia, East Asian Library, Immigration Archives, Kerlan Collection, Manuscripts, Middle East

Library, Rare Books, Social Welfare History Archives, and University Archives. The Technical Services Department is sub-divided into Acquisitions, Business Operations, Cataloging, and Serials Records. The Cataloging Division is further sub-divided into Humanities, Social Science, Science, Serials, L.C. Cataloging, Added Copies and Editions, Catalog Information, Catalog Maintenance, Corrections and Pre-filing, Incoming Books, Marking Room, Printing, and Typing Room Sections.

By its staff functions, the library faculty have organized themselves as a collegial unit. Their constitution was approved by Board of Regents in 1972. Within the university library system, the library faculty has established four standing committees: Collections Development Committee, Service Committee, Staff Welfare and Development Committee, and Operations and Planning Committee. The standing committees are responsible for the formulation and recommendation of policy. It is the responsibility of each committee to consider the advice and counsel of administrators and staff from units which are concerned in the outcome of any policy under study and to invite such concerned persons to meet with the committee as appropriate.<sup>4</sup>

The Collections Development Committee is responsible for formulating and recommending collection policies on the basis of a continuing analysis and interpretation of the Library's collections in relation to the University's instructional and research programs. The Service Committee is responsible for defining the future service goals of the Library, for evaluating the public service and technical processing programs in relation to those goals, and for formulating policies which balance present possibilities and future needs. The Staff Welfare and Development Committee is responsible for the continuous review and evaluation of the staffing patterns of the Library in relation to the Library's resources and goals. It also develops programs for recruiting, in-service training, and general professional development for the entire staff. The Operations and Planning Committee is responsible for making studies and recommendations concerning facilities, equipment, and supplies required by current programs and for conducting long-range studies of future needs for buildings, facilities, systems, and equipment in relation to the plans of the University as a whole and concomitant Library programs.<sup>5</sup>

### Finance

In general, there are three main sources of library funds. The principal source is the allocation from the current operating funds of the university. A second source of income for the university libraries is grants and individual gifts. The largest of these are from federal agencies, foundations and includes gifts for book endowment, acquisition of materials, buildings, bibliographic activities, and general library support. The third and relatively insignificant source is from endowment funds. Although some of the older established Eastern college libraries have substantial endowments, for most colleges the share of income received from this source is comparatively small. Most typically, endowment funds are given for books in special subject fields. They may come as a memorial to a distinguished faculty member or college officer, alumnus, student, or friend of the college; as a class gift; or as a gift from a local foundation or organization. One additional source of income considered by some libraries is fines. However, it is doubtful whether the amount collected from the book fines is sufficient to pay the manpower and postage spent in recording and trying to collect these fines. In the

fiscal year of 1972-73 the university libraries received the majority funds from the University general sources which were appropriated by the state legislature. More than ninety percent of the library funds are from the state with approximately five percent from the federal sources and a very insignificant amount from the gift and other sources.<sup>6</sup>

According to the American Library Association standard, the library budget should normally be about five percent or more of the educational and general budget. In the fiscal year of 1972-73 the library expenditure, including all campuses, was \$5,646,345, which constituted only 2.8 percent of the total university educational and general expenditures.<sup>7</sup> In the same period of time the student enrollment was 49,929, which included 7,588 graduate students.<sup>8</sup> According to this figure the per capita expenditure for each student was one hundred and eleven dollars. With the total library expenditure, two-thirds was spent for the salaries and wages and the remaining one-third for books, periodicals, binding, supplies and equipment.

The book fund is one of the largest and most important items in the library budget. For the fiscal year

of 1972-73 the University Library, excluding Law and coordinate campus libraries, spent \$933,962 on books and periodicals. A large portion of this book budget was distributed to purchase social science and humanities materials. Those subject areas received more book funds are history, English, political science, and art. One of the major criteria for determining the book fund allocation is the measurement of university teaching and research programs. Because of the withdrawal of federal support of the book budget, the continued inflation of prices for library materials, and the devaluation of the dollar abroad, the purchasing power of the Library has been reduced dramatically in recent years. The problem was exacerbated by the necessity to buy materials for new important programs of instruction and research, such as Afro-American, Chicano, Jewish, Latin American, American Indian, and women studies. Compiling these demands with the ever-increasing expansion of the world of print has become a new problem for the University Library.

#### Characteristics of Collections

A library is a collection of books, periodicals, microfilms and other materials systematically collected and



organized for use. The basic function of the university libraries in the academic community is to provide the materials necessary to support and to supplement the teaching-learning program of the institution at all levels and to provide the materials for student and faculty research. In terms of the library collections, factors which govern the size, scope, and character of library collections and of current acquisitions are the character of the institution; the nature of the curriculum; academic programs; size of student body; scope of service; and accessibility of other collections in the academic community. Collections of even greater depth are required for the special areas of professional and graduate study. In order to support the university program adequately, a large research collection is required to fulfill the need.

Today's libraries are no longer simply collections of books and periodicals. The university libraries contain government documents, maps, newspapers, microforms, audio-visual materials, rare books, archives, and many other special collections. Among this three million collection, some special features include social welfare archives, northern Americana, English history of the

seventeenth century, early English newspapers, Scandinaviana, botany, entomology, economic zoology, South Asia, medical history, renaissance history and history of world commerce to 1800.<sup>9</sup>

During several decades of its existence the University of Minnesota Library has grown in scope as well as in size. Today the University Library's collection contains more than three million volumes. This does not represent the total resource since the major collections of microforms and government documents are not included in this figure. Nevertheless, with this volume count the Library continues to rank among the top ten university libraries in this country.

As a large research library, the University Library has very fine special collections. The James Ford Bell Library is an outstanding collection of sources on the history of world commerce from the time of Marco Polo to the end of the eighteenth century. The Bell Library has a rich collection in the early editions of the accounts of explorers, merchants and travelers of the sixteenth century. The Kerlan Collection is rich in illustrated children's books. Several special features of the Collection include foreign editions of Newbery

and Caldecott books, Minnesota authors and illustrators, books mentioned in Illustrators of Children's Books, 1744-1944 and supplements, books about the American Indian for children, and Scandinavian books. The Rare Book Collection contains publications which require special protection because of their exceptional characteristics. It is particularly strong in such areas as English and Dutch history of the seventeenth century and Scandinavian travel, ballooning, fortifications and siegecraft, and works of certain authors. The Immigrant Archives constitutes a unique research collection for scholars interested in the study of American immigration and American ethnic groups. This Collection has holdings pertaining to the ethnic groups originating in Eastern, Central, and Southern Europe and the Middle East. The Social Welfare History Archives contain materials for the study of the development of professional social work and the history of social action and reform in twentieth-century America. All these fine collections have enabled the University of Minnesota Library to be one of the best research libraries in the nation.

Structure Characteristics of Minneapolis Public Library

It is generally agreed that the function, objective, and structure of the public library are quite different from the academic library. This is primarily due to the fact that they have different kinds of library clientele to serve in the community. The classic study of the public library is Berelson's The Library's Public, published in 1949.<sup>10</sup> The Berelson study reports that children and young adults, especially those of school age, use the library more than any other age group. Both relative to the numbers in the total population and in relation to the total number of library users, they are the largest portion of the library clientele. According to Berelson's 1949 study, juveniles make up about twice as large a proportion of library registration as they do of the population at large. The age composition of the library clientele brings to consideration another characteristic of library users, their educational level. The increase in educational requirements today from compulsory eighth-grade education to high school education in many state school systems means that students are given more information and required to seek more information. Library usage among juveniles

and young adults no doubt reflects this need.

The proportion of people either registered or actively using the library rises sharply with their level of schooling. The 1949 Berelson study shows that ten to fifteen percent of the adults having only a grade school education were public library users as compared with four times as many of the college graduates. It may be that this difference is attributable to the better reading habits of the more highly educated. Those with more formal education tend to have more reading training plus motivation to use the library as a source of information. The Berelson study indicates that a disproportionately large number of public library users are people drawn from groups with the most schooling.

Berelson's study indicates that women are by far the more frequent users of libraries. In terms of the occupation, Berelson reports that students constituted the greatest proportion of the library's clientele, followed in frequency by housewives and white-collar workers, professional and managerial people, and wage earners. As far as the economic status, the Berelson data show that libraries are used by the higher economic

groups preponderantly. Berelson attributes this to the differential in education among higher and lower economic groups. Furthermore, Berelson reports that single persons use the libraries more often than married persons. This does not indicate that there are more single than married individuals using the library. The differential refers to the proportionate share of these groups in the libraries' clientele. Berelson lists three reasons for the differential:

First, the single adults are younger than married adults and age, with its correlate education, is a major determinant of library use. Second, married people borrow books for spouses and thus represent more library use than is recorded or measured. Third, married adults are more involved in domestic duties and therefore have less time for leisure reading.<sup>11</sup>

Berelson shows that the correlation between library usage and changes in growth patterns of the community takes four forms. First, the wealthier and better-educated people use the library more than poorer and less-educated population. Second, the expansion of urban and suburban developments is a major factor affecting library usage. According to Berelson's studies, the public service is far less available in rural areas; the urbanites tend to use libraries more often than do

rural residents; the differential in use may be due to inequalities in educational levels and inequalities in the availability of library facilities. Third, there is a relationship between the size of the city and library usage. The study shows that proportionally more library users register with public libraries in the smaller cities and a larger circulation rate is maintained per capita. Lastly, there is a relationship between the use of the library and the distance separating the user from it. In other words, the closer people live to a library, the more they tend to use it. Therefore, proximity is a major factor in determining the library use.

The aforementioned characteristics illustrate the unique feature of the public library. Since the library exists with the purpose of serving the people in the community, a different type of clientele and a different kind of community require a different kind of library collection and organization structure. Based on the premise that there is a great difference of structures between academic and public libraries, we will describe the Minneapolis Public Library in the following paragraphs.

### Authority Structure

The Minneapolis Public Library Board of Trustees is the highest authority within the system. The Board consists of eight members, six of whom are elected from the city voters at large, one appointed by the City Mayor and one appointed by the City Council. The Board of Trustees has full power and authority to establish and maintain the City of Minneapolis Public Library and reading rooms. The functions of the Board are prescribed as follows:

To study and make decisions on documented recommendations from the Director concerning charges in basic objectives, goals and policies of the Library, and in major programs of implementation.

To consider suggestions from individual members of the Board as to changes in basic objectives, goals and policies; in major programs of implementation; and in operating policies, and to refer them to the Director or for his study and recommendations.

To review reports of operating performance and results as regularly presented by the Director and to take appropriate action through the Director.<sup>12</sup>

Within the Minneapolis Public Library system, there are five levels of authority: Director, Associate Director, Chiefs, Assistant Chiefs, and Department Heads. The authority and function of the Director is to administer, coordinate and control the operation of the library



within the Charter, basic goals and objectives, policies, principles, procedures, and practice approved by the Board. The Director, as chief administrative officer for the library, is responsible to the board for all aspects of library leadership and management. The line of administrative responsibility extends from the Director, through the Associate Director, to the Chiefs, Assistant Chiefs, and Superintendent of Buildings, to the district librarians, department heads and assistant department heads.

Within the library hierarchical structure, the Director is responsible for effective coordination and control over all personnel, materials, equipment, facilities, funds, programs and the development of the library. The Associate Director takes direction from the Director. He is, in effect, the day-to-day executive officer in the management of the library. The next level of authority in the library system is the chiefs. They report directly to the Director or Associate Director. Currently, there are two chiefs in the system, one is responsible for the Central Library Service, and the other is responsible for the Community Library Services. Each chief is delegated the authority of the administration

of agencies or departments in specific areas of library operation. The Director, Associate Director, and the two chiefs make up the administrative group in the library.

#### Staff and Library Activities

The Minneapolis Public Library had a total staff of 299 in 1972. This included an eighty-one full-time professional staff, a one hundred and eighty-one person clerical staff and a thirty-seven maintenance building staff.<sup>13</sup> If part-time staff members are added to the total, the figure of the total full-time equivalents would be 342.6.<sup>14</sup> The employees of the Library are divided into the unclassified and classified service. The unclassified service includes all personnel who are qualified to hold positions as librarians and those professional library assistants who are graduated from a recognized university or a college with a major or minor in library science. The classified service includes clerks, library aides, building staff, and any employees in technical or professional service not qualified to hold positions as librarians. The library's classified employees are in the civil service system.

The 1972 Annual Report on Personnel gives the following breakdown of the library staff by service. Among the 81 professional staff members, there are five in administration; 42 in Central Services, and 34 in Community Services. The classified staff by services are 20 in administration, 103 in central services, 58 in Community Services, and 37 building staff. In the total library staff by services there are 25 in administration, 145 in central services, 92 in community services, and 37 building staff members.

Within the library system the unclassified positions are divided into ten categories. The first category is library assistant. The requirement for this position is a bachelor's degree with a major or minor in library science. Library assistants may be assigned to agencies in any of the three divisions of the Library: Administrative Services, Central Library Services, Community Library Services. This may be considered a career position, in which case advancement ends when the top step of the salary scale for this position has been reached. It may also be considered the beginning classification for someone wishing to advance to the Librarian classification. The method of advancement to Librarian I

is through completion of the educational requirements. The second category is pre-professional assistant. The requirements include graduation from a recognized university or college and admittance to an accredited university graduate school. The positions are part-time only and assignments may be made to agencies in any of the three divisions of the library. The remaining categories include Librarian I/II, III, IV, V, VI, VII, VIII, and IX. Each category of this position is determined by the educational background, professional experience, job responsibility, and other criteria.

As far as the library activities in 1972, the total book circulation was 2,486,258, of which 655,522 was from the Central Library and 1,830,736 from the community libraries.<sup>15</sup> The 1972 Annual Report shows that there are 63,985 registrations for library cards. The volume of circulation of materials in 1972 remained constant, the reference activity continued to grow. Based on the statistical data from the 1972 Annual Report, reference questions rose to a new high of 1,183,270, a gain of 4.4 percent over 1971. Although the community libraries made up 286,951 of reference inquiries, the majority of them still came from the Central Library.

### Departmentalization

According to its organizational structure, the Public Library system consists of two basic units: the Central Library services and the Community Library services. Each functions separately and provides different services.

The Central Library is the major body of the system which contains the basic and vital collections. It serves as the physical headquarters which house the administrative functions and the primary activities of the entire library. From the day it opens a central library begins to specialize in various subjects. It literally becomes a collection of collections where some of the special subjects can only be located there. The central library differs from a community branch in its physical plant, its purpose, scope, resources, and services as a library. It is generally true to state that the achievement of a library in building intellectual resources for an area must be the achievement of a central library. The Minneapolis Central Library has assiduously collected materials in specialized topics and in numbers of volumes which furnish choices and quality not possible in branches. Therefore, a collection in depth can be found only at

Central. In addition, central library staff, by virtue of their training and experience, are able to assist branch staffs with specialized problems.

A community or branch library is quite different from the central library in terms of its goal and objective, scope of the collection, and the type of services. The community library serves a different purpose from that of a central library. The community or branch library serves its clientele in a small geographic area. The collection of that is designed to be popular, general and contemporary in scope. In general, special collections will not be found in the community or branch library. Therefore, it is not a central library in miniature. It must rely on the resources of a central library to augment its services. Since the first Minneapolis library branch was opened in 1894, they have increased until there are fifteen community libraries in operation.

Hierarchically, the Central Library services consist of two fundamental units: the Technical Services; and the Subject Departments. Under the Technical Services, there are Cataloging, Order, Preparations, and Circulation. These units are primarily handling the technical

processes. The Subject Departments mainly refer to history, biography, travel, literature and language, sociology, government documents, art, music and visual aids, and business and science. These departments contain collections in many specialized fields and provide a unique service.

On the other hand, the Community Libraries divide their services into North District and South District. The North District is responsible for the community libraries in North, Northeast, North Regional, Pierre Bottineau, Southeast, Sumner, and Webber Park, and the South District for the community libraries in East Lake, Franklin, Hosmer, Linden Hills, Nokomis, Roosevelt, Walker, and Washburn. The combined book circulation from the community libraries of these two districts reached 1,830,736 in 1972.<sup>17</sup>

#### Finance

The primary source of revenue for the operation of the Minneapolis Public Library comes from a tax on real estate levied by the City of Minneapolis. In 1972 the total library funds were \$4,628,058, of which \$3,188,883 was provided by the tax revenue.<sup>18</sup> Other incomes come from an allocation of state aid to local government; a

share of other miscellaneous taxes; contracts providing reimbursements for service and income from fines and fees comprise the remaining sources of revenue. The Library consumes an ever-diminishing portion of the local property tax. In 1963 the property tax constituted 80 percent of the Library's operating revenue, which was 4.3 percent of the Minneapolis City's total expenditures.<sup>19</sup> However, in 1972, the property tax accounted for only 55 percent of the Library's operating revenues, and the proportion of the Library's cost of the city government dropped to 3.7 percent.<sup>20</sup> Therefore, the Library has gradually expanded its base of income, assistance through the source of state tax revenues has helped, but the Library also has added its efforts to expand the incomes from the private funds, consulting fees, admission fees, service fees and other sources.

The principal service contracts are with the Hennepin County Commissioners for free service to residents of suburban Hennepin County and with the Metropolitan Library Service Agency (MELSA) for service to residents in other parts of the metropolitan area. The 1972 Annual Report shows that these two service contracts provide a total income of \$764,346 for the library public fund. A



grant appropriated by the state legislature provide funds for the Environmental Conservation Library (ECOL). The program is significant as the recognition of state responsibility in enlarging library service, and it reflects the public's concern for protection of the environment.

As far as the library expenditures, the total amount was \$4,193,285 in 1972. Since the library is primarily a service oriented organization, the personnel expenditure is no doubt costly. In 1972 the amount of \$3,074,156 for salaries accounted for the single largest expenditure item, of which \$1,265,015 paid for professional staff.<sup>21</sup> Of the total expenditure, \$619,025 was spent for books, films, records and periodicals. Other expenditure items include utilities and communication, equipment and furnishings, insurance, office and building maintenance, and supplies, and other operating expenses.

#### Characteristics of Collections

The Minneapolis Public Library has a collection of 1,290,330 in 1972, which is the largest book collection among the public libraries in the State of Minnesota.<sup>22</sup>

It serves a total population of nearly one million, which includes Minneapolis and Hennepin County except Hopkins by contract. The Central Library of Minneapolis has collected widely in education, history, religion, science, art and music, business and economics, American and English literature, and many other specialized fields. It has been a depository of United States government publications since 1893. It has the greatest collection of periodicals, films, and phonograph records in a public library in this area.

Before we further describe the collections of the library, it is necessary to discuss the book selection policy briefly. The purpose of the Minneapolis Public Library book selection policy is to guide librarians to inform the public about the principles upon which selections are made. A policy cannot replace the judgment of librarians, but stating goals and indicating boundaries which assist librarians in choosing from a vast source of materials. The Minneapolis Public Library adopts the policy of the Library Bill of Rights. The Library sets its goals in book selection: the advancement of knowledge, the education and enlightenment of the people of the community, and the provision of recreational reading.

The primary objectives of book selection is to collect materials of permanent value and of contemporary significance.

The Central Library of Minneapolis has several major and important collections. The Art book collection was begun in 1893 with an outstanding feature in the fields of American architecture and art, oriental art, Russian and Scandinavian art and in folk art. The Business and Economics Department has a collection designed to serve businessmen and students of business oriented subjects. A special feature of the department is a collection of telephone directories from all over the world and a collection of industrial directories arranged by place and by product. The Children's Department, as one of the first to be established in the country, has a collection which covers all subject fields and ranges in scope from the toddler to junior high school students. Several special collections include a storytelling collection, picture books and stories, and a fine research collection of folklore as it appears in children's books. The History Department keeps complete files on microfilm of the Minneapolis Star from 1878 to date, and the Minneapolis Tribune from 1867 to date.

The Music Collection is strong in books on violins and violin makers. The Literature Department has one of the largest collections in the Central Library. It begins with a form of literature familiar to most readers from their youth--the novel. American and other English language literatures are emphasized, but English translation of foreign novels have been added to the collection. The collection holds many important collected works of well-known authors. These sets include the works of Dickens, Hawthorne, Emerson, Dryden, Longfellow, George Eliot, Thomas Hardy, Samuel Clemens, Francis Bacon, the Brontes and others.

The Central Library houses a number of valuable special collections. The special collection on World War II was donated by J. Harold Kittleson. The collection is comprised of many out-of-print books, pamphlets, periodicals, pictures, and maps. The Collection of Nineteenth Century New England Authors includes first editions, pictures, letters, books and documents. The J. A. Blomgren Collection of Inscribed Photographs is made up of some 200 autographed pictures of prominent personalities, including those of five presidents of the United States. In addition, the Minneapolis Public

Library houses the library of the Athonaeum, which makes it possible to open this fine and scholarly collection to the people of the community.

#### Comparison

The organization structures of the University of Minnesota Library system and the Minneapolis Public Library vary from each other in terms of their authority structures, staff and library activities, departmentalizations, finances and their characteristics of collections. These basic differences are attributable to the diverse goals and functions between the public library and the academic library.

The University of Minnesota Library system differs from the Minneapolis Public Library in its authority structure. The University Library provides faculty status to librarians. Their academic librarians organize themselves as a collegiate unit. They have established formalized committee structures within the library system. The policy making and legislative body of the Library, not the Director, is the Library faculty. The Library council can submit recommendations to the Director. If the Director does not concur with a recommendation, he shall submit a written response to the Council explaining

his objections. In such a case, a Library faculty assembly vote may be requested by either the Director or the Library Council. In addition, the method of recommending promotions and tenure for academic librarians in the University Library system is peer evaluation. This is opposing to the situation at the City Public Library which promotions for professional staff are primarily recommended by superiors. As a result of such authority structure, the University Library system tends to allow more cross communications as well as upward communications.

In terms of the staff size, both libraries have a very large staff. According to the pay plan, the Minneapolis Public Library seems to have a better salary schedule and personnel system for the professional staff. This might be a factor which enables the Public Library to maintain a more stable staff and less turn-over. On the other hand, the lack of a personnel librarian position with the University Library system may be responsible for its less effective personnel program. As far as the library activities, the University Library serves a more homogeneous group, which mainly consists of faculty, staff and students. Consequently, this affects the goal,

objective, and function of the library. For the Public Library, it serves the people of the community, which is quite heterogeneous. A good library service is a reflection of the community's needs. Due to the fact that the Public Library has a large group of juvenile users, it requires the Library to provide such services for young users. Furthermore, the Public Library has bookmobile services in order to reach those people in the remote areas of the community. All these evidences support the argument that the public library services are much more diversified.

The basic organizational structure of the University Library is characterized by functions. They are reference, circulation, acquisition and cataloging. This traditional division has been modified and changed over a period of time. In recent years, the functions of acquisition and cataloging have been put together under a new division of technical service. However, the change is slow and has its limited extent. In the case of the Public Library its organization structure is dichotomized by services. One is the Central Library Service, and the other is Community Library Services. This kind of division is very common among the public

library systems.

Both library systems receive their majority resources by public funds. The income of the University Library primarily comes from the state appropriation; the Minneapolis Public Library relies on the city tax revenue. Private funds from endowments, foundations, and gifts for both library systems are relatively small and less significant. Proposed expenditure on personnel and book purchasings for both systems are rather similar. In recent years, both libraries have been affected by inflation and governmental cut-backs.

The University Library and the Minneapolis Public Library have the two largest book collections in the State of Minnesota. Both libraries have some excellent special collections. In order to fulfill the requirement of the University curriculum and program, the University Library tends to acquire and maintain more scholarly materials. As long as a teaching program exists, the University Library is obligated to provide sources to a certain extent for its use. Therefore, even very little used research materials would have to be acquired. On the contrary, the Public Library must maintain a collection to meet the general public's demand. Consequently,



the Public Library tends to purchase more popular books and paperbacks for recreational reading than the academic library does. This is particularly true in the case of community libraries. In spite of this fact, the Public Library maintains a strong research collection in its Central Library.

NOTES--Chapter III

<sup>1</sup>Minnesota. University Libraries, Twin Cities Campus. Constitution. 1972, p. 2.

<sup>2</sup>Minnesota. University Libraries, Twin Cities Campus. Staff Roster. July, 1973.

<sup>3</sup>Minnesota. University Libraries. 1972-73 Library Statistics (Typewritten copy).

<sup>4</sup>Minnesota. University Libraries, Twin Cities Campus. Constitution. 1972, p. 5.

<sup>5</sup>Ibid., pp. 4-5.

<sup>6</sup>Information obtained from the Fiscal Coordinator, University of Minnesota Libraries, 1973.

<sup>7</sup>Minnesota. University Libraries, Twin Cities Campus. 1972-73 Library Statistics (Typewritten copy).

<sup>8</sup>Ibid. (All figures are based on the available data.)

<sup>9</sup>Helaine MacKeigan, 1972-1973 American Library Directory (28th edition; New York: R. R. Bowker Co., 1972), p. 484.

<sup>10</sup>B. Berelson, The Library's Public (New York: Columbia University Press, 1949).

<sup>11</sup>Ibid., p. 39.

<sup>12</sup>Minneapolis Public Library. Policy Manual of the Minneapolis Library Board, Minneapolis, Minnesota, Rev. ed., November, 1973.

<sup>13</sup>Minneapolis Public Library. 1972 Annual Report--Personnel. 1973.

<sup>14</sup>Ibid.

<sup>15</sup>Minneapolis Public Library. 1972 Annual Report  
(Minneapolis: Minneapolis Public Library, 1973), p. 15.

<sup>16</sup>Ibid., p. 14.

<sup>17</sup>Ibid., p. 13.

<sup>18</sup>Ibid., p. 15.

<sup>19</sup>Ibid., p. 5.

<sup>20</sup>Ibid.

<sup>21</sup>Statistical data provided by the Associate Director, Minneapolis Public Library, November, 1973. (This is an estimate based on a percentage from salary estimate applied to actual total paid)

<sup>22</sup>Minneapolis Public Library. 1972 Annual Report  
(Minneapolis: Minneapolis Public Library, 1973), p. 14.

## CHAPTER IV

### MAJOR CONTRASTS IN THE COMMUNITIES SERVED BY MINNESOTA'S TWO LARGEST LIBRARIES

In general the library service is a reflection of the needs of the community. The University of Minnesota Libraries' Constitution, which was adopted by the University Library Faculty and approved by the Board of Regents in 1972, declares the following statement in its first paragraph:

The University Libraries, Twin Cities Campus, are dedicated to the service of the academic community in its pursuits of teaching and inquiry through the collection and preservation of recorded knowledge in all its forms and through the creation of an integrated research collection as a scholarly resource for the future.<sup>1</sup>

Similarly, the Minneapolis Public Library adopted its policy on May 16, 1968 as follows:

The primary purpose of the Minneapolis Public Library is to acquire, organize and preserve materials which stimulate ideas and advance knowledge; and to provide for the free and ready access of these materials by all the people of the community.<sup>2</sup>

Consequently, if one takes as given the purpose of a library to serve a spectrum of the intellectual requirements of the community, it follows that major properties of the milieu of the given community will be an important factor in shaping the goals of that library. Minnesota's two largest libraries were, from this standpoint, subject to contrasting milieu requirements. In very brief outline they are summarized in the following.

The Academic Milieu of the University of Minnesota

A Brief History of the University of Minnesota

In January 1851, Governor Ramsey, in his second message to the territorial legislators, called attention to the need and importance of establishing a university, and recommended the legislature to memorialize congress for a grant of one hundred thousand acres of land for the endowment. Acting upon this recommendation, the legislature passed an act for the establishing of a university to be styled the University of Minnesota. The act provided that the governing body of the University consisted of a board of twelve regents to be elected by the legislature. The regents were empowered to appoint a secretary, a treasurer, a librarian, and a chancellor,

who should be ex-officio president of the Board of Regents. It was provided that the University of Minnesota should be located at or near the Falls of St. Anthony. This act also provided that the University should consist of five departments: the department of science, literature and the arts; the department of medicine; the department of law; the department of agriculture; and the department of the theory and practice of elementary instruction.

In the fall of 1851 a two-story building was completed and a school was opened on the first of December, under the superintendence of Rev. E. W. Merrill, with an enrollment of about twenty-five students. The school, maintained by tuition, existed three years in high repute, with an enrollment of one hundred and seventy during the third year. It was then discontinued because of financial problems. From this time the building was used for private schools until 1864, when it burned down. For more than a decade no further attempts were made to establish a University school.

In 1868 a bill modeled largely upon the charter of Michigan University was enacted by the legislature and approved. By this act the university was entirely

reorganized. It provided for five or more colleges or departments, specifically naming a department of elementary instruction; a college of science, literature and the arts; a college of agriculture and the mechanic arts, including military tactics; a college or department of law; and a college or department of medicine. This act also placed the government of the university on a board of nine regents, of whom the governor and the superintendent of Public Instruction should be ex-officio members, and the other seven regents were to be appointed by the governor and confirmed by the Senate. The act conferred on the new board the rights, franchises, and endowments of the former board. By this act, it was made a duty of the board to secure suitable lands for an experimental farm. With the reorganization act of 1868, the protracted struggle to save the corporate existence of the institution and its properties was brought to a successful close, and the real life and history of the university began. In the same year, the roll of instructors at the university was increased to five and the student attendance was 109.

Before the beginning of the school year of 1869-70, William W. Folwell was called to the presidency of

the university. The first college work in the university was begun September 15, 1869. The faculty for the year was composed of Dr. William Folwell, president, and eight other professors. The preparatory school, conducted by the university professors, was so successful in its work and management that it was adopted as a model for the high schools of the state. Of the little band of freshmen setting out in 1869, only two reached the end of the four-years' courses, and were graduated in June, 1873. The first commencement was celebrated as a more notable event to the university than any similar one in its further history.

After fourteen years of the executive work of the institution, Dr. Folwell resigned in 1883 as a result of a severe strain upon him physically. The successor was Dr. Cyrus Northrop, a professor of English literature from the Yale University. He became the new president of the university, commencing his work with the beginning of the college year of 1884-85. President Northrop came to the university with an enrollment of 310 students, nearly half of whom were in secondary school work. After ten years, the number had risen to 2,171 in 1895. The degrees conferred during this period correspond



with the enrollment. In 1885 there were 19, and in 1895 there were 296.<sup>3</sup> This phenomenal growth is in general unprecedented in the history of educational institutions in this country. The University of Minnesota has grown rapidly since then and become one of the foremost and best universities.

A new stage in university history came during the administration of Dr. Cyrus Northrop as president from 1884 to 1911. All academic programs, over the years, were enlarged and strengthened. Graduate work was begun in modest fashion before 1880. The first Ph.D. from the university was awarded in 1888, and a graduate school was established in 1905.<sup>4</sup> In 1909 a School of Nursing was established, the first collegiate school of its kind in the world. The university enrollment had continued to grow; it reached to 3,900 in 1905. The agricultural division remained as an integral part of the university. The 1887 Hatch Act provided the university farm as one of the experiment stations to receive its aid. This act launched research in many American universities and with giving it the same long head start on many a farm campus. Research developed especially after the Hatch Act, much of it interrelated with service

to the state. Consequently, state support mounted through an increasing public recognition of the importance of the university to the state and its people.

In 1911 George Edgar Vincent, a sociologist from the University of Chicago, took the office as president of the university. Vincent believed that a university should have unity of purpose. He made it his task to develop at Minnesota a disciplined educational body, capable of fulfilling many functions. The systematic and harmonious working of this social organism, in the service in the community as a whole, was the ideal toward which the educational process must strive. Believing that the excellence of a university is the sum of the attributes of its men, Vincent concentrated on drawing fresh talents to Minnesota. One by one he overhauled the several units--Law, Medicine, the Graduate School, Education, and Extension. The Graduate School had a new birth under Guy Stanton Ford as dean in 1913. His skill in finding scholars and teachers of high quality enriched the university and made the Graduate School a center for learning and research that earned national and international recognition. The medical resources of the Mayo Clinic was made part of the Graduate School,

with emphasis on specialized training beyond the M.D. As a result, it became later the Mayo Foundation for Medical Education and Research. The university vibrated with change, reform, reorganization, unification, and talents under the leadership of Vincent. A great university was then in the making.

The dynamic Vincent left the university in 1917 to take over the presidency of the Rockefeller Foundation. His successor was Marion Leroy Burton (1917-20). World War I had greatly altered campus life. Many students and faculty members joined the war. In January 1920, when Burton resigned from the presidency, Lotus Delta Coffman was drafted for the job. Coffman was an experienced and decisive schoolman. He became known in the state and nation as a perceptive interpreter of the state university and a defender of freedom in teaching and research. He dedicated his administration to the following major purposes: to training more student for work in the professions; to reorganizing the materials of education to offset the tendency toward fragmentation inherent in specialized training; and to preserve individuality within the large university by getting qualified faculty.

In February 1932 the regents authorized the creation of a new unit in which to experiment with respectable entrances into and honorable exits from a general education. Coffman intended to make the University General College a true experiment in reorganizing the materials of education. The faculty members were encouraged to work on the development of special courses. The purpose was to reveal that core of significance in each of the fields of learning which may help a nonspecialist to understand the experiences of everyday life. It was Coffman's desire to make the university a cultural center for the large urban community. His interest in the intellectual and social development of students has been honored and remembered in the Coffman Memorial Union.

In 1938 Dr. Guy Stanton Ford was offered the job as the president of the university after the death of Coffman. Dr. Ford's short presidency from 1931 to 1941 climaxed a career of distinctive university service as professor of history, dean of the Graduate School, and president. He served the university for nearly thirty years, a period of influence longer even than that of Northrop and five times as long as that of Vincent. Ford deserved to be called the definer of its faith. His

presidency, coming shortly before his retirement, tided the university through the close of the depressing 1930s.

The seventh president of the university, Walter Castella Coffey, was one of the most popular figures of all the state's history. He first arrived in Minnesota as dean of the Department of Agriculture. His short-term presidency from 1941 to 1945 guided the university through the period of World War II when the institution was disrupted by war and urgent national needs and demands. He kept the academic life going through five years of crisis. In spite of difficulties, he never ceased to expound the general role of the university. To him the strength of the university sprang out of the health of its whole body, the vigorous and effective coordination of all its parts.

In 1945 the university welcomed its eighth president. James Lewis Morrill had had experience as a liberal leader in college administration. He came to Minnesota at a time when the chronic crises of higher education were aggravated intensely by postwar enrollment problems. He contended that the land-grant universities exist to offer equal educational opportunity to youth in the service of the state and the people. The years of

President Morrill's administration had corresponded exactly with the period of a tremendous upsurge in research. He had accepted every responsibility for advancing investigation in all fields but particularly in agriculture, engineering and medicine. The emphasis upon research had been the identifying feature of his administration.

Minnesota entered the 1960s as one of the leading universities of America. Its graduates and postgraduates by the thousands went out to professional service and attainment. President O. Meredith Wilson took over the presidency of the university in 1961. He felt that the genius of a university was satisfied when professors and students are gathered together in one community engaged in a joint enterprise to expand the frontiers of truth. Through his administration, the university continued to grow better and stronger. In 1967 Dr. Malcolm Moos succeeded him as the tenth president of the university. Through the decades the work of the university comprised not only its most extensive service, the teaching of undergraduates, but the specialized training of men and women for the professions, the preservation and extension of knowledge through research and graduate study,

and the stimulation of intellectual leadership.

Development of the University of Minnesota in the past has placed it firmly in the group of leading educational institutions in the United States, not in size alone, but in educational standing, in national prestige, and in the credit it has come increasingly to reflect on the state whose name it bears. By virtue of its quality, growth, services, and leadership, Minnesota is among the first dozen educational institutions of the country.

Properties of the University Milieu Relevant  
to its Libraries

The university library feels all the social force of the education, research, and service pressures acting on the state-supported institution of which it is a part. These factors determine the library's response as a vital supporting service. However, the university library continues to fulfill and has transcended this minimal role to become a true national resource.

There are a variety of perspectives within the institution in terms of educational philosophy, ranging from a vocational orientation to broad liberal arts to early preprofessional specialization, and of course

these objectives affect the library. Conventionally the university library is expected to support the curriculum. It is supposed to make course materials available, as well as materials that supplement textbook readings, reference works, standard works, and general works. It is expected to support the research and teaching needs of faculty members. It is expected to provide the student with possibilities of self-education in addition to the normal curriculum, or as an instrument for use in independent study. The university library also exists to support the extracurricular reading of students and of faculty and to make a positive contribution to the formation of students' lifelong reading habits.

The university library, as part of the institution, is constantly affected by the changing role and program of the university. Changes within the university that affected university library service are the development of broad survey courses; the development of honors courses, independent study, and similar curricular innovations; and the trend toward giving each student instruction in the use of the library tailored to his needs as an individual. Furthermore, new approaches to teaching



as well as greater faculty and student interest in research led to substantial increases in the size of collections and in their use.

The role the University plays in the state higher educational picture has changed dramatically in recent years with the growth of the Junior College System and the expansion of the State College System, and as the demand for special graduate and professional programs has increased. The University is gradually becoming a center for special and unique undergraduate, graduate, and professional programs. While some undergraduate programs are being expanded, the proportion of the curriculum centered around undergraduate--and particularly lower division--studies is declining. The shift toward upper division and graduate and professional programs has important and significant effects on the library. Major organizational changes and new services have been added in the last twenty years. Many of these are the result of new program offerings at the University. Several of these have been very costly in terms of collections development and staff. Services or units established because of new or expanded programs include Ames Library of South Asia, East Asian Library, Middle East

Library, Immigrant Archives, Social Welfare History Archives, Mathematics Library, Business Reference Service, Kerlan Collection, Arboretum Library, Education Library, and the James Ford Bell Library. In addition, the greatest demands made upon the University Library are for materials in support of new doctoral programs. The number of these programs increased from 88 in 1960-61 to 121 in 1971-72.<sup>5</sup> Consequently, the enormous extension of research interest as well as the development of advanced graduate programs have reshaped the goals and objectives of the University libraries.

The century-old tradition of the University as the center of learning for the state is giving way to a new tradition that will see the University's primary mission as providing education for juniors, seniors, and students in professional and graduate schools. The changing mission of the University will of course have a great effect on the library. The library will have to provide more in-depth instruction in library use. The shift of the education program from the lower division to upper division will mean the library needs to purchase more research-oriented materials to meet its demand. Furthermore, some library programs designed for freshmen

are in need of reevaluation. The profound influence of the University on its library is shown by the aforementioned evidence.

Moreover, as a result of the academic community demands, the MINITEX (Minnesota Inter-Library Teletype Exchange) program was launched in 1968. Initially the MINITEX program was devised primarily to make available University of Minnesota Library resources to all students and faculty of all four-year and several two-year higher education institutions in the state, particularly those outside the Twin Cities area. Later this program has expanded to other public and academic libraries in the state. This dramatic evidence illustrates the impact of changed environmental demands on the library organization. Because of the social pressure, the University library is thus required to have new programs to meet the public needs. Eventually, the external forces and internal sources will lead the library organization to redefine its goals.

In 1971 the University issued guidelines for the development of a Retrenchment and Reallocation Plan for a six percent reduction of budgets for the biennium. The library was then forced to cut back some programs

and service budgets. The personnel budget reduction resulted in the elimination of three librarians and six instructor positions.<sup>6</sup> However, the difficulty of reducing staff was overcome largely through conversion of professional positions to para-professional. One of the consequences of the reduction in personnel for the library was an inordinate retrenchment in the Processing Department--approximately 30 percent in the student payroll alone. Professional staff had to fill in with clerical tasks, formerly assigned to student assistants, in order to keep work flowing. As a consequence of the retrenchment, there was nevertheless some beneficial reorganization of the Catalog Division of the Processing Department. A new section was then created to be responsible for cataloging books with Library of Congress cards. This program has been proved a success.

The effect of environmental factors on the library can be further illustrated by the prolonged library hours. Because of student demands for significantly increased hours in 1968, it required the emergency provision of non-recurring funds in order to adjust library schedules to meet these demands for increased service. Furthermore, in response to student demands for longer hours, the

basement levels of the Wilson Library were kept open on a twenty-four hour schedule during examination periods each quarter. Starting winter quarter 1969 the regular hours of opening in the Wilson Library began one hour earlier on weekdays and two hours earlier on Sundays. In addition, weekday evening hours of the basement area were extended to 2:00 A.M.<sup>7</sup>

In order to provide more in-depth information on the academic milieu of the University Library, a series of informal interviews with a dozen academic librarians were arranged during the period of November and December 1973. These interviews were mostly scheduled during the coffee break or lunch time for the convenience of the respondents. The time spent for each interview ranged from 15 minutes to one and one-half hours. The informal account below is based on the response of the dozen academic librarians working at the University of Minnesota libraries.

With the increasing use of the library, the academic librarians appear to be faced with a growth in numbers as well as a vortex of changing patterns. All respondents agreed with the apparent changes in the character of clients served in the university libraries,

there are more graduate and professional students; more serious students; an increase in postgraduate research; more women now admitted on campus; and an increase in the number of off-campus users. The academic librarians tend to be increasingly user-oriented. The most frequent replies of making the library's materials and services more user-oriented were through longer open hours. In addition, the availability of a new acquisition list to users, the provision of photocopying machines in the library, the greater freedom in lending, and orientation programs were mentioned by several libraries.

When asked if there had been a change in their philosophy of program and service, most librarians commented that they are not as concerned with routines as with services. The library and the librarians are more responsive to users' needs. Greater cooperation with the teaching faculty, staff, and students has been encouraged. The users seem to have greater involvement in the library program. One librarian commented:

We are to transform our library into a new dynamic agency, to meet the requirements of faculty members and students, to channel our librarians into a more active professional role, to bring more resources to our library, and to tie our users and librarians close to each other. In the changing and competitive 20th century, the

library is no longer a place for just storing books, the librarian is no longer just a book collector. Our librarians should by all means seek new programs to deal with our problems, to improve our processes and services, and to perform our role more effectively.

Asked to identify the significant factor in their service area that has most affected the type of material bought, an acquisition librarian remarked that there has been an enormous extension of research interest into previously neglected fields and development of advanced graduate programs such as foreign area studies. The demand for library support of new programs being added to the curriculum, especially in area studies and other academic problems has become a burden to the library. As a result of new programs, many service units were established in the past two decades. These require additional staff and resources to provide adequate library service.

The academic librarians were also asked their opinions about the library's response to the social pressure. In general, the respondents felt they had done well in coping with the diversified demands thrust upon them by rapid changes in curriculum, teaching methods, and proliferation of materials and students. They were pleased that the library usually provided

materials on a variety and on both sides of major social issues. One librarian complimented the library for establishing information desk service for users' needs during the anti-war strike period in 1970. One unanimous comment from all respondents concerned the fact that the library has to constantly review and change its goals in order to meet the academic milieu requirements.

#### The Urban Milieu of the Minneapolis Public Library

##### A Brief History of the City

Minneapolis, the largest city in Minnesota, is located on both sides of the Mississippi at the Falls of St. Anthony, a few miles above the point where the Minnesota River joins the Father of Waters. The first white man on record to visit the site of present Minneapolis was Father Louis Hennepin. He, a Belgian Franciscan friar, discovered the Falls in 1680 and named them for his patron saint.

The territory first belonged to the French by right of discovery. It passed to England at the close of the French, and Indian war. The territory east of the Mississippi River became a part of the United States



at the close of the American Revolution. The region west of the Mississippi River did not become part of American territory until the year 1803 through the Louisiana Purchase. Minneapolis, as one of the chief trade centers in this district, was successively owned by France, England and Spain and became permanently a part of the United States territory.

In 1805, two years after the purchase of the Louisiana Territory, Lieutenant Zebulon M. Pike traveled up the Mississippi on an exploring mission for the federal government. He was also ordered to buy Indian lands on which forts might be erected. One of his purchases was a small tract at the confluence of the Minnesota and the Mississippi rivers. Fourteen years later, in 1819, the government established the Fort Snelling army post on the land Pike had bought. In 1822 soldiers built a mill at the Falls to cut lumber for the garrison buildings and for the simple houses of the pioneers who thought seriously of settling in the wilderness.

Through the years, the Minneapolis settlement gradually became permanent. The earlier activities of Fort Snelling soldiers in establishing a mill at the Falls of St. Anthony, the temporary claims of squatters

and fur traders, and the building of homes by the missionary Pond brothers and the Rev. J. D. Stevens, had laid a foundation for the settlement. Consequently, the Franklin Steele homestead was claimed in 1839, the first legally established claim to land upon the site of the future city. The first flood of immigration began in 1847. It was due chiefly to the fact that the government had opened a land office at St. Croix Falls near the present site of Stillwater. In order to develop the water power at St. Anthony Falls, Franklin Steele built a dam and a saw mill. The two enterprises were completed in the spring of 1848.

The first permanent house was erected in 1848 by Ard Godfrey, millwright and first postmaster of the settlement, on the corner of Main Street and Third Avenue Southeast. Since then, settlers began to pour in, mostly from New England. In 1849, John H. Stevens arrived and built the first house on the west side of the Mississippi River, now the site of Minneapolis. This was also the year that the first school in Minneapolis was opened and the first court in St. Anthony was convened. The year 1850 was an important one for the history of literary development in Minnesota. That was the year that

the St. Anthony Library Association was organized. This was the forerunner of the present Minneapolis library system but the first free library had its origin in the organization of the Young Men's Library Association in 1859. In 1860 the association was incorporated under the name of the Minneapolis Athenaeum. In 1885 the Legislature passed an Act creating a Library Board for Minneapolis and the present city library system was established.

The Territorial Legislature created Hennepin County in 1852. The municipal history of Minneapolis began March 3, 1855, when Governor Gorman approved the legislative act incorporating the city of St. Anthony. On April 13 of that year the first city council, consisting of two aldermen from each of four wards, convened. H. T. Welles was the first mayor.<sup>6</sup> In 1856 the Governor approved another act of destiny in Minneapolis' history. He signed the bill which incorporated the town of Minneapolis. In the same year an important milestone in Minneapolis' economic development was laid with the completion of a west side dam by which the great St. Anthony Falls were harnessed to provide power for the nucleus of the milling industry which was to make

Minneapolis the leading flour and lumber milling center of the nation well into the twentieth century.

In 1872 St. Anthony and Minneapolis were united as one city under the name of the latter. Lumbering, the first industry at the falls, had reached an important stage of growth by 1872. It had laid the financial foundation of the city. The spectacular rise of the industry in Minneapolis was caused by water power, the opening of new land, the building of the railroads, and the rapid growth of the population. During the last two decades of the nineteenth century, lumbering and flour milling were the main activities in Minneapolis. Although these two industries had lost their primary importance, both stimulated the growth of railroads, financial activities, and wholesale and retail trade, making Minneapolis a manufacturing city. Some of the wealth created by business and industry had been used to establish and support cultural institutions and to beautify the city. The state university, the symphony orchestra, libraries, art galleries, and museums helped to make Minneapolis a cultural center for a large section

The Legislature, in 1887, passed the Act creating the Board of Court House and City Hall commissioners. This body began the construction of the present court house and city hall which was completed in 1906. The library facilities have had to keep pace with the educational development of the city. Several more new buildings were erected and new books were added to the collection. In 1912 the City Public Library circulated nearly a million and a half books. Minneapolis stood first in per capita circulation and tenth in the whole number of books issued at that time.<sup>9</sup> Thus the library serves the city government through its municipal research bureau and informs the public by its posters on current events. The distribution of books throughout the city is carried on chiefly through branch libraries, conveniently located in various parts of the city. It also serves as a center of community activities through its film series, lectures, and great books groups. In short, the growth of the city demands a public library. The Public Library is no doubt one of the most important cultural centers of the city. It not only adds to the education of the people through books but also introduces the services of the library to the people of Minneapolis

through various library programs and activities.

In 1940 one hundred years had passed since the first permanent homes and businesses were established on the site of what is today Minneapolis. In that year the population of the city reached a peak of 490,000.<sup>10</sup> Minneapolis can look to its heritage from the time of territorial settlement for the source of its strength and boundless energy. All the progress has made Minneapolis a dynamic and thriving community for more than a century. Consequently, Minneapolis became an All-America City award winner in 1963. It is based on community improvement through citizen action. Minneapolis was cited for its major urban renewal programs, efforts to improve human relations and better housing for the elderly. Minneapolis city government has played a vital part in the growth and development of the city. Minneapolis has a strong council-major system of city government. The thirteen-member City Council is the principal legislative and administrative authority. It operates with a system of standing committees to which various functions and needs of government are assigned.

Properties of the Urban Milieu Relevant to Its Library

Historically, the goals and objectives of the Minneapolis Public Library have been shaped by the urban milieu of the community. The 1904 Annual Report stated that a public library is the one great civic institution supported by the people which is designed for the instruction and pleasure of all the people.<sup>11</sup> The goal of the Library is the civic and cultural development of the individual and of every individual in the community. Its function is to instruct, benefit and elevate the people. The public library does everything to provide adequate library service to the community. If the community environment changes, the function and goals of the Library would be forced to change accordingly.

The Minneapolis Public Library has declared that the primary purpose is to acquire, organize and preserve materials which stimulate ideas and advance knowledge; and to provide for the free and ready access of these materials by all the people of the community. A list of the following long-range goals has been included in their 1968 official statement. This goal statement will clearly indicate the close relationship between the city and the Library.

Engagement of the interest of all citizens in the on-going welfare of the Library.

Establishment of a broader and more equitable tax base for the operation of the Library to take into account the Library's role as an institution which serves people outside of Minneapolis.

Assembling of special collections of books and materials that are particularly relevant to the geography and the cultural and commercial enterprise of the northern plains states.

Development of regional library system, operating from modern quarters to provide to outlying parts of the city more complete book and information services.

Continued development of the branch library building program until all areas of the city are served by efficient and up-to-date library facilities.<sup>12</sup>

The commitment to social service and general education continues to be essential to the philosophical goals of the Minneapolis Public Library. In the twentieth century, particularly in the 1960's, the circulation of juvenile books continued to decrease, while the number of adult books correspondingly increased. Reference use of the library, primarily by telephone, also increased. The Library put major effort into widening its collection and extending its dimensions to include phonograph and film collections. A standard scheme of classification



was organized according to the Library of Congress Classification, while staff and budget reorganization, capital improvement and the addition of new facilities enabled the Library to more effectively provide for the general education and community service of the City of Minneapolis.

The early period of the Library's history has been a period of rapid growth in book collection, number of books loaned and number of people using library facilities. This period, especially after 1904, has seen the large-scale extension of library service to neighborhoods and groups in the city. Because of the community's demand, the Library has established branch libraries, school stations, hospital libraries, business house and factory libraries, and the bookmobile. The collections of literature in foreign languages have been accumulated over a long period to provide reading matter for the foreign-born population of the city. Due to the fact that the City of Minneapolis has a large proportion of foreign stock population from Sweden, the Public Library has assembled a notable collection of books in several Scandinavian languages.<sup>13</sup> Furthermore, a constant demand from adults as well as children for information on

were set up in all libraries.<sup>16</sup> After the War, the Vocational Information Service was organized in 1944 to help veterans and war workers prepare for new jobs. Furthermore, publishing affected library collections as did readers' interests. Publication of travel books had fallen off during the war period.<sup>17</sup> Fuel had brought the Library as well as homeowners a headache. Because of the fuel shortages, several branch libraries had to close part of the building. One branch reported that readers would not come in when the Library was cold.<sup>18</sup> In addition, the Science Museum had to close for five months in 1943 because of shortage of funds and staff. In the best interests of the city that supports it, the Minneapolis Public Library strived to overcome those war problems.

The demand for library service is as complex as our society and the Library must respond in a variety of ways. The responsibilities and services of the Minneapolis Public Library are not always seen from the same perspective by the staff and by the public. A classic example of the divided views occurred in the autumn of 1970 when the Mayor of Minneapolis sharply criticized the Public Library for possessing books to which he

objected.<sup>19</sup> This issue was publicly debated over a period of two weeks and the conflict of views was widely covered by the media. The outcome of the debate was a reassertion of the library's right and responsibility to hold publications expressive of minority views, even when those views advocate opinions contrary to prevailing customs. This case further illustrates that the Library constantly responds to the community needs.

In order to gather further information pertaining to the urban milieu of the Minneapolis Public Library, several representative library staff members from the Library have been interviewed during the winter, 1974, on an informal basis. In general most librarians were pleased with the success in meeting social pressures. Asked which set of societal pressures had affected their library most keenly, most respondents considered the educational stresses. Demands by students combined with the inability of taxing jurisdictions to obtain more funds have perhaps made financial stresses the most pressing in practical terms. Those colleges and schools with limited library materials and facilities have placed a curriculum-related burden on the public library. Other stresses include population, occupational, and

political pressures.

Population stresses, particularly the migration of middle-class families to the suburbs, the bypassing of the city as a place to live for middle-class residents, have helped to generate a variety of financial stresses and other concerns that bear directly upon the public library. Also, serious problems arise in connection with new and needed programs for the city's own underprivileged areas. As far as the political pressures, the most crucial events in recent years surrounding the library are political in nature. The absence of state support in library financing, rising operational and acquisitional costs for expanded collections, and pressure exerted in the interest of merging the Minneapolis Public Library with the Hennepin County Library have impaired the Library's ability to serve the community. While the Library has struggled to maintain the principle of tax burden sharing in Hennepin County, financial necessity and legislative pressure threatens an imminent merger between these libraries. Presently, the Minneapolis Public Library is in need of adequate state support to continue to serve the community. The resolution of this political and financial issue is necessary to ensure the continued

development, contribution and service of the Library.

Responses to the question, "Has there been a change in the character of the clientele you now serve as compared with years ago?" were fascinating in their sameness for all respondents. The answer from them is "yes." In general, more adults from all walks of life come to use the Library, especially men. Also, they have noticed a change of users; more students of all ages; more lower class; fewer preschool and elementary school age children as schools develop better school libraries, and yet more high school and college students, though many presumably have relatively good libraries at their schools. There appear to be fewer readers of light fiction and people using the Library for recreational purposes, as opposed to more using it for cultural enrichment and purposeful self-development. Library use patterns have been changing. According to respondent opinion, there are an increasing number using books, periodicals, and audio-visual materials. Also, more attendance at recreation and information programs and use of reference services were noticed. One visual librarian commented that there have been more college students come to the Library for using films, filmstrips

and slides in recent years than there have been lesser school children. The inadequate audio-visual equipment and materials for the college libraries and the improved school libraries in this area may be responsible for this change.

When particularly asked the social effect of the library, one community service librarian remarked that evening library service generally reduced as a result of the increasing city crime rate in recent years. Many users, especially women readers, try to avoid coming to the library at night because of this reason. Furthermore, all community service librarians agree that the current national economy and the gas shortage will have a great effect on the library use. In the past decade the Library has emphasized regional community library service. However, this trend may have to be reversed. More smaller branch libraries need to be established instead of larger regional libraries. This is simply because of the fact that many library users hesitate to drive in lieu of the fuel crisis. Therefore, more branch libraries with smaller collections, within walking distance, will provide better access to users in the community.

NOTES--Chapter IV

<sup>1</sup>University of Minnesota. University Libraries, Twin Cities Campus. Constitution, 1972, p. 1.

<sup>2</sup>Minneapolis Public Library. Policy Manual of Minneapolis Library Board (Minneapolis: Minneapolis Public Library, 1973).

<sup>3</sup>John B. Gilfillan, History of the University of Minnesota (St. Paul: Minnesota Historical Society, 1908), p. 73.

<sup>4</sup>James Gray, The University of Minnesota, 1851-1951 (Minneapolis: The University of Minnesota Press, 1951), p. 182.

<sup>5</sup>Ralph H. Hopp, Library Budget Needs; University of Minnesota Libraries (Minneapolis: University of Minneapolis Libraries, November 1, 1973), p. 6. (Mimeographed, typewritten)

<sup>6</sup>Ralph H. Hopp, Annual Report of the University of Minnesota Libraries for the Year 1971-72 (Minneapolis: University of Minnesota Libraries, 1972), p. 7.

<sup>7</sup>University of Minnesota. University Libraries The University of Minnesota Libraries; Annual Report to the President, 1968-69 (Minneapolis: University of Minnesota Libraries, 1969), p. 12.

<sup>8</sup>E. Dudley Parsons, The Story of Minneapolis (Minneapolis: The Colwell Press, 1913), p. 184.

<sup>9</sup>Ibid., p. 164.

<sup>10</sup>U. S. Census Bureau, Population and Housing: Statistics for Census Tracts: Minneapolis, Minnesota, 1940 (Washington: U. S. Government Printing Office, 1942), p. 4.

- 11 Minneapolis Public Library. Fifteenth Annual Report of the Minneapolis Public Library for the Year Ending December 31, 1904 (Minneapolis, 1905), p. 25.
- 12 Minneapolis Public Library. Goals of the Minneapolis Public Library (Minneapolis: Minneapolis Public Library, 1968), 4 p. brochure.
- 13 Minneapolis Public Library. Minneapolis Public Library: Fifty Years of Service, 1889-1939 (Minneapolis: Minneapolis Public Library, 1939).
- 14 Ibid., p. 50.
- 15 Ibid.
- 16 Minneapolis Public Library. Minneapolis Public Library: in a World at War (Minneapolis: Minneapolis Public Library, 1945), p. 14.
- 17 Ibid.
- 18 Ibid., p. 15.
- 19 Minneapolis Public Library. Minneapolis Public Library Annual Report, 1970 (Minneapolis: Minneapolis Public Library, 1970), p. 4.



## CHAPTER V

### A REVIEW OF THE LITERATURE ON LIBRARY GOALS

The purpose of the thesis is to identify library goals as responses to the structural and milieu requirement between the academic library and the public library. In order to describe the library organizational goal, a review of the literature is necessary to discover related researches in this field. Furthermore, several important questions can be answered in this chapter as follows: What have other works done in this area? What is the definition of organizational goal? How and what do we classify the library goals? All this pertinent information will provide a basis for the next chapter, in which we will examine the different perceptions of library goals between academic librarians and public librarians.

#### Related Research Works in the Area

A central concept in the study of organizations is that of the organizational goal. Organizational goals can be approached from a variety of perspectives.

The works of the following researchers are relevant to the definitions of goals; Cyert and March, 1963; Etzioni, 1964; Gross, 1968; Gross, 1969; Perrow, 1961, Perrow, 1968; Rheuman, 1967; Warner, 1967; Warriner, 1965; and Zald, 1963. Etzioni (1964) contends that an organizational goal is a desired state of affairs which the organization attempts to realize.<sup>1</sup> The "desired state of affairs" is not specifically defined. It could mean many things. In a large library, the director may see the organization seeking one kind of state, while the other employees may see differently. Within one organization, it is almost impossible to reach unanimous agreement on the organizational goal. Parsons (1961) views that goal attainment as one of the aspects of all systems.<sup>2</sup> The organizational goals are intimately intertwined with latency, integration, and adaptation requirements. He contends that all systems must attain the goal requirement in order to survive. In other words, organizational goals are really an extension of what the social system needs for its own survival. In Simon's (1964) approach, goals become constraints on the decision-making process. Simon's primary interest is in decision

making within the organization. He finds that the individual attains his personal goal through the group goal of the organization. He contends that:

Either we must explain organizational behavior in terms of the goals of the individual members of the organization, or we must postulate the existence of one or more organizational goals, over and above the goals of the individuals.<sup>3</sup>

Cyert and March (1963) discuss the notion of goals in their book entitled A Behavioral Theory of The Firm.<sup>4</sup> In a small organization the top executive's personal goals are usually also the organization's goals for the company. It is this simplification which made it possible for classical economics to develop the theory of the corporation as a "person" without being concerned much about developing a precise definition of organizational goal. Once organizations grow large then one must be concerned with the possibility that there will be many individuals in a position to influence the goals of the organization. Thompson and McEwen (1958) approach the goal problem in the same manner as Parsons.<sup>5</sup> Both see a goal as involving some kind of output to a large social system. They contend that in the analysis of complex organizations, the definition of organizational goals is generally used as an indicator

for measuring organizational performance. According to their definition, there are many things, such as official documents, work reports, organizational output, or official statements, which may provide the basis for the definition of goals. According to their viewpoint, organizations are just sub-parts of a larger system. In this sense, book binding is a goal to the firm that engages in binding books but it will be a means of input to a library. Gross and Grambsch (1968) identify a total of 47 goals in their research of university goals.<sup>6</sup> They have classified the goals under five main headings: output goals, adaptation goals, management goals, motivation goals, and positional goals. There is consensus among both faculty and administration, that the highest goal is protecting the faculty's right to academic freedom. Furthermore, by an organizational goal, Gross and Grambsch mean a state of the organization as a whole toward which the organization is moving, as evidenced by statements persons make, and activities in which they engage. The most obvious organizational goals are output goals. Yet it is possible for anything to become an organizational goal. They contend that goals may and do change over time, but some kind of adaptation management,

motivation, and positional goals will always be present in every organization.

Perrow (1961) distinguishes official goals from operative goals.<sup>7</sup> He defines official goals as the general purpose of the organization as put forth in the charter, annual reports, and public statements by top executives. On the other hand, operative goals designate the ends sought through the actual operating policies of the organization; they define what the organization actually is trying to do, disregarding the aims of the official goals. From this perspective, operative goals become the criteria by which the organization's work is judged and around which decisions are made. In fact, the operative goal could be parallel to or different from the official goal. Concretely, operative goals can be illustrated by a large university's goals. For example, the University of Minnesota's Faculty Information Booklet states that teaching is the first duty of the faculty member; research is the second strong arm of the University.<sup>8</sup> This official statement is rather misleading when the academic department evaluates faculty salaries and promotions. In most cases, the publication and research will be given more emphasis

than the teaching. The significance of operative goals forces the researcher to go beyond the more easily determined official goals. The key to finding the operative goals lies in the actual decisions of the top decision makers in the organization.

What is the determination of organizational goals? How does the person actually discover the goal of an organization? Interpretation of the formal purpose of most organizations is subject to little controversy. For example, the organizational goal of a business firm--the making of profit--is hardly a subject of debate. Labor unions and management may fight over distribution of profits, but they rarely quarrel over the organizational goal itself. However, considering the organizational objective of library, one finds the situation to be different.

"To provide service" is an ambiguous and largely meaningless statement, unless the content or the purposes of the library service are specified. The Reference Services Department may contend that the library should place greatest emphasis on public service. The Resources Department may designate book budget and acquisition as the most important in the library. The Circulation

Department may view the circulation of books as its goal. The top executives in the library may consider increasing budget and expanding personnel as their number one priority. Each of these is a value question for which there may be conflicting points of view within and outside of the library system. The aforementioned questions constitute the core of the study.

#### Analysis of Library Goals

After a thorough survey of sociological and library literature, there is no single piece of work giving the definition of goal, objective or end. There is probably no clear distinction between these words. Very often, authors in this field try to use these terms interchangeably without a consistent usage. To define these terms is not the attempt of this study. However, the usage of these terms should be considered before carrying out any further study. At this study, we will use the word "goal" to describe any meaning of goal, objective or end.

The terminology of "goal," in this study, is used in a rather wide and broad sense. It includes everything that might be thought of as an aim or objective of an organization. By being all inclusive, the problem of

semantics has been avoided.

Since there is no consensus on the definition of goals, we shall have a working definition for this study. The goal of the library organization is just a reflection of the need of the community. Organization goals are really an extension of what the society needs for its own survival. Perrow (1961) takes this position when he distinguishes between "official" and "operative" organizational goals.<sup>9</sup> Official goals are those that the organization indicated on his official documents. Operative goals, on the other hand, are the actual operating policies of the organization regardless of the official stated goals. From Perrow's perspective, operative goals become the standards by which the organization's actions are judged and around which decisions are made. The operative goals could be consistent with the official goals or not. The operative goals are developed through interaction patterns within the organization. In this study, we will employ Perrow's operative goal concept.

The primary function of a library is to provide for the educational, instructional and research needs of the users. Through the collection and preservation



of all forms of recorded knowledge and the creation of a viable and integrated research collection as a scholarly resource, the library continues to demonstrate its commitment to the community. Further, the library exists to facilitate the professional growth and development of the library staff and to assist their efforts in coordinating and identifying the educational, instructional and research goals of the community.

Through the acquisition and interpretation of selective collections, the organization of its materials and resources under a bibliographical control, effective administration, sufficient physical facilities, interlibrary cooperation, orderly and systematic service and continual review and innovation, the research library has attempted to satisfy the diversity of scholastic needs of its patrons.

In view of the fact that libraries adequately meet the needs of the people of the United States in order to achieve national goals and utilize effectively the nation's educational resources, the National Commission on Libraries and Information Science was established in 1970 by Congress and the President. The National Advisory Commission on Libraries has identified

the following goals for overcoming current inadequacies in 1969:

Provide adequate library and informational services for formal education at all levels.

Provide adequate library and informational services for the public at large.

Provide materials to support research in all fields at all levels.

Provide adequate bibliographic access to the nation's research and informational resources.

Provide adequate physical access to required materials or their texts throughout the nation.

Provide adequate trained personnel for the varied and changing demands of librarianship.<sup>10</sup>

At the end of 1973 the American Library Association completed a preliminary draft of goals and objectives of the Association as follows:

The American Library Association is an organization committed to serving society through librarians and libraries whose overarching goal is ACCESS TO INFORMATION THROUGH LIBRARY SERVICE OF EXCELLENT QUALITY, FREELY AVAILABLE TO ALL.

In order to reach this goal, the following objectives are established:

Provision of library and informational resources for all the American people in order to enhance their opportunity to participate in society, to learn, to achieve self-fulfillment, and to obtain needed information for career development, and for research. Development of a national information system, consisting of coordinated local

and regional networks and consortia, which equalizes information resources throughout the country and enhances their accessibility.

Support of intellectual freedom as expressed in the Library Bill of Rights and the Freedom to Read statement and of librarians or libraries whose defense of these principles is challenged.

Cooperation to achieve increased access to library and information resources throughout the world.

Development and support of library personnel through the promotion of education, training, personal welfare and affirmative action.<sup>11</sup>

Every library system must formulate generalized goals in attempting to fulfill its mission and recognized function. These aspirations serve as a philosophical basis for the operation of the library and provide for the formulation of specific and operational objectives. The goals of the research library are interrelated and inclusive. They can be categorized as service goals, instruction goals, research goals, collection development goals, and maintenance goals.

The problem of what is a means and what is a goal will be minimized to some extent by distinguishing five types or levels of goals. But our main reason for distinguishing types of goals is to deal with the question of whose point of view is being recognized--the

user, the librarian, the library administrator, the society, or others. For the user the goal of the library may be to provide appropriate service and the easiest possible access to its collections. To users, the library should provide assistance in the use of materials. For librarians, the development and acquisition of quality collections may be a very important goal. For library administrators, the purpose may be to run a stable, secure library. For society, the primary purpose of the library is to build a collection which stimulate ideas and advance knowledge, and to provide for access of those materials by all the people of the community. Note that this means that organizational goals are not only multiple but may also be conflicting.

These five pervasive goals can be distinguished as follows:

#### Service goals

The research library functions as a service organization. The ultimate goal of the library, the librarians and administration is to provide service to the users of the community. The primary function of any library is to serve the reading, reference and research needs of its users. The needs of the users have

many dimensions and the library exists to satisfy those needs. Service ranges from answering a reference question or purchasing a book needed for instruction to handling a complex research problem or acquiring out of print and rare books. The services of the library must complement and advance the educational efforts of the community. The effectiveness of the services of the library, administrative cooperation, information exchange and flexibility are among the most essential elements to the success of library programs. To ensure orderly and systematic service, continual review of collections, rational and current acquisitions, interlibrary cooperation, an informed and efficient staff, bibliographical control, adequate physical facilities and a responsive administration are necessary.

Besides collecting and organizing information, the library must provide access to and interpretation of his resources. Materials must be made available for instruction and research and their location and interpretation made available by the library. The philosophical commitment of the library is to provide for the educational, instructional and research requirements of the community. Effective and informed service provides

the means for satisfying this commitment.

Instruction goals

Scholastic excellence, research and instruction are dependent on an appreciation and understanding of the institutions that complement their pursuit. One of the major purposes of the large research library is to serve the teaching and learning needs of the users. The recent trend of the library has emphasized instruction in the use of the library. The library has the responsibility to instruct the community in the operative skills of library use. The University of Minnesota Faculty Handbook states that teaching is a primary function of the University and instruction in the use of the library is a valuable and essential teaching function.

Many new instructional approaches and programs have assisted the users in fully benefiting from the library's sources and materials. Interpretation of materials, individual assistance, handbooks, tours, lectures and class study, audio-visual aids and general information services provide the means for the teaching of library skills.

The library serves a teaching function in its instruction in library use and in so doing serves the educational and research needs of the community. The ultimate aim of instruction in library use is to allow the user to satisfy his research needs independently and effectively. The library's teaching function provides for the realization of this ideal and promotes the community's commitment to learning.

#### Research goals

The library is committed to the facilitation of research. The library provides sources and selective collections for users' research projects as well as educational needs. Extensive collections of primary and secondary sources, constant revision and acquisition, bibliographical control and specialized and reserve collections in the library provide for the research needs of the community.

The present and impending developments in higher education have major implications for the library. The University of Minnesota, as the only comprehensive graduate institution in the state and the only state university in Minnesota, has placed special emphasis on graduate and advanced professional education. It is,

and must be, the center for research activity in Minnesota's educational system. With the state colleges designed for primarily undergraduate programs, the University has emphasized more and more upper division and graduate programs. The increasing numbers and expanding programs of graduate studies require more research and reference materials. Consequently, the University Libraries have expanded and become the largest research library complex in the upper-midwest. Similarly, the Minneapolis Public Library, as the largest public library in terms of book collection, provide sources for research in the community.

From the aforementioned illustration, we can realize the research function of the library. In satisfying the research needs of the community patrons to the extent that available resources will allow, the library has and continues to demonstrate its commitment to education and scholarship.

#### Collection development goals

A library is a collection of books, journals, microfilms and other materials systematically collected and organized for use. The basic function of the library



in the community is to provide the materials for its users' needs. The amount of satisfaction a reader finds in a library depends directly upon the kinds of books the librarian has available for his use. The library exists as attempting to provide people with information and knowledge which it is hoped will lead to wisdom and understanding. Thomas Jefferson believed that the people of a country would never consent to the destruction of their liberties if they were informed and that nothing could do more good toward making them informed than the establishment of a small circulating library in every county.

Factors which govern the size, scope, and character of library collections and of current acquisitions are the character of the community. The breadth of a general college curriculum may require as extensive a collection as that of a liberal arts collection. Collections of even greater depth are required for the special areas of professional and graduate study, and universities offering doctoral work in a number of fields require very large research collections. The city public library requires not only the materials for business use but should also contain a broad selection of materials

in general studies. The library collection must be extensive and be inclusive of the diversity of subjects, interests and needs of the community.

The library has the responsibility of providing both primary and supplemental sources for the patrons in the community. The community is well served by library collections that include extensive resources, archives, manuscripts and rare volumes reflecting the diversity of research needs. The development of particular studies and the demands for more qualitative references necessitates an acquisition policy that is comprehensive and extensive. Study specialists and researchers must be informed and consulted about library resources and they must outline their expected needs to ensure that the necessary research materials are acquired.

#### Maintenance goals

Library organizations are engaged in activities toward goal attainment. Some goals are reflected in service, instruction, research and collection development. And other goals which are the ends of those who are in charge with responsibility for the maintenance activities. These kinds of goals, we call "maintenance goals." A library organization must make every

effort to attain its goals and to survive. A useful approach is that suggested by the Parsonian functional imperatives.<sup>13</sup> Parsons pointed out that organizational goals are intimately intertwined with important and basic societal functions, such as integration, pattern maintenance and so on.

There are considerable amounts of recent research on organization goals which indicate that no organization can spend all of the time of its participants on goal attainment. At least some of the time must be spent on activities which may not contribute directly to goal attainment. Bales (1958), in his studies of task-oriented small groups under laboratory conditions, found it was necessary for the group to stop its goal-directed activity and give some attention to repairing the social damage that was being done as the group attempted to move towards the solution of the problem.<sup>12</sup> Therefore, he contended that a kind of "maintenance" activity was necessary in an organization in order to attain goals.

It is true to state that an organization usually devotes a great deal of effort to activities which may only be indirectly related or even unrelated to organiza-

tional goals. A lot of activities in the library organization may not necessarily be related to service, instruction, research, or collection development oriented goal activities. However, they may affect the library's functions to a certain extent. To give an example, securing funds for the library; the result of funding could affect the library book collection, service, and even the library personnel in the long run. Yet it is possible for anything to become an organizational goal, even such an activity as replacing missing books, provided it is conceived of as a library problem. For example, if missing volumes have increased dramatically and become a serious problem. Either new devices need to be found to detect the missing books or more funds required to replace them. Then a new organizational goal for this matter would have been created. To summarize, the maintenance goals of the library are usually referring to those activities which do not belong to the other four categories.

The most obvious library organizational goals are certainly what we have called "instruction, research and service goals," and it is those kinds of goals that the layman has in mind when he speaks of library organizational

goals. However, the collection development and maintenance goals are as important as the aforementioned three goal categories. Furthermore, goals may and do change over time, but some kind of instruction, service, research, collection development, and maintenance goals will always exist in every library.

The classification of five types of goal categories are useful. The purpose of this scheme is to illustrate the variety of goals organizations pursue and since some system of classification is needed to make our discussion orderly. The usage of this classification scheme is quite similar to others. Perrow (1970) distinguished five types of goals.<sup>14</sup> They are societal goals, output goals, systems goals, product goals, and derived goals. Gross and Grambsch (1968) identify the following five goal categories: output, adaptation, management, motivation, and position goals.<sup>15</sup> In this study the library goals have been classified as instruction, research, service, collection development, and maintenance. This scheme may not be as neat as one might like, and some goals could be classified into one or another category. But this is not the major problem since the primary usage of this classification scheme is to assist us to identify the variety of goals.

NOTES--Chapter V

<sup>1</sup>Amitai Etzioni, Modern Organizations (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1964), p. 6.

<sup>2</sup>Talcott Parsons et al. (eds.). Theories of Society (New York: Free Press of Glencoe, 1961), pp. 38-41.

<sup>3</sup>Herbert A. Simon, "On the Concept of Organizational Goal," Administrative Science Quarterly, 9, 1 (June, 1964), 2.

<sup>4</sup>Richard Cyert and James G. March, A Behavioral Theory of the Firm (Englewood Cliffs, N. J.: Prentice-Hall, 1963), Chapter 3.

<sup>5</sup>James G. March and Herbert Simon, Organizations (New York: Wiley, 1958), Chapter 4.

<sup>6</sup>Edward Gross and Paul V. Grambsch, University Goals and Academic Power (Washington, D. C.: American Council on Education, 1968), pp. 13-16.

<sup>7</sup>Charles Perrow, "The Analysis of Goals in Complex Organizations," American Sociological Review, 26, 6 (December, 1961), 855.

<sup>8</sup>Faculty Information (Minneapolis: University of Minnesota, 1966), pp. 7-8.

<sup>9</sup>Charles Perrow, "The Analysis of Goals in Complex Organizations," The American Sociological Review, 26, 6 (December, 1961), 855.

<sup>10</sup>Douglas M. Knight and E. Shopley Nourse (Eds.), Libraries at Large: Tradition, Innovation, and the National Interest (New York and London: R. R. Bowker Company, 1969), p. vii.

<sup>11</sup>American Library Association. Goal and Objectives of the American Library Association, A Preliminary Draft (Chicago: American Library Association, November 19, 1973), p. 3.

<sup>12</sup>Robert F. Bales, "Task Roles and Social Roles in Problem-Solving Groups" in Eleanor F. Maccoby, Theodore M. Newcomb and Eugene L. Hartley (eds.), Readings in Social Psychology (New York: Henry Holt, 1958), pp. 437-47.

<sup>13</sup>Talcott Parsons, Structure and Process in Modern Societies (New York: The Free Press, 1960).

<sup>14</sup>Charles B. Perrow, Organizational Analysis: A Sociological View (Belmont, California: Brooks/Cole Publishing Co., 1970), p. 135.

<sup>15</sup>Edward Gross and Paul V. Grambsch, University Goals and Academic Power (Washington, D. C.: American Council on Education, 1968), pp. 13-16.

## CHAPTER VI

### THE SHAPING OF GOALS IN MINNESOTA'S TWO LARGEST LIBRARIES BY STRUCTURAL AND MILIEU REQUIREMENT

This thesis purposes to examine one of the major concepts, organizational goals, in the sociology of organizations in a library setting. This is a comparative case study in the manner in which historical circumstances, social organization and milieu shape the goals and objectives of the library. It also intends to identify what the goals of the library are and how librarians feel about them, contrasting a large academic library and a large public library, respectively (See Appendix A).

In this chapter we examine the total picture as revealed by a composite analysis of our goal data (See Appendix A). The findings of the study are mainly based on the questionnaire sent out to the two selected largest libraries in the State of Minnesota. Some of the data we gathered are intended for future use, therefore, they have been eliminated from this study. The question to which we address ourselves is: What do librarians from the University Library and the Public Library,



respectively, see as existing library goals with regard to structural and milieu requirements? Furthermore, what do academic librarians and public librarians, respectively, think these goals ought to be? Finally, do the library goals which are important also turn out to be the goals which our respondents think ought to be important?

On the basis of the best information we were able to get from the administrative office of both institutions, there were, in November of 1973, the following professional staff from these two libraries:

University of Minnesota Libraries: 122

Minneapolis Public Libraries: 81

The above figure excluded those librarians retired, on leave, in hospital, and just starting work at that time. The questionnaires were sent out to each individual librarian from both libraries in November of 1973. After two follow-up letters we had received 104 usable questionnaires from the University Library or a response rate of about 85 per cent and 68 usable questionnaires from the Public Library or a response rate of about 84 per cent. It is the experience of survey researchers that such a response rate is rather successful. The

high response rate suggested that librarians are very much motivated and interested in library goal study.

For each of the thirty-eight goals listed on the questionnaire, respondents were asked to indicate how important they felt the goal actually was at their library and how important they felt it should be. They used a five-point scale, ranging from 5 ("absolutely top importance") down to 1 ("no importance"). (See Appendix C). The mean score for each goal item was derived by calculating the mean from each respondent and then calculating the mean of the library's means. The results of this analysis are shown in Table 6.1 and Table 6.2, which indicate also the rank order and the standard deviation for each goal item. The responses were scored as shown so that the higher the number the more important the person thought the goal is or should be. Thus, the goal at the top for the Public Library, getting funds from the government, is seen to have a mean of 4.35. This score was secured by taking averages at the Public Library so that the overall average is 4.35, a position between "of great importance" and "of absolutely top importance." At the other extreme, "provide user instruction" has a mean score of 2.26, that is

Table 6.1.1.—The Perceived Goals by Type of Library

Goal	University Library		Public Library			
	Rank	Mean Standard Deviation	Rank	Mean Standard Deviation		
Provide funds for books	1	4.10	.71	2	4.20	.71
Promote interlibrary coop	2	3.86	.76	6	3.88	.91
Meet research needs	3	3.76	.78	12	3.58	.86
Meet instructional needs	4	3.72	.82	34	2.98	.60
Intralibrary cooperation	5	3.69	.80	7	3.84	.99
Get funds from govts.	6	3.65	.96	1	4.35	.77
User access to info--etc.	7	3.55	.88	15	3.54	.87
Have long lib. hours	7	3.55	.79	20	3.37	.83
Develop program budget	9	3.39	.97	14	3.56	.89
Provide housing-storage	10	3.35	.93	9	3.65	.71
Promote staff excellence	11	3.34	1.05	11	3.63	.85
Meet community needs	12	3.27	.99	4	3.90	.87
Library environment	13	3.24	1.05	16	3.44	.88
Support staff-faculty orgs.	14	3.23	.79	27	3.19	.80
Develop acquisition policy	15	3.21	.98	8	3.73	.89
Get special collection	16	3.19	.90	18	3.41	.89
Improve working conditions	17	3.12	.90	25	3.22	.72
Better staff balance	17	3.12	.93	29	3.11	.83
Apply data processing	19	3.08	.97	10	3.64	.88
Provide better equipment	20	3.00	.88	26	3.15	.80
Improve org. structures	21	2.96	1.02	19	3.39	.84
Provide orientation	22	2.95	.89	32	3.00	.78
Encourage centralization	23	2.93	1.08	4	3.90	.76
Buy microform materials	24	2.92	1.06	31	3.02	.79

continued

Table 6.1 continued

Goal	University Library			Public Library		
	Rank	Mean	Standard Deviation	Rank	Mean	Standard Deviation
Fund special projects	25	2.90	1.02	21	3.36	.87
Recruit minority staff	26	2.88	.99	30	3.06	.85
Provide salary-status	27	2.87	1.03	16	3.44	.76
Communication-coop with patron	28	2.85	.98	32	3.00	.85
Encourage innovation	29	2.81	1.08	35	2.96	.91
Support experimental programs	30	2.77	.99	24	3.23	.87
Reallocate resources	31	2.74	.93	13	3.57	.78
Staff research-teaching	32	2.68	1.00	37	2.42	.75
Maintain audio-visual	33	2.47	.90	23	3.27	.90
Provide user instruction	34	2.42	.92	38	2.26	.82
Encourage gifts, etc.	35	2.41	.95	21	3.36	1.00
In-service training	36	2.33	.85	36	2.90	.82
Get support from local sector	37	2.22	.96	26	3.20	.96
Provide rec. materials	38	2.10	.84	3	3.93	.70

Note: The abbreviated forms of goal items were used for the purpose of the computer (See Appendix B for a complete goal statement).

Table 6.2.--The Preferred Goals by Type of Library

Goal	University Library		Public Library	
	Rank	Mean Standard Deviation	Rank	Mean Standard Deviation
User access to info, etc.	1	4.67 .58	1	4.60 .55
Develop acquisition policy	2	4.58 .55	7	4.29 .67
Provide funds for books	3	4.57 .59	5	4.44 .59
Promote staff excellence	3	4.57 .55	3	4.52 .53
Get funds from govts.	5	4.53 .65	2	4.57 .72
Meet research needs	6	4.36 .63	29	3.68 .88
Meet instructional needs	7	4.34 .69	37	3.18 .77
Provide housing-storage	8	4.13 .90	17	4.00 .70
Promote interlibrary coop.	9	4.09 .69	12	4.10 .72
Provide orientation	10	4.08 .81	14	4.06 .67
Provide salary-status	10	4.08 .72	9	4.15 .78
Encourage innovation	12	4.06 .81	11	4.12 .80
Better staff balance	13	4.03 .81	27	3.70 .82
Improve org. structures	14	3.98 .73	15	4.03 .78
Develop program budget	15	3.95 .92	21	3.86 .81
Intralibrary cooperation	15	3.95 .81	6	4.34 .61
Support staff-faculty orgs.	17	3.91 .88	13	4.09 .79
Improve working condition	18	3.89 .80	18	3.97 .74
Meet community needs	18	3.89 1.08	4	4.50 .61
Apply data processing	20	3.84 .89	30	3.64 .78
Communication-coop with patron	21	3.83 .89	33	3.50 .92
Provide user instruction	22	3.79 .97	38	3.12 1.02
Library environment	23	3.72 .87	19	3.94 .78
In-service training	24	3.67 .93	8	4.19 .76
Provide better equipment	25	3.65 .86	24	3.75 .81

continued

Table 6.2 continued

Goal	University Library		Public Library	
	Rank	Mean Standard Deviation	Rank	Mean Standard Deviation
Fund special projects	25	3.65 .96	26	3.71 .81
Encourage gifts, etc.	27	3.60 1.07	20	3.88 .96
Reallocate resources	27	3.60 .97	22	3.81 .88
Recruit minority staff	29	3.57 .93	28	3.69 .95
Have long library hours	30	3.50 .82	35	3.39 .87
Staff research-teaching	31	3.48 .89	36	3.25 .94
Support experimental programs	32	3.46 .93	31	3.62 .76
Encourage centralization	33	3.40 1.23	22	3.81 .80
Buy microform materials	34	3.26 1.05	34	3.41 .94
Maintain audio-visual	34	3.26 .99	15	4.03 .76
Get support from local sector	36	3.22 1.08	25	3.72 1.04
Get special collections	37	3.20 .96	32	3.57 .94
Provide rec. materials	38	2.29 .88	9	4.15 .68

Note: The abbreviated forms of goal items were used for the purpose of the computer (See Appendix B for a complete goal statement).

between "of little importance" and of "medium importance" but closer to "of little importance." A column of the standard deviations of the means are provided. Standard deviation is a measure of the average distance of individuals from the group mean; it assumes the data correspond to an interval scale. This gives a measure of the degree of dispersion of scores around the mean. In other words, the standard deviation suggests the degree of consensus about the emphasis given to a particular goal. Consequently, the smaller the standard deviation, the more confident we can be that the mean score represents true agreement about the position of the goal rather than an averaging of widely divergent high and low scores. Table 6.1 and Table 6.2 show that the majority of standard deviations are below one. A few, especially in the case of the University Library, are over one. As can be seen, those goal items having standard deviations over one spread out in the middle of the rank order list. This has very little effect on our findings since we are particularly concerned with the top goals and the bottom goals. Furthermore, the findings from the table also reveal the fact that among

the more important goals and least important goals there appear to be a higher degree of consensus. Comparing these two libraries, it seems that librarians from the Minneapolis Public Library have a higher degree of consensus than those from the University of Minnesota Library.

#### The Top and Bottom Library Goals

##### Perceived Library Goals

From Table 6.1, we have arbitrarily selected those goal items whose mean scores are above 3.50 for the top goals and those mean scores below 2.50 for the bottom goals. A goal item whose mean score is above 3.50 indicates that this particular goal is of great importance. For the bottom goal items, the mean score below 2.50 indicates that this particular goal is of little importance. As a result of this aforementioned selection procedure, we have identified a total of eight goals falling in the top standard deviation and six goals falling in the bottom. The top library goals from the University Library are seen to be:

To provide adequate funds for acquisitions and for the book fund.



To encourage interlibrary cooperation and exchange.

To develop a collection in accordance with research needs.

To develop a collection in accordance with instructional needs.

To cooperate with other library systems of the community.

To secure sufficient funds from the city, state and federal governments.

To provide the user with easy access to library information, resources and systems.

To establish and maintain long library hours.

At the other end, the bottom library goals from the University Library are seen to be:

To increase the effort of maintaining the audio-visual collection.

To provide indepth instruction in library use.

To encourage gifts and endowments from the private and business sectors.

To strengthen an orientation program through inservice training for all staff members.

To secure financial support from local business and business sectors.

To provide patrons the library materials for recreational use.

From the above listing of top library goals, university librarians apparently contend that the most

important library goal is to provide adequate funds for acquisitions and for the book fund. The service and prestige of the University Library are largely dependent on the size and currency of their collections. As new graduate and undergraduate programs are created, the importance of the collections in satisfying the instructional needs and research requirements of the academic community becomes more evident and more crucial. Extensive support of faculty and staff research in many new areas of scholarship, the increasing costs for purchasing new books, journals and resources and the expenses for various indexing and abstracting services require greater allocations for acquisition.

The University Library system currently hopes to establish a statewide corporate library program. Shared resources and the selective development of specialized libraries throughout the state, with the University Library System as the central depository and coordinator, would eliminate wasteful duplication of resources, encourage efficiency and promote sound economic operation. Since no library can afford to purchase everything, sharing resources among libraries has been emphasized recently. Therefore, two top library goals from the list

include "To encourage interlibrary cooperation and exchange" and "To cooperate with other library systems of the community."

What is most striking about the list of top goals is that three out of the eight top library goals from the University Library are related to "instruction" and "research." These are: to develop a collection in accordance with research needs; to develop a collection in accordance with instructional needs, and to provide the user with easy access to library information. This is one indication to show that the University Library is working toward the direction in support of instructional and research functions of the University.

In addition, one top library goal on the list indicates that the University Library has established and maintained long library hours in order to provide adequate service to users. However, the Library's continued development support is primarily dependent on government support. Therefore, librarians from the University Library perceive that a top goal is to secure sufficient funds from the city, state and federal governments.

As for the bottom library goals, these include: maintaining audio-visual materials, providing user instruction, encouraging gifts and endowments, providing in-service training, getting support from local business sectors, and providing recreational materials. In view of the structural and milieu requirements which shape the library goals, we anticipated that the last two University Library goals on the bottom list must be to secure financial support from local business and business sectors and to provide patrons the library materials for recreational use.

In order to compare the top and bottom goals between the University Library and the Public Library, we selected an equivalent number of goal items from the top and bottom list for the public library. Because of the fact that there are two bottom goals which have the same mean score, we have to end up including both. In other words, we have listed eight top goals and seven bottom goals from the Public Library goal list.

The top perceived goals for the Public Library are:

To secure sufficient funds from the city, state and federal governments.

To provide adequate funds for acquisitions and for the book fund.

To provide patrons the library materials for recreational use.

To develop a collection in accordance with the community needs.

To encourage centralization in library processing and service.

To encourage interlibrary cooperation and exchange.

To cooperate with other library systems of the community.

To develop a dynamic and selective acquisition policy.

For the bottom goals, we identified seven items for the Minneapolis Public Library:

To establish communication and encourage cooperation with the patron and the library board or committee.

To provide general orientation in library use and operation.

To develop a collection in accordance with instructional needs.

To encourage innovation and re-evaluation of administration and operation.

To strengthen an orientation program through in-service training for all staff members.

To encourage greater members of research and teaching projects among the staff.

To provide in-depth instruction in library use.

It is interesting to note that the most important library goal for the Public Library is to get funds from the government. This finding is no surprise to us. One simple reason is that the income of the Minneapolis Public Library almost entirely relies on the funds provided by the government, particularly from the Minneapolis city property tax. After all, a library, as a service organization, does not make any profit. Income developed from user charges for films and from vending and copying machines, over-the-counter sale of materials, INFORM consulting fees, admissions to the Science Museum, service contracts and agreements with MELSA, have all contributed to the shift of burden from the local taxpayer. Yet it still constitutes a small proportion and remains insignificant compared to the total government support. However, it has become a primary concern of the Public Library administration to try to extend the tax to a broader base of regional, state, and federal support and to increase private support of the library.

Comparing the top eight goals between the University Library and the Public Library, we found that four of them are identical. Those four top perceived goals

which public librarians identified are consistent with university librarians are: to secure sufficient funds from the city, state, and federal governments, to provide adequate funds for acquisitions and for the book fund, to encourage interlibrary cooperation and exchange, and to cooperate with other library systems of the community. All these four goals are associated with "service goals," "collection development goals," and "maintenance goals," which indicate that both library systems are concerned with these areas.

What is most striking about the list of top goals is that the Minneapolis Public Library rates "to provide patrons the library materials for recreational use" a very important goal. On the contrary, the University Library considers it as the very last bottom goal. It is obvious to note that the University Library serves a homogeneous group--primarily faculty, students and the staff; the Minneapolis Public Library serves all people in the community, including many elderly people, housewives and children. Therefore, the users of the University Library are particularly concerned with instructional and research materials. On the other hand,

many users from the public library are interested in reading materials for recreational use. The library exists to meet the user's needs. The outcome of the finding corresponds to the assumption we have made in an earlier chapter.

As we predicted, public librarians would consider that to encourage centralization in library processing and service is a very important goal. This is probably because the central Public Library is obligated to provide a basic and fundamental research collection on which the branch libraries can rely. Economically speaking, the branch library cannot either afford to have its own processing unit nor to duplicate a basic research collection. Very often, they have to refer their patrons to use the central library's research collection and to rely on the central library for processing books. Therefore, it is no surprise for us that the Public Library encourages centralization in library processing and service.

One last important item remaining on its top goal list is to develop a dynamic and selective acquisition policy. The Minneapolis Public Library is an essential resource of the community. The collection provides for



the educational and recreational needs of users. The collection must be comprehensive in its dimension, selective in its policy of acquisition, efficiently administered and be provided with adequate housing and storage facilities. The library collection is affected by the diverse and expansive nature of the community, users, and the scope of its service and the accessibility of other collections. Changes in the requirements and expectations of the community necessitate corresponding changes, of a primarily qualitative nature, in the acquisition policies and collection emphasis of the Library. Therefore, flexibility in purchasing priorities must be maintained to provide for the ever-changing composition of the educational and informational needs of the community.

One of our assumptions is that librarians from the Public Library would probably consider "instruction goals" and "research goals" relatively less important than university librarians do. Supporting this general finding is the fact that five of the perceived bottom goals from the Public Library are "instruction goals" and the other two are "research goals" (See Appendix A). This is partially due to the fact that the University

Library primarily serves faculty and students, and the Public Library serves the general public in the community. Consequently, this provides us further evidence to support our contention that library goals are shaped by structural and milieu requirements.

#### Preferred Library Goals

Librarians from both library systems were asked to indicate how important is each goal at their library, and also what emphasis they felt it should be given. The result was a rank ordering of the preferred goals. As the standard deviations in Table 6.1 and Table 6.2 indicate, there were more consensus about preferred goals than about perceived goals from the University Library group. Comparing the preferred goals between the Public Library and the University Library, the standard deviations show that public librarians had more consensus than university librarians.

Again, we arbitrarily selected eight top goal items and six bottom goal items from both groups. The university librarians identified the following top goals:

To provide the user with easy access to library information, resources and systems.

To develop a dynamic and selective acquisition policy.

To provide adequate funds for acquisitions and for the book fund.

To promote the continued excellence of the library staff.

To secure sufficient funds from the city, state and federal governments.

To develop a collection in accordance with research needs.

To develop a collection in accordance with instructional needs.

To provide for adequate housing and storage space.

At the other end, university librarians have indicated the following six items as bottom goals for their library.

To encourage centralization in library processing and service.

To encourage the purchase of microform materials.

To increase the effort of maintaining the audiovisual collection.

To secure financial support from local business and business sectors.

To foster special collections of books and materials.

To provide patrons the library materials for recreational use.

By examining the University Library's top goals, we note that their standard deviations are all below .70 except the last one which is .90. As indicated, the smaller the standard deviation, the closer the spread about the mean. In other words, university librarians have very much consensus toward their preferred goals. This shows that they all know what they think their library ought to be. On the other hand, if we look at the standard deviations of those bottom goals, we find that three out of the total six are above one. Even the other three are quite large and close to one. One reason for this may be the ambiguity of these goal items. For instance, "To encourage centralization in library processing and service" could mean different things to different librarians. The University Library system is very large, it has many departmental libraries with some autonomy. For those librarians from the main library who responded, this goal would probably be rather important. They would prefer the library to centralize processing and services. However, librarians from a departmental library would probably be in favor of decentralization which allows them flexible

autonomy. In a future expanded study, we could separate these two groups and examine their differences.

For the Public Library, their librarians prefer the following eight top goals:

To provide the user with easy access to library information, resources and systems.

To secure sufficient funds from the city, state, and federal government.

To promote the continued excellence of the library staff.

To develop a collection in accordance with the community needs.

To provide adequate funds for acquisitions and for the book fund.

To cooperate with other library systems of the community.

To develop a dynamic and selective acquisition policy.

To strengthen an orientation program through in-service training for all staff members.

For their bottom goals, the librarians from the Public Library indicate the following:

To establish communication and encourage cooperation with the patron and the library board or committee.

To encourage the purchase of microform materials.

To establish and maintain long library hours.

To encourage greater numbers of research and teaching projects among the staff.

To develop a collection in accordance with instructional needs.

To provide in-depth instruction in library use.

If we compare the standard deviations between the preferred top goals and the preferred bottom goals, we note a very significant difference. All top goals seem to have smaller standard deviations and all bottom goals seem to have larger standard deviations. This finding shows that public librarians may have greater consensus about deciding their preferred top goals, and less consensus about the bottom goals.

By comparing the preferred goals between the Public Library and the University Library, we discover a few interesting findings. Most striking is the prominence given to the goal of providing the user with easy access to library information, resources and systems. Librarians from both libraries rank this item as their number one goal. Another remarkable characteristic is that university librarians and public librarians tend to agree with each other for their preferred top goals. Five out of the eight top goals are identical between

these two libraries. They are: user access to information, etc., developing acquisition policy, providing funds for books, promoting staff excellence, and getting funds from governments. This may provide us with one indication that there may be a universal standard to measure the preferred library goals.

One observation from all bottom goals is somewhat surprising. Librarians from both systems rank the item of encouraging the purchase of microform materials as a very low bottom goal. Since there are more and more books published every year and all libraries seem always to have storage problems, we anticipate that librarians would contend that purchasing microform is a very important library goal. Besides, buying microform material is relatively less expensive than printed books. Perhaps because these two large libraries have more book budgets to maintain adequate collections, they need not seek other alternatives. However, some smaller libraries have been forced to purchase microform materials in many areas in order to save more money for other uses. Therefore, if small libraries would be included in a future study, this goal would have ranked higher.

In general, we may say that librarians think that this University Library and this Public Library should emphasize providing the users easy access to library information, resources, and systems. They think that it is a very important goal and function of the library. After all, a library exists to provide users with needed information. In addition, they are concerned with the activities of getting funds from the government. However, they manifest relatively little interest in buying microform materials and getting special collections.

#### Library Goal Congruence

After discussing the relative rankings of the perceived and preferred goals from both libraries, we would like now to examine the relationship between the two. In other words, we want to discover how close the actual situations from both library systems come to the ideal, as perceived by their librarians. Although such analysis will not be necessary to indicate how well the library is performing. Because this analysis is only derived from the responses based on librarians' viewpoints. Other aspects of viewpoints should be included



from the user and the sponsor in a future study. However, this kind of analysis will provide us some insights as to how satisfied librarians are with their libraries' performance.

In general, we would agree that a state of harmony and content will exist in a library if there is a certain degree of congruence between actual and ideal goals. On the other hand, the situation of tension and dissatisfaction will show in a library if there is a great difference between the perceived and preferred goals. If we compare the mean scores of all goal items between these two for both libraries, we discover that the mean score for the preferred goal is consistently higher than those for the perceived goals. In the case of the University Library, this difference is even more obvious. In spite of the fact that there is a tendency for respondents to rate the preferred goals higher than the perceived ones, we may assume that the greater the difference between the actual and ideal goals, the more dissatisfactions there would be among respondents. The findings indicate that the mean score differences between perceived and preferred goals for the Public

library is smaller than those for the University Library. It would probably be too oversimplified for us to jump into a conclusion that the public librarians are less dissatisfied with their library's performance in terms of library goals by comparison with university librarians. However, this result does show that librarians think that all actual goals should be emphasized more. We will then examine closely what the congruences or discrepancies are between perceived and preferred library goals for both library systems.

For the University Library, we find that five of eight top goals are congruent between the actual and ideal goals. They are: providing funds for books, meeting research needs, meeting instruction needs, getting funds from government, and user access to information, etc. But their mean scores of the preferred goals are much higher than those of the perceived goals. This may be an indication that librarians contend these goals should be stressed more. For the bottom goals, we find that three out of the last six bottom goals are congruent between the actual and ideal goals. They are: maintaining audio-visual materials, getting support from local business sectors and providing recreational materials.

Again, their mean scores for these preferred goals are consistently higher than the perceived ones. This means that respondents think that even these bottom goals should be emphasized more.

To carry one step further by comparing the perceived goals and preferred goals in the University Library, we discover that the following library goals which, according to our respondents, deserve more attention:

To develop a dynamic and selective acquisition policy.

To provide general orientation in library use and operation.

To continue to provide salary and status incentives.

To encourage innovation and reevaluation of administration and operation.

To provide in-depth instruction in library use.

To strengthen an orientation program through in-service training for all staff members.

Each of these above goal items is selected on the basis of its relative ranking between the perceived and preferred goals. There are a total of thirty-eight goals on the list. Each one is arranged according to its ranking order. We assume that a degree of difference

can be measured by its rank order. Consequently, we arbitrarily decided that we will single out any goal items if they show a ten rank order difference. Otherwise, we consider anything less than ten rank order between the actual and ideal goals are rather consistent. The aforementioned six goals are the ones which university librarians felt that they are not receiving the attention they deserve. This finding will give a general picture of whether the goals currently being pursued are meaningful and worthwhile. It will provide the library administration some indication of their library goal performance.

On the other hand, we employ the same procedure as was used and find five goals, according to university librarians, receive too much emphasis. They are:

To establish and maintain long library hours.

To improve the environment of the library for users.

To foster special collections of books and materials.

To encourage centralization in library processing and service.

To encourage the purchase of microform materials.

Even though encouraging the purchase of microform materials and encouraging centralization in library processing and service rank only twenty-four and twenty-three of the list of perceived goals, there is strong feeling among university librarians that this small degree of emphasis is a little too much. The university librarians also felt that to foster special collections of books and materials has received too much attention. This could be due to the fact that budget retrenchment in past years has forced librarians to give up some emphasis on special collections and concentrate efforts on the general collections. In addition, it is surprising to discover that university librarians feel that the library goal of establishing and maintaining long library hours is stressed too strongly.

In view of the over-all library goals for the Minneapolis Public Library, we find that five out of eight top goals are congruent between perceived and preferred goals. They are: getting funds from governments, providing funds for books, meeting community needs, intralibrary cooperation, and developing acquisition policy. For the bottom goals, public librarians are

very consistent toward the least important goals. It is surprising to find out that four out of six bottom goals are congruent as follows: communication-cooperation with patrons, meeting instructional needs, staff research-teaching, and providing user instruction. If comparing all over-all perceived goals with preferred goals, we note that those actual library goals have consistently lower mean scores. Perhaps public librarians also felt that all perceived goals should be emphasized.

Again we use the same procedure for the Public Library to single out all library goals which have ten rank order differences between the perceived and preferred goals. According to public librarians, those library goals which should be given more attention are the following:

To provide the user with easy access to library information, resources and systems.

To continue to support the library staff and/or faculty organization and to encourage its growth and development.

To provide general orientation in library use and operation.

To encourage innovation and reevaluation of administration and operation.

To strengthen an orientation program through in-service training for all staff members.

It is interesting to note the big difference between the actual and ideal goal was the item of providing the user with easy access to library information, resources and systems. In the actual situation, this goal was ranked fifteen on the list, but public librarians ideally feel that this goal should be the top one. Furthermore, three perceived bottom goals on the list should be particularly emphasized according to public librarians. These three goals are: providing orientation, encourage innovation and in-service training. It is remarkable to discover all these three perceived goals which need to be strongly stressed are "instruction" and "research" goals (See Appendix A). In particular, public librarians feel that the Library should strengthen an orientation program through in-service training for all staff members. This is evident by the fact that this particular goal item is listed as the last three bottom perceived goals, and it is placed on the list of top eight preferred goals at the other end.

Those goals which public librarians feel are currently receiving too much attention are the following:

To encourage centralization in library processing and service.

To apply data processing techniques to the operation of the library.

To develop a collection in accordance with research needs.

To foster special collections of books and materials.

To establish and maintain long library hours.

It is most striking to note that public librarians feel that the Library has stressed too strongly centralization in library processing and service. On the perceived goal list, this item is ranked as number four, but it drops to the rank order of twenty-two on the preferred goal list. Another interesting point is that the goal of applying data processing to the Library falls from the top tenth place on the perceived goal list down to the bottom ten goals on the preferred goal list. The reason behind this as to how and why public librarians feel this way is a very interesting topic for a future study. In addition, even though the goal of maintaining long library hours ranks only twenty on the list of perceived goals, there is strong feeling that it is still too much emphasized. The public library, as a service organization, exists



to provide service to users. In general, users prefer the library to maintain longer hours for their convenience. As to why public librarians think that this is one of the least important goals deserves our further study in this area.

One last observation we have made is to have an examination among all perceived and preferred goals between the University of Minnesota Library and the Minneapolis Public Library. We discovered that the two top library goals are congruent between actual and ideal goals for both library systems. These two library goals seem to be agreed upon as very important by all librarians. They are the goals of getting funds from the government and providing funds for books. After all, the library, as a non-profit public service organization, depends heavily on its financial support. These two libraries cannot survive without any or an adequate book fund, and certainly cannot function properly without governmental support. Therefore, it is no surprise to us that these two goals have been so emphasized by both libraries. At the other end, we find no congruent library goals shown on the bottom list of the

perceived and preferred goals for both library systems.

Comparative Analysis of Library Goals in Two Libraries

In the previous section, a "perceived-preferred" goal comparison was made between the University of Minnesota Library and the Minneapolis Public Library. This has provided us with an over-all picture of the relationship between these two goals for both library systems. We wish now to concentrate our effort on the analysis of "perceived" goals. After all, the purpose of our study is to examine these two libraries' existing goals with regard to structural and milieu requirements.

In this section, we are particularly interested in the statistical analysis of these five pervasive library goals (See Appendix A). These five categories of general library goals are: service, instruction, research, collection development and maintenance goals. In order to classify the collected thirty-eight library goals properly, we first arranged those goals in an appropriate category according to our best knowledge and then we showed them to several judges. We continuously rearranged and improved them until we were finally satisfied. All the goal items under each category

are supposed relevant and pertinent to the pervasive goals. For example, we assume that the category of collection development goals contains the following goal items: providing funds for books, developing acquisition policy, encouraging gifts etc., buying microform materials, getting special collections, and maintaining audio-visual materials. All these aforementioned goal items are assumed to reflect the meaning of collection development.

There are two kinds of statistical analysis of the perceived goal data that we will discuss in this section. First, we examine the relationship of the rank order of perceived goals by type of libraries. In other words, we would like to find out how each individual goal ranks in a category by comparing it with other goals. For example, in the category of instruction goals, we want to find out how the goal of providing orientation ranks in relation to others in each library system. By using the measurement of the mean score, we can assign a rank order for each goal item. After we have two sets of rank orders for both libraries, we then compare them for agreement. The method we use for

comparison of two rank orders for agreement is the Spearman Rank Correlation. The other statistical analysis of perceived goals is to find out the rank order of standardized mean scores of these five pervasive library goals. In this way, we can find out the relative importance goal in each library by comparing their own goals. The method of Armor's Theta will be used to test the reliability of scale.

#### The Rank Order of Perceived Library Goals

The first category of the five pervasive library goals we examine is the service goals. We would like to find out the relationship of the rank order of perceived service goals between the University of Minnesota Library and the Minneapolis Public Library.

Table 6.3 shows that there are nine goal items under the category of service goals. In the case of the University Library, we assign a rank order for each goal item by comparing their mean scores. The greater the mean score, the higher the rank order. For the University Library, the top ranked service goal is to promote interlibrary cooperation, and the bottom one is to provide recreational materials. For the Minneapolis Public

Table 6.3.--The Rank Order of Perceived Service Goals by Type of Library

Service Goals	University Library		Public Library	
	Mean	Rank	Mean	Rank
Meeting community needs	3.266	4	3.897	2
Have long library hours	3.546	3	3.373	8
Reallocate resources	2.738	8	3.567	7
Promote interlibrary coop.	3.863	1	3.882	4
Encourage centralization	2.932	7	3.896	3
Intralibrary cooperation	3.686	2	3.838	5
Provide rec. materials	2.101	9	3.927	1
Apply data processing	3.083	5	3.641	6
Provide better equipment	3.000	6	3.154	9

Spearman Rank Correlation

$$r_s = 1 - \left[ \frac{6 \left( \sum d_i^2 \right)}{N(N^2 - 1)} \right] = 0.150$$

Library, the goal of providing recreational materials, in this category, is most emphasized. The least important service goal, according to public librarians, is to provide better equipment to users. If we employ the Spearman Rank Correlation to measure the agreement of rank orders between these two libraries, we get:  $r_s = 0.150$ . As Spearman's  $r_s$  shows a value of +1.0 whenever the rankings are in perfect agreement, -1.0 if they are in perfect disagreement, and zero if there is no relationship whatsoever. Since the Spearman Rank Correlation is only 0.150, agreement between these two libraries was quite low. It is evident by examining the goal of providing recreational materials, the Public Library ranks it the most important service goal and yet the University Library considers it as the bottom service goal.

One thing we have to keep in mind is that we cannot compare each item under this category of service goal between the University Library and Public Library. For instance, we should not compare the goal of meeting community needs between these two libraries. If so, the comparison would be meaningless. There is no necessary relationship between mean scores or rank orders for

this given goal item. We cannot say that the Public Library goal of meeting community needs is more important than the University Library goal of meeting community needs. This kind of comparison would be misleading. All we know is that the goal of meeting community needs, according to Public Library librarians, is ranked as the second most important goal compared to other service goals in the same category. On the other hand, the University Library goal of meeting community needs is just ranked in the middle of all service goals in that category.

We wish now to turn our attention to the rank order of perceived instruction goals by type of libraries (Table 6.4). If we compare these two sets of rank orders between the University Library and the Minneapolis Public Library, we find that the ranking on each goal item agrees quite closely. The Spearman Rank Correlation shows a value of 0.563. This means that the agreement between these two sets of rank orders is fairly high. They tend to agree with each other on the importance of each instruction goal item in the same category. The only item in the category of instruction goal which they do not seem to agree with

Table 6.4.--The Rank Order of Perceived Instruction Goals by Type of Library

Instruction Goals	University Library		Public Library	
	Mean	Rank	Mean	Rank
User access to info, etc.	3.548	2	3.544	2
Meet instructional needs	3.718	1	2.983	5
Promote staff excellence	3.340	3	3.632	1
Communication--coop. with Patron	2.852	5	3.000	3.5
Provide orientation	2.950	4	3.000	3.5
In-service training	2.333	7	2.896	6
Provide user instruction	2.418	6	2.262	7

Spearman Rank Correlation

$$r_s = 1 - \left[ \frac{6 \left( \sum d_i^2 \right)}{N(N^2-1)} \right] = 0.563$$



is the goal of meeting instructional needs. The university librarians rank it as their most important instruction goal, and the public librarians pay less attention to it.

As we examine the rank orders of perceived research goals for both library systems on Table 6.5, we find that the rankings on all research goals for the University Library tend to agree strongly with the rankings on the same items for the Public Library. It is surprising to see the result of the rankings for each of these two libraries. On many items of the category of research goals, they both agree with the rankings. They are: developing, program budget, meeting research needs, and staff research-teaching. The agreements between other research goals for the two libraries are very close. Therefore, we get the Spearman Rank Correlation as high as 0.810.

Again, the Spearman Rank Correlation shows a high value of 0.771 for all perceived collection development goals between the University Library and the Public Library (Table 6.6). These two libraries tend to agree with the ranking on four out of a total of six

Table 6.5.--The Rank Order of Perceived Research Goals by Type of Library

Research Goals	University Library		Public Library	
	Mean	Rank	Mean	Rank
Develop program budget	3.392	2	3.563	2
Support experimental programs	2.770	7	3.227	5
Encourage innovation	2.813	6	2.955	7
Meet research needs	3.760	1	3.576	1
Better staff balance	3.117	3	3.106	6
Staff research-teaching	2.684	8	2.424	8
Fund special projects	2.902	5	3.364	4
Improve org. structure	2.960	4	3.394	3

Spearman Rank Correlation

$$r_s = 1 - \left[ \frac{6 \left( \sum d_i^2 \right)}{N(N^2-1)} \right] = 0.810$$

Table 6.6.—The Rank Order of Perceived Collection Development Goals by Type of Library

Collection Develop. Goals	University Library		Public Library	
	Mean	Rank	Mean	Rank
Provide funds for books	4.098	1	4.197	1
Develop acquisition policy	3.206	2	3.727	2
Encourage gifts etc.	2.405	6	3.364	4
Buy microform materials	2.921	4	3.016	6
Get special collection	3.194	3	3.409	3
Maintain audio-visual	2.474	5	3.273	5

Spearman Rank Correlation:

$$r_s = 1 - \left[ \frac{6 \left( \sum_{i=1}^n d_i^2 \right)}{N(N^2-1)} \right] = 0.771$$

collection development goals. They both contend that the goal of providing funds for books and the goal of developing acquisition policy are the two most important collection development goals.

The last category for which we would like to determine the Rank Correlation is maintenance goals. Table 6.7 reveals that the ranking on each maintenance goal for the University Library is quite consistent with the ranking for the Public Library. They both agree with each other that the two most important maintenance goals are to get funds from the government and to provide housing-storage for the library. The Spearman Rank Correlation for this category of maintenance goals shows a value of 0.649, which means that the agreement of rankings between these two libraries is very high.

#### Statistical Analysis of Library Goals

In previous discussions, we have compared and examined the library goals within each category. We have discussed the position of the ranking on each goal in relation to other goals within the same category. For instance, in the category of service goals, the

Table 6.7.--The Rank Order of Perceived Maintenance Goals by Type of Library

Maintenance Goals	University Library		Public Library	
	Mean	Rank	Mean	Rank
Improve working conditions	3.121	5	3.215	5
Provide housing-storage	3.350	2	3.652	2
Get funds from govs.	3.652	1	4.349	1
Recruit minority staff	2.88	6	3.062	8
Provide salary-status	2.870	7	3.440	3.5
Library environment	3.240	3	3.440	3.5
Get support from local sector	2.217	8	3.197	6
Support staff-faculty orgs.	3.232	4	3.194	7

Spearman Rank Correlation

$$r_s = 1 - \left[ \frac{6 \left( \sum d_i^2 \right)}{N(N^2-1)} \right] = 0.649$$

goal of promoting interlibrary cooperation is ranked in comparison to other service goal items. Now we will move on to discuss all those five pervasive library goals together; namely, service, research, instruction, maintenance and collection development goals. We would like to investigate the significance of each pervasive goal in comparison to the other four pervasive goals in each library. In other words, we want to discover which one of the five pervasive goals is most important at the University of Minnesota Library or at the Minneapolis Public Library: service, research, instruction, maintenance or collection development goals?

The method we use to find out the relative ranking on each category of library goals is to look for its composite mean score. We believe that the usage of composite mean score to measure the importance of goals is best for this study. First, we compute each individual mean score for each goal item under each category. Then we add them up and get a total. Next, we take this sum and divide it by number of goals in that category, and come out with the composite mean score. We employ the same procedure for each of the

five pervasive goals. After that, we rank them according to their composite mean score for each library.

In order to test the reliability of each composite scale, we use the Armor's Theta (Armor, 1974). Armor's Theta indicates the proportion of variance in a composite measure which is reliable. To the extent that the component items are positively intercorrelated, Theta will be high. The reliability value (Theta) ranges from zero to one. The higher the value, the better the reliability. Table 6.8 indicates that each of the composite measures is quite reliable. By computing the reliability of each scale on each of the library groups, we have in a sense provided a stability check for the reliability estimates. Since the Thetas are relatively high and stable, we conclude that the five composite measures are reliable.

Table 6.8 shows that the rank order of those five pervasive goals for the University Library is as follows: service, research, instruction, maintenance, and collection development. Although the rank order shows that the service goals are considered the most important and the collection development goals the least important ones for the University Library, the difference between them

Table 6.8.--The Rank Order of Composite Mean Scores (CMS) of the Perceived Library Goals by Type of Libraries

Goals	University Library		Public Library	
	CMS	Rank	CMS	Rank
Service	3.096	1	3.661	1
Research	3.076	2	3.184	4
Instruction	3.031	3	3.048	5
Maintenance	3.025	4	3.431	3
Collection Department	2.986	5	3.491	2

\*Armor's Theta =  $\left(\frac{K}{K-1}\right)\left(1 - \frac{1}{\lambda_1}\right)$ ,

when K = the number of items in the composite measure, and  $\lambda_1$  = the eigenvalue of the first principal component factor underlying the intercorrelations of those items.



is very small, according to their composite mean scores. Since the differences of the composite mean scores are somewhat less than .05, they are not statistically significant. We might say that the University Library views all these five pervasive goals as quite equally, as far as their importance is concerned.

On the other hand, the Public Library shows their relative rankings of those five pervasive goals as follows: service, collection development, maintenance, research, and instruction. According to its composite mean score, the service goal is particularly singled out as the most important library goal, collection development and maintenance goals are very much close to each other, and the research and instruction goals are lower.

To summarize, we may say that both libraries consider their service goals as the most important one. The library, as a service organization, exists to provide services to users. The University of Minnesota Library treats all these five pervasive library goals pretty much equally important. However, the research and instruction goals are the least important goals for the Minneapolis Public Library, according to their

librarians' opinions.

Summary and Conclusion of the Library Goals as Responses  
to Structural and Milieu Requirements

This thesis is a comparative case study of library goals from the two largest research libraries in the State of Minnesota, namely, the University of Minnesota Libraries, Twin City Campus, and Minneapolis Public Library. The purpose of this study is to examine the library goals as responses to historical circumstances, structural, and milieu requirements.

The study begins with a description of the rise of the Minnesota library system, then it goes on to discuss the history of Minnesota's two largest libraries. Through its history, the library's philosophical basis and determination of goals were explicitly explained. Over a period of time, we observed that library goals had been shaped under historical circumstances. The history of libraries of other organized social activities and environments necessarily reflects the history of the institutions and the public they serve. This is easily apparent in the remarkable development of public libraries to meet the needs of a rapidly increasing

reading public with an increasing variety of demands.

We discussed the relationship between library goals and social structure for both library systems. We described how characteristics of social organization would affect their goals. Library goals are bound to be related to its organization's economic condition, authority structure, degree of bureaucratization, professionalization of the staff, and other characteristics. Furthermore, the major properties of the milieu of a library are the important factors in shaping the goals of that library. The common features of university curricula and research activities have been generally reflected in the library collections. Their social environments have affected the disposition of their library funds.

In addition to the historical documentation research, we have employed other research methods of participant observation, interview and questionnaire techniques for this study. Based on the data we collected primarily from the questionnaire we sent to all librarians from both libraries, we have gained insights on perceived and preferred library goals of both systems. Hopefully, this limited case analysis will yield a fruitful hypothesis for a future expanded study in this

area. Since this is a pilot study of its kind, our primary responsibility is to identify the library goals and find out the important variables worth studying. Based on such intensive case analysis, a future large-scale study of library organizational goals can thus be hoped to include more in-depth information. In a further research of this area, a clearer definition of library goals and activities needs to be distinguished, insights and viewpoints toward the library goal need to be obtained from both users and library sponsors, and certainly a large-scale sample of national or regional study needs to be drawn. Also, library goals do change and a continuous research in this area is therefore required.

According to our finding, it appears a safe conclusion to suggest that library goals are changed and affected with regard to their structural and milieu requirements. Both the academic library and the public library tend to emphasize the "service" goal. However, the academic library seems to show more concern for "instruction" and "research" goals than the public library, whose concern for "collection development" and "maintenance" goals is stronger. Further research in this field is needed to verify all these.

**APPENDIX A**

**METHODOLOGY**

## METHODOLOGY

### Development of the Research and the Central Questions

In order to carry out a more thorough research of library organizational goal study, the scope of the study has been reduced to a manageable size. Only one large academic library and one large public library have been chosen for a comparative case analysis. We believe that an intensive study is more proper at this stage because this is pioneer work in this field. This is the first of its kind to study the library organization in a systematic sociological approach. Hopefully, the depth of insight afforded by case analysis will yield fruitful hypotheses for a later full-scale study.

The library organization has been increasingly recognized by society in recent years. In order to answer the question of whether the library constitutes a legitimate object of grievance or not, we need some hard data. The goals of the libraries should first be identified. Although this subject is often simply taken for granted, it is rarely discussed in any detail and such statements of goals as are usually made are

vague. To say merely "to provide services or sources" is hardly enough since it leaves open the central question. To provide what services or sources, and to whom? The use of the goal concept in this setting becomes excruciatingly difficult. This commonly stated goal of libraries is almost by definition too vague to serve as much of a guide for organizational analysis or practice. Therefore, this study attempts to find out answers to this question. After having found out what the goals of the library are, how librarians feel about them, and what some of the variables are, we shall turn to the question of whether there is any relationship between the various kinds of libraries and the kinds of goals that the library pursues. In addition, differences in background affecting the way people perceive the library organizational goal may be thoroughly studied.

In spite of different goal perspectives, there is one thing in common toward the definition of the goal. That is: organizations pursue a variety of goal for accomplishing the ends. Furthermore, a lot of research works have convinced us that goals are multiple, conflicting, pursued in sequence, open to public

bargaining, and problematical, rather than obvious and given. The major attempt of this study is to try to identify the important library goals and to find out what are the important variables worth studying. Since this study is focused mainly on library goal analysis, the following are the central questions:

Libraries have multiple and conflicting goals rather than a single goal.

What are the most important and least important goals in the public library, according to librarians?

What are the most important and least important goals in the academic library, according to librarians?

What do librarians feel the most important and the least important goals should be in the public library?

What do librarians feel the most important and the least important goals should be in the academic library?

Has the traditional goal concept of "all things to all men" for the public library changed today?

What are the analyses of library goals?

In a longitudinal study, how and why does the library shift its goals?

In the case of the public library, what are the differences between the goals of the central library and the community service libraries?



How do administrators differ from librarians in their perception of library goals?

Are there any goal conflicts among various units in the library?

Do organizational goals in the library change?

How do library goals change? From external forces or internal sources?

Do changed environmental and technological demands lead the library to redefine its goals?

The relationship between goal perception and other variables, such as sex, age, major field of study, educational background, professionalism, and years in library service etc.

All these central questions have been reviewed and revised many times. Some of these questions have been brought up by the librarians over and over but they have never found satisfactory answers to them. Before these questions were drafted we discussed these issues with librarians from both library systems. After a careful screening, only the most important and crucial ones were left for further investigation. One staff member from the University of Minnesota Library System made the following remark in January, 1973:

The University Library has existed for over a hundred years and there has not been any official goal statement appearing in any document. We need a set of ranked goals to guide our library programs. During the financial crisis, the

issue of priority budget items becomes extremely crucial. Is it important to identify the most important goals for the University Libraries? Do the goals change in accordance with the teaching curriculum or do they tend to stay the same? I think these questions deserve a systematic study.

All these aforementioned questions could be transformed into the following statements. Hopefully, they will be verified and confirmed in this study. Because of the nature of limited case analysis, some of them may have to wait until a future study in this area.

Library goals are multiple.

Library goals are conflicting.

The top ranked goals of the academic library are different from the public library, according to librarians.

The top ranked goals perceived by the branch or departmental librarians are different from those central librarians.

There is a difference at the library between a goal ideally and a goal actually.

The academic librarian perceives the five pervasive library goals differently from the public librarian.

The academic library tends to pay more attention to "instruction" and "research" goals than the public library.

Library administrators perceive goals different from the staff members.

There are always conflicting goals between technical service units and public service units.

Library goals do change from time to time, either long-term or short-term, and they are affected by the environment.

Librarians perceive goals differently according to their varied background.

#### The Research Instrument

To develop the research instrument is neither a simple nor an easy task. The most difficult thing is to identify the goals which are not listed in any written documents and yet exist somewhere. John R. Haak illustrated this situation quite clearly in his article "Goal Determination" (Library Journal, May, 1971). After a long process of searching, a list of thirty-eight operative goal statements were gathered as the basis of the research instrument.

In order to develop an inclusive listing of goal statements, several methods have been employed. First, all the annual reports from both library systems were read and reviewed. Reports which emphasize activities which may be counted serve to legitimize these activities as goals. Particular attention has been paid to those annual reports containing information pertaining to goals. All pertinent goal statements from various reports

were solicited. As a result, it provides the basis to form the research instrument. Secondly, many goal statements were gathered as the result of the committee's work. In recent years, the libraries have turned their attention to develop a set of goals in order to guide the library programs. As a staff member of the University of Minnesota libraries, the writer had served on the Ad Hoc Committee on Library Goals, Reference Service Department, during the winter quarter, 1973. Owing to the joint effort of committee members, a list of library goals and objectives were formulated. We have used this list as a supplement to our original listing. Thirdly, we have interviewed formally and informally many staff members from both library systems. We have asked those librarians what are library goals. By employing this method, several goal statements were added or eliminated from the original list. Lastly, a literature searching through all pertinent library sources to find out all possible library goals. As a result of using the aforementioned four methods a final listing of thirty-eight library goal statements were selected. They will be listed and categorized as follows:

Service Goals

- To apply data-processing techniques to the operation of the library.
- To provide better equipment facilities for users.
- To develop a collection in accordance with the community needs.
- To establish and maintain long library hours.
- To promote reorganization and relocation of resources and facilities.
- To encourage interlibrary cooperation and exchange.
- To encourage centralization in library processing and service.
- To cooperate with other library systems of the community.
- To provide patrons the library materials for recreational use.

Instruction Goals

- To provide the user with easy access to library information, resources and systems.
- To develop a collection in accordance with instructional needs.
- To promote the continued excellence of the library staff.
- To establish communication and encourage cooperation with the patron and the library board or committee.
- To provide general orientation in library use and operation.

To strengthen a strong program of orientation in-service training for all staff members.

To provide in-depth instruction in library use.

#### Research Goals

To continue developing a program budget for library operations.

To provide financial support for existing and projected library experimental programs.

To encourage innovation and re-evaluation of administration and operation.

To develop a collection in accordance with research needs.

To develop a better staff balance (professional/para-professional/ non-professional).

To encourage greater numbers of research and teaching projects among the staff.

To seek more funds for the various library special projects and programs.

To continue to evaluate current organizational structures and improve operations.

#### Collection Development Goals

To provide adequate funds for acquisitions and for the book fund.

To develop a dynamic and selective acquisition policy.

To encourage gifts and endowments from the private and business sectors.

To encourage the purchase of microform materials.

To foster special collection of books and materials.

To increase the effort of maintaining the audio-visual collection.

#### Maintenance Goals

To improve working conditions for library staff.

To provide for adequate housing and storage space.

To secure sufficient funds from the city, state, and federal governments.

To recruit more qualified minority staff to the library system.

To continue to provide salary and status incentives.

To improve the environment of the libraries for users.

To secure financial support from local business and business sectors.

To continue to support the library faculty and/or staff organization and to encourage its growth and development.

After drafting such a list of goal statements, a pre-test was taken by sending it to a dozen librarians. Their comments and suggestions have been carefully reviewed. As a consequence of such pre-test, some changes in the listing of goals were made. In addition, this list was also shown to several professors in the field of organization. After all these processes, a final

list of thirty-eight goals has thus been compiled.

Group of Respondents and the Unit of Analysis

This research is an empirical study to analyze the library organizational goals. Basically, this is a comparative case analysis between two large research libraries in the State of Minnesota. There are four types of libraries: academic, public, school and special libraries. In general, academic libraries are those existing in higher educational institutions such as college and university libraries. Public libraries are those like city, county, or state libraries. They are usually governmental libraries. School libraries refer to those libraries at the secondary or elementary schools. Special libraries refer to those which have a particular function; their collection is generally devoted only to one subject area and they tend to serve especially one type of clientele. Libraries within large firms belong to this category. The professional qualifications and standard requirements for these four types of librarians are quite different. However, the criteria of these requirements are relatively similar between academic and public librarians.



library itself as a single individual. In this study, two library organizations were compared, the similarities as well as the differences. For example, do academic library goals differ from public library goals? On the other hand, an individual analysis may be used to relate to some other attributes. For instance, we may examine the public library as to how branch librarians perceive goals different from central librarians in the public library.

#### Data Collection and Data Analysis

The case study approach has been employed for this research. Traditionally the case study has been thought of as a kind of qualitative analysis. It is through the development of qualitative techniques that the case study becomes most efficiently used in social research. The case study approach has been praised as a set of useful research techniques, such as the use of written documents, collecting histories, adjusting the wording of questions to fit the peculiar experience of the respondent, sharing experiences with the individuals being studied. The use of qualitative coding permits the use of written documents in a systematic way. The interview guide is one form of questionnaires which

allows flexible and alternative wording of questions as needed. Participant observation is used in the early stages of formulating the research problem.

Fundamentally, there are two kinds of approaches being used for this study. These two methods of data collection are as follows:

#### Written Records and Participant Observation

Since the investigator is a member of the University Library system, he might have access to the kinds of records that show the nature of resource allocations. However, the investigator can also determine operative goals through the use of multiple methods of data collection from a variety of goal indicators, such as the development of personnel, growth patterns among departments, examination of available records etc. In addition, the research method of participant observation can be used for a supplement.

#### Questionnaire and Interview

Questionnaires will be sent to all professional librarians in both library systems. Interview methods will be used to gather additional information. Open-ended checks will also be included in the questionnaires. Responses from the open-ended items can be checked

against the information gained during interviews. A content analysis of the open-ended questionnaires will be used before measures of association and tests of significance are made on the data. Questionnaires will be sent to all the professional librarians in both library systems. A number will be marked on each questionnaire in order to keep track of the returns.

The advantages of the qualitative and case analysis have been discussed in detail by many writers (Good and Hatt, 1952; Phillips, 1966; Blau and Meyer, 1971), such as gaining in-depth information, providing wide range of detail, latent patterns of behavior becoming apparent, and grasping processes and patterns of behavior as a whole. The major virtue of participant observation was demonstrated by Roth (Timetables, 1963) in a hospital study in which the investigator was a member of the study group.

Among the aforementioned research methods, the primary one we relied on to gather our data is the questionnaire method. In the preliminary stage of developing the questionnaire scheme several devices pertaining to this topic had been evaluated. The one we finally

adopted was the format of a scheme developed by Gross and Grambsch in 1967. They used that questionnaire form to send to university administrators and faculty members to study the university goals. After consulting with Professor Grambsch, we obtained permission to use their questionnaire's format and made some modifications to fulfill our own needs. The next step was to develop a listing of goal statements. It is a time-consuming process, which was reported in an early section. Of all these thirty-eight goals listed, they are mixed and randomly arranged.

We made no special apology for the length of the list. It is the researcher's contention that the study of organizations has suffered from an oversimple view of goals. Most library organizations are characterized as having but one goal and many classifications that are available in the literature are based on such simplified views of organizations. Therefore, a comprehensive listing of goal statements are needed to conduct an in-depth study of this kind.

As indicated, we were interested not only in what the individual thought the goals of the library were but in what they should be. This question was

asked in combination with the question dealing with goals since this made for a more compact instrument. In each case, when the respondent was asked to indicate how important he thought a given goal activity was, he was also asked to indicate how important he thought it should be. Degrees of divergence between the two were thought to be significant. In a sense, this question gets at a set of values or attitudes that the individual has. The following is a sample of our questions:

One of the issues in American education is the proper aims or goals of the library. The question is: What are we as librarians trying to accomplish? Are we trying to assist users for research, to broaden them intellectually, or are there other goals? Below we have listed a large number of the more commonly claimed aims or goals of a library. We would like you to react to each of these in two different ways:

- a. How important is each aim at this library?
- b. How important should the aim be at this library?

In this study, library goals will be observed and measured by focusing upon the behavior and view of all professional librarians of the organization, rather than only on the powerful influences. Sometimes the evidence of decisions regarding budgets, structure and personnel changes will be used to infer goals.

In order to avoid the tendency of librarians to enhance their own organizational goals and to get some measure of degree of emphasis, one should not ask the respondent himself to volunteer a goal statement. Because one wants to keep separate the respondent's perception of what is, from his feelings about what should be, one asks the respondents to serve as informants, telling the researcher how they actually view the library, not how they would like it to be.

When a questionnaire was received, the questionnaire was coded, and the information was transferred to punch cards. The cards were then ready for analysis. We will use SPSS computer program system to assist in analyzing the data. On each question the respondent has the choice among five answers: of absolutely top importance, of great importance, of medium importance, of little importance, of no importance. The additional two choices are "don't know or can't say" and "not relevant." When working with information within populations, we will treat the data as interval assuming that each respondent will be consistent in his selection of the best answers. However, for purposes of comparison between populations, we will treat the data as ordinal

thus avoiding any inconsistency in magnitude which might occur between the two populations. Many items will be ranked by the participants on a Likert-type scale which will give the respondent a view of continuity on each of the variables of interest to the investigator.

**APPENDIX B**

**ALPHABETICAL LIST OF ABBREVIATED FORMS OF GOAL ITEMS**



ALPHABETICAL LIST OF ABBREVIATED FORMS OF GOAL ITEMS

Apply data processing	To apply data-processing techniques to the operation of the library.
Better staff balance	To develop a better staff balance. (Professional/paraprofessional/non-professional)
Buy microform materials	To encourage the purchase of microform materials.
Communication--coop. with patron	To establish communication and encourage cooperation with the patron and the library board or committee.
Develop acquisition policy	To develop a dynamic and selective acquisition policy.
Develop program budget	To continue developing a program budget for library operations.
Encourage centralization	To encourage centralization in library processing and service.
Encourage gifts, etc.	To encourage gifts and endowments from the private and business sectors.
Encourage innovation	To encourage innovation and reevaluation of administration and operation.
Fund special projects	To seek more funds for the various library special projects and programs.

Get funds from govs.	To secure sufficient funds from the city, state and federal governments.
Get special collections	To foster special collections for books and materials.
Get support from local sector	To secure financial support from local business and business sectors.
Have long library hours	To establish and maintain long library hours.
Improve organizational structures	To continue to evaluate current organizational structure and improve operations.
Improve working conditions	To improve working conditions for library staff.
In-service training	To strengthen an orientation program through in-service training for all staff members.
Intra-library cooperation	To cooperate with other library systems of the community.
Library environment	To improve the environment of the library for users.
Maintain audio-visual	To increase the effort of maintaining the audio-visual collection.
Meet community needs	To develop a collection in accordance with the community needs.
Meet instructional needs	To develop a collection in accordance with instructional needs.
Meet research needs	To develop a collection in accordance with research needs.

Promote interlibrary cooperation	To encourage interlibrary cooperation and exchange.
Promote staff excellence	To promote the continued excellence of the library staff.
Provide better equipment	To provide better equipment facilities for users.
Provide funds for books	To provide adequate funds for acquisitions and for the book fund.
Provide housing-storage	To provide adequate housing and storage space.
Provide orientation	To provide general orientation in library use and operation.
Provide recreational materials	To provide patrons of the library materials for recreational use.
Provide salary-status	To continue to provide salary and status incentives.
Provide user instruction	To provide in-depth instruction in library use.
Reallocate resources	To promote reorganization and relocation of resources and facilities.
Recruit minority staff	To recruit more qualified minority staff to the library system.
Staff research-teaching	To encourage greater numbers of research and teaching projects among the staff.
Support experimental programs	To provide financial support for existing and projected library experimental programs.

Support staff-faculty organizations

To continue to support the library staff and/or faculty organization and to encourage its growth and development.

User access to information etc.

To provide the user with easy access to library information, resources and systems.

**APPENDIX C**

**THE QUESTIONNAIRE**

Dear Colleagues:

As a librarian, I am very much concerned about the library organization. I am conducting a research project which will provide a comprehensive picture of how librarians view their library, and how they differ in their views of goals.

The purpose of the enclosed questionnaire is to collect factual data. I hope that the findings will be of value to you in your library and a copy of the research report will be made available to your organization.

It would be sincerely appreciated if you could set aside a few minutes in the next couple days and answer each of these questions to the best of your knowledge. Your response will be kept strictly confidential. No individual will be identified in any report of results and no one in the library will see any individual's answers. The number on the questionnaire is simply to keep track of the returns.

Thank you very much for your fine cooperation. Your thoughtful response is extremely important to this study.

Sincerely,

Henry C. Chang

Government Publications Librarian  
Doctoral Candidate in Sociology and Library Science  
University of Minnesota, Minneapolis

December 13, 1973

Dear Colleague:

The majority of the initial questionnaires of November concerning the library organization goal have been returned. Since we have not received your reply, as of today, I am asking you to take a few minutes to fill it out. Your returned questionnaire will be extremely important to the completion of our project. If you have no information to report, please return the questionnaire anyway. The complete form should be returned no later than December 31 to insure the prompt completion of our research.

Thank you for your cooperation.

Sincerely,

Henry C. Chang

P. S. If you have already returned your questionnaire, please disregard this letter.

If you need another questionnaire, please let me know.

Government Publications  
409 Wilson Library  
University of Minnesota Libraries  
Minneapolis, Minnesota 55455

Tel. 373-7813 (Office)  
636-4896 (Home)

January 2, 1974

Dear Colleagues:

Last November we sent you a questionnaire concerning the library organizational goal study. Since you are among the few who have not responded, I am enclosing another copy of the questionnaire for your use.

In order to insure greater reliability of our research, your response will be extremely important to our study. As soon as your questionnaire is received, all the information will be keypunched on the IBM cards. No one in your library, however, will see your answers to the questions, nor will any individual be personally identified. If you really have no information to provide, please return the questionnaire anyway. The deadline for us to collect the data is January 11. Please return your questionnaire to assist our prompt completion of the study.

We greatly appreciate your help on this project.

Sincerely,

Henry C. Chang

P. S. If you have already responded, please discard this questionnaire.



## QUESTIONNAIRE

All questions are about the library at which you are presently employed.

## I. The Goals of the Library.

Each of the following questions will be answered in two different ways:

- 1) How important is each goal at your library?
- 2) How important should the goal be at your library?

Please circle the appropriate symbol beside each question. For each item, only circle one symbol according to the following criteria:

- 5 = of absolutely top importance
- 4 = of great importance
- 3 = of medium importance
- 2 = of little importance
- 1 = of no importance
- 0 = don't know or can't say
- N = not relevant or applicable

1. To provide adequate funds for acquisitions and for the book fund.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

2. To continue to support the library staff and/or faculty organization and to encourage its growth and development.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

3. To improve working conditions for library staff.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

4. To develop a dynamic and selective acquisition policy.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

5. To provide the user with easy access to library information, resources and systems.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

6. To develop a collection in accordance with the community needs.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

7. To provide for adequate housing and storage space.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

8. To establish and maintain long library hours.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

9. To apply data-processing techniques to the operation of the library.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

10. To develop a collection in accordance with instructional needs.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

11. To promote the continued excellence of the library staff.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

12. To encourage interlibrary cooperation and exchange.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

13. To continue developing a program budget for library operations.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

14. To provide financial support for existing and projected library experimental programs.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

15. To encourage gifts and endowment from the private and business sectors.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

16. To secure sufficient funds from the city, state and federal governments.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

17. To provide general orientation in library use and operation.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

18. To establish communication and encourage cooperation with the patron and the library board or committee.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

19. To recruit more qualified minority staff to the library system.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

20. To provide better equipment facilities for users.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

21. To continue to provide salary and status incentives.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

22. To encourage centralization in library processing and service.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

23. To encourage innovation and re-evaluation of administration and operation.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

24. To develop a collection in accordance with research needs.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

25. To develop a better staff balance (professional/para-professional/non-professional).

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

26. To encourage greater numbers of research and teaching projects among the staff.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

27. To encourage the purchase of microform materials.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

28. To improve the environment of the library for users.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

29. To seek more funds for the various library special projects and programs.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

30. To continue to evaluate current organizational structures and improve operations.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

31. To promote reorganization and relocation of resources and facilities.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

32. To secure financial support from local business and business sectors.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

33. To foster special collections of books and materials.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

34. To strengthen an orientation program through in-service training for all staff members.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

35. To cooperate with other library systems of the community.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

36. To provide patrons with the library materials for recreational use.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

37. To increase the effort of maintaining the audio-visual collection.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

38. To provide in-depth instruction in library use.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

In spite of the length of the above list, it is entirely possible that it does not include all goals or objectives which are important to your library. Please include them by adding to the following spaces:

- 39.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

- 40.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

- 41.

IS	5	4	3	2	1	0	N
SHOULD BE	5	4	3	2	1	0	N

## II. Background Information.

Differences in background often affect the way people perceive the organizational goals and how they feel about them. The following questions are asked so that these differences can be studied.

The questions are not to identify you. They are, in fact, designed to preserve your anonymity.

1. Present age group: Under 22 \_\_\_\_\_  
                                   23-27 \_\_\_\_\_  
                                   28-32 \_\_\_\_\_  
                                   33-37 \_\_\_\_\_  
                                   38-42 \_\_\_\_\_  
                                   43-47 \_\_\_\_\_  
                                   48-52 \_\_\_\_\_  
                                   53-57 \_\_\_\_\_  
                                   58-62 \_\_\_\_\_  
                                   63+ \_\_\_\_\_
2. Sex of respondent: Female \_\_\_\_\_ Male \_\_\_\_\_
3. Current marital status: Married and living with spouse \_\_\_\_\_ Other \_\_\_\_\_
4. Your highest level of education:  
     High school or equivalent \_\_\_\_\_  
     Bachelor's degree \_\_\_\_\_  
     Master's degree \_\_\_\_\_  
     Doctorate or additional M.A.s \_\_\_\_\_  
     Other (Please specify) \_\_\_\_\_
5. What was your major field of undergraduate and/or graduate study?  
     Undergraduate major \_\_\_\_\_ Graduate major \_\_\_\_\_
6. In what type of library are you presently employed?
  - a. Academic \_\_\_\_\_ Main library \_\_\_\_\_  
                                   Departmental library \_\_\_\_\_
  - b. Public \_\_\_\_\_ Central library \_\_\_\_\_  
                                   Branch library \_\_\_\_\_
7. With which of the following activities are you engaged in 50% or more of your time:

Circulation\_\_\_\_  
 Reference\_\_\_\_  
 Acquisitions\_\_\_\_  
 Cataloging\_\_\_\_  
 Special collections\_\_\_\_  
 Audio-visual\_\_\_\_  
 Administration\_\_\_\_  
 Other (please specify)\_\_\_\_\_

8. What is the title of your present position (Check the one that is most appropriate)?

Librarian\_\_\_\_  
 Subject Specialist\_\_\_\_  
 Department Head\_\_\_\_  
 Director (including assistant and associate director or equivalent rank)\_\_\_\_  
 Other (please specify)\_\_\_\_\_

9. How long have you been employed in your present library as a librarian?

1 year or less\_\_\_\_  
 1 to 2 years\_\_\_\_  
 3 to 5 years\_\_\_\_  
 6 to 10 years\_\_\_\_  
 11 to 15 years\_\_\_\_  
 16 years or more\_\_\_\_

10. Do you belong to any professional organizations that are directly related to your work activities?

Yes\_\_\_\_ No\_\_\_\_

If yes, please list any work-related professional organizations that you belong to along with the number of years that you have been a member and the number of meetings or programs you attended this past year.

Organization Name	No. of years as member	No. of meetings or programs attended this past year
_____	_____	_____
_____	_____	_____



11. In what occupation, if any, were you employed full-time immediately prior to your first professional library employment? \_\_\_\_\_

12. COMMENTS: PLEASE FEEL FREE TO WRITE IN ANY COMMENTS WITH RESPECT TO GOALS, STRUCTURE AND ADMINISTRATION OF LIBRARY ORGANIZATIONS. ANY SUGGESTIONS CONCERNING THE ANALYSIS OF THE DATA ASSEMBLED THROUGH THIS QUESTIONNAIRE WOULD BE ESPECIALLY APPRECIATED.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

THANK YOU MOST SINCERELY.

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