

Texas State Library & Archives Commission

Assessment of Strategic Direction



BILL & MELINDA
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THE PARTHENON GROUP
Boston • London • Mumbai • San Francisco

October 17, 2011



In 2012, TSLAC will update its strategic plan; given recent and expected budget cuts, the strategic review provides an opportunity to re-evaluate the strategic direction ahead of the planning process



<p>Key Questions</p>	<ul style="list-style-type: none"> • What is TSLAC’s core function, as it relates to public libraries? • What are its comparative advantages? • What do public libraries and library patrons value? • What is the agency’s budget and how is it allocated? 	<ul style="list-style-type: none"> • What activities is the agency currently doing? • Whom do they help? • How much do they cost? • Are they aligned with TSLAC’s comparative advantage and the needs of public libraries and library patrons? 	<ul style="list-style-type: none"> • Are there other initiatives TSLAC could be doing that could allow it to better leverage its comparative advantage? 	<ul style="list-style-type: none"> • How feasible is it for TSLAC to support these initiatives? • How should the agency prioritize them? • Who is best positioned to perform each initiative: the agency, the libraries, or some other party?
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Summary

A Agency needs to hone and clearly articulate strategic priorities

- 1** Libraries perform innumerable services across diverse communities; agency needs to prioritize which functions it supports
- 2** Agency will not have enough funding to make an impact if it chooses to invest in too many initiatives (currently invested in 20+)
- 3** A clearly defined set of priorities may help improve effectiveness of communication with legislators

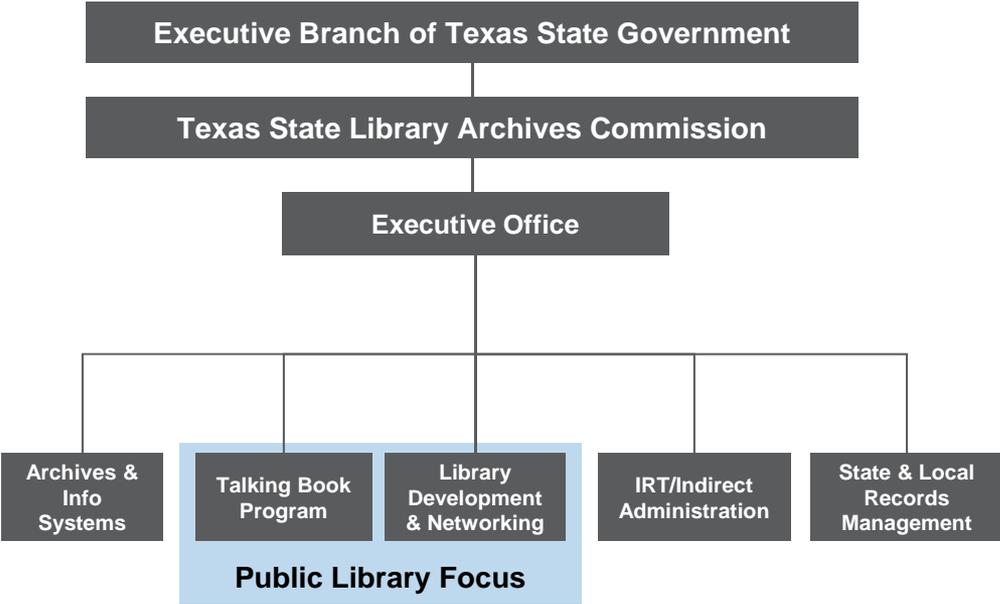
B Access to information is of paramount importance to libraries and their patrons

C Agency should increase proportion of spend in scalable and measurable areas supporting priorities

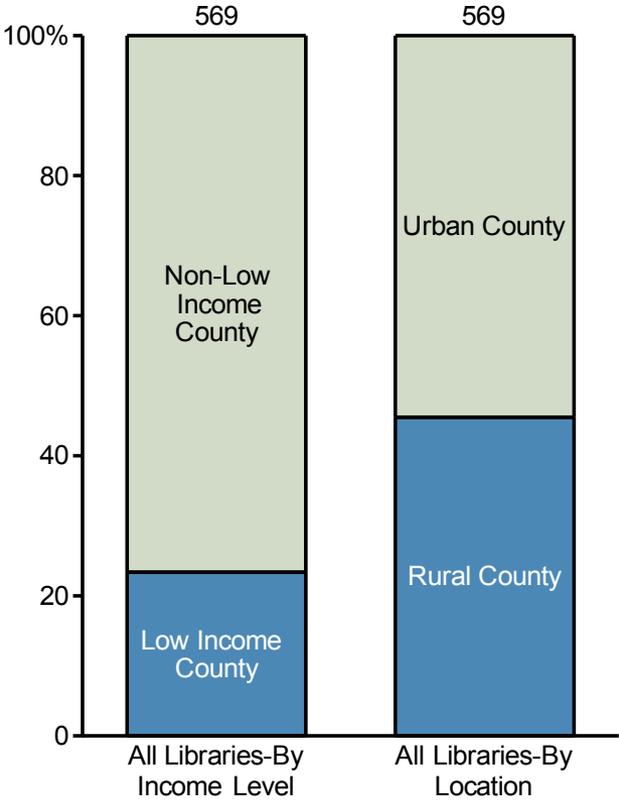


TSLAC has two public library divisions supporting ~570 libraries of different sizes that serve diverse populations...

TSLAC Organizational Structure



Texas Public Libraries by Income Level of Population Served and Location, 2010

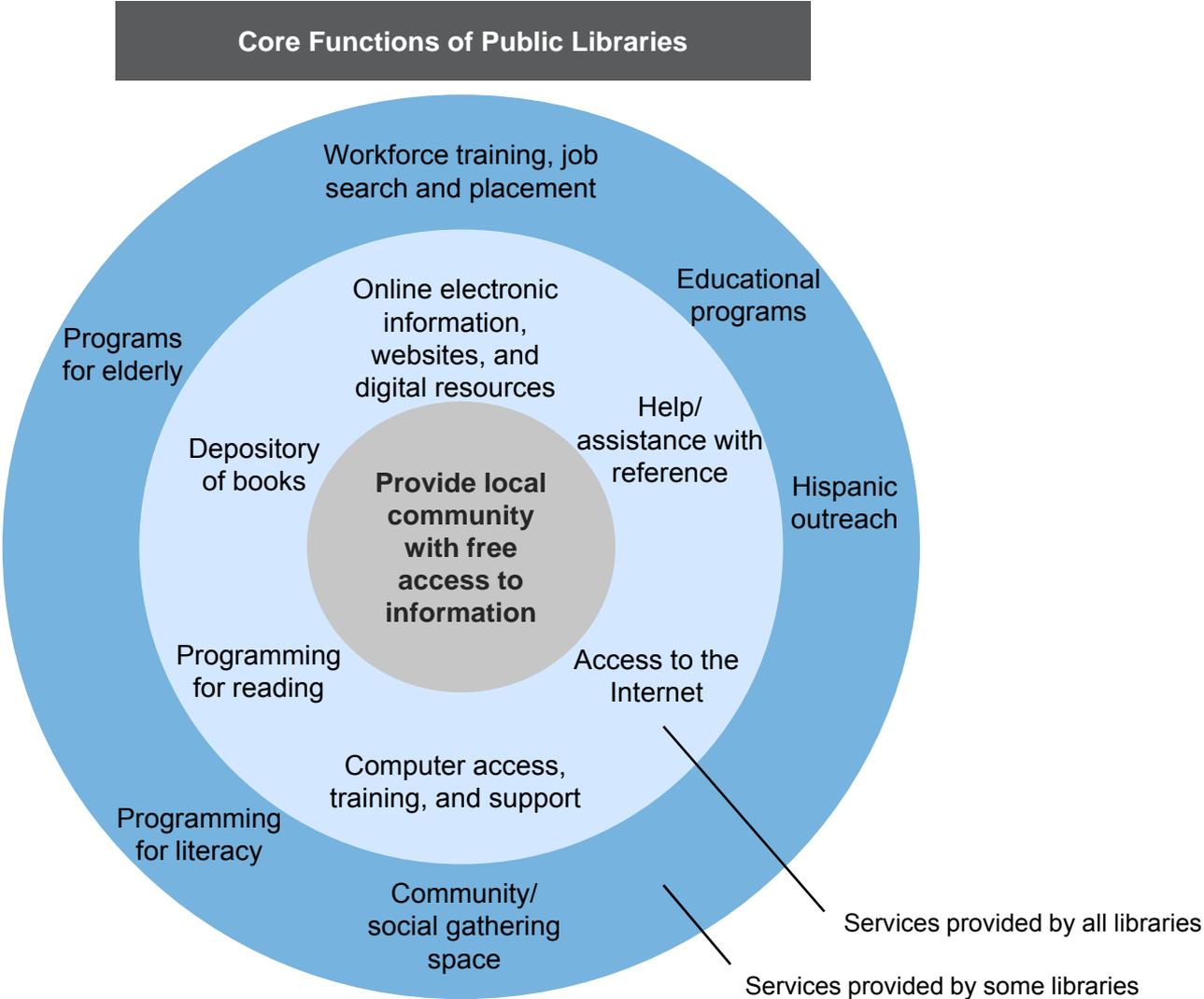


2009 Total Funding for Public Libraries: \$456M
2010 Funding per Library - Median: \$154K, Range: \$1.5K-\$36.6M



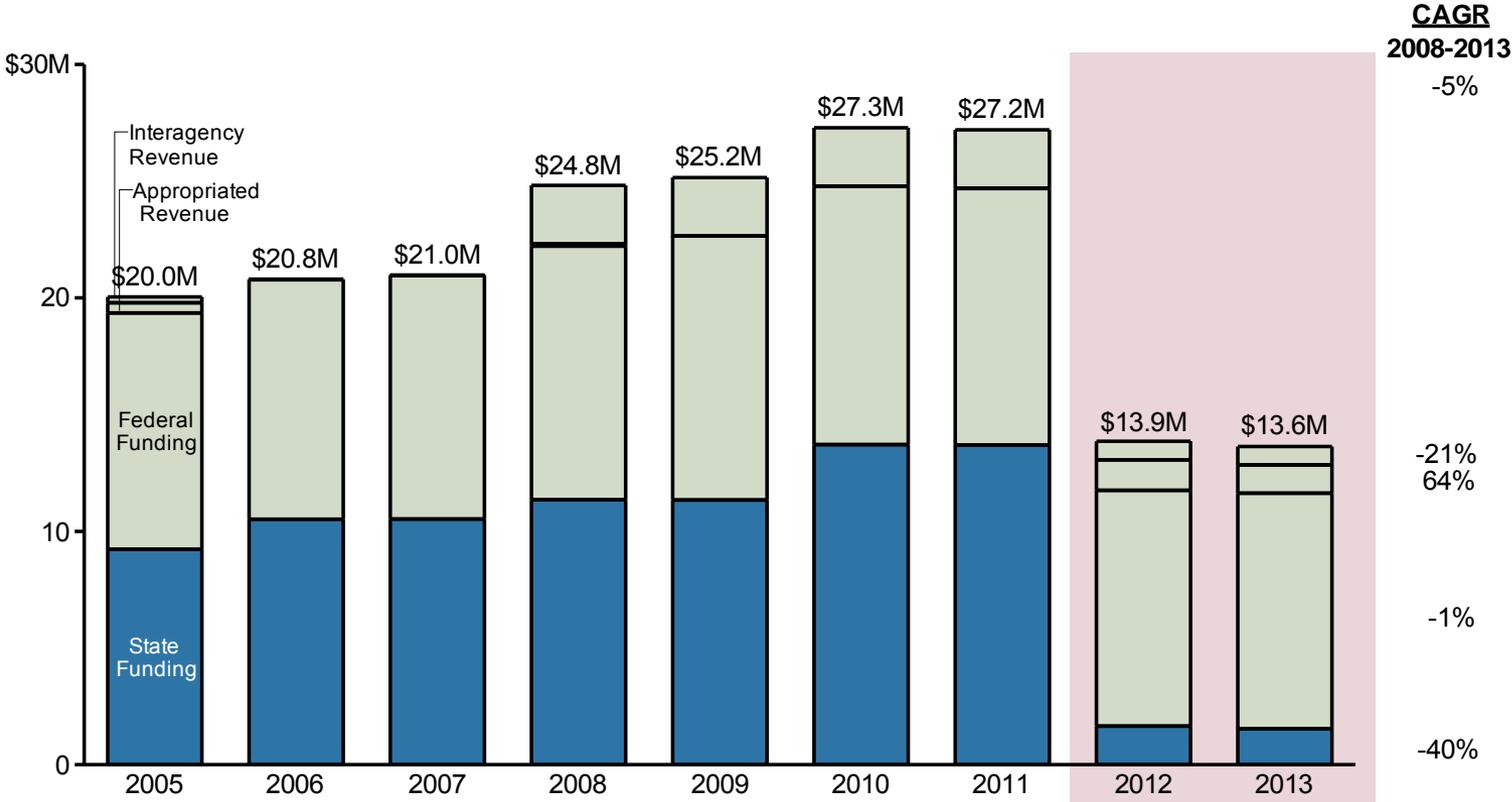
Note: TSLAC fiscal year is September 1st to August 31st; the FY2012 budget includes \$1.7M in BTOP funding; rural counties are defined as Non-Metro counties by Beale code, while urban counties are defined as Metro counties by Beale code Low income counties are defined as counties with a poverty rate of above 20%; library figures include 8 bookmobiles
 Source: TSLAC Strategic Plan 2011-2015; State Library Budget FY 2012-2013; US Census Data; Texas Library Statistics Data 2009; 2010 Texas Public Library Local Statistics

...And which perform a myriad of functions across communities...



...In a challenging economic climate; Agency has limited funds at its disposal...

TSLAC Library Development and Networking Division
Funding, FY2005-2013



State Funding
YOY Growth

14% 0% 8% 0% 21% 0% -88% -7%

CAGR
2008-2013
-5%

-21%
64%

-1%

-40%

2012 per Library Budget:
~\$31K



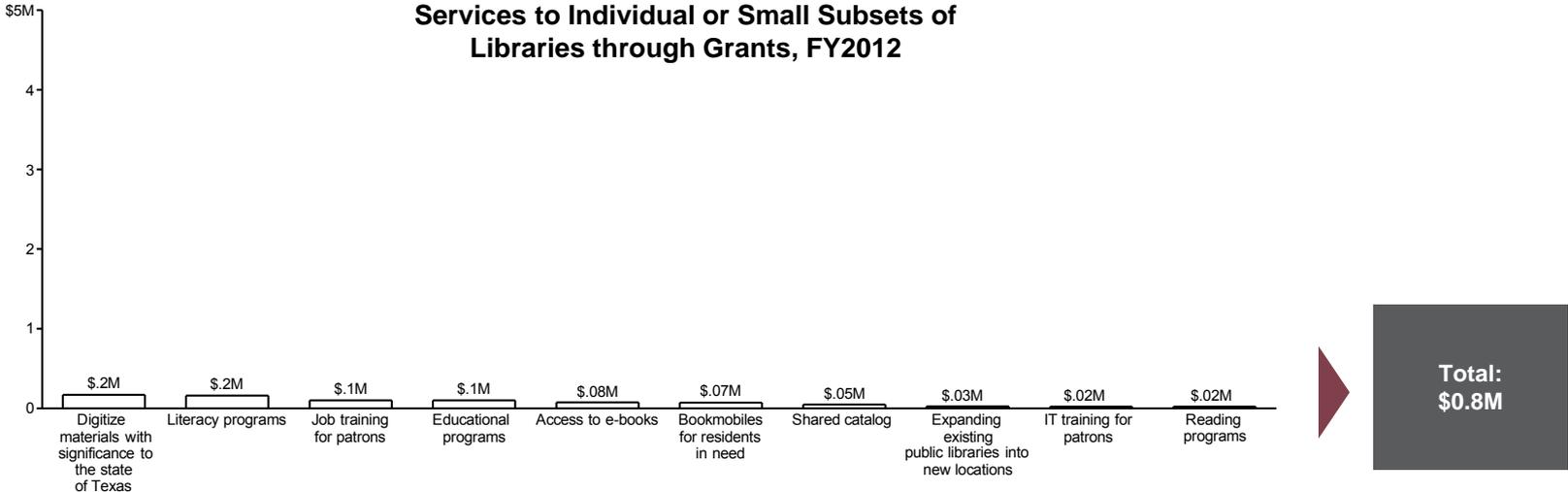
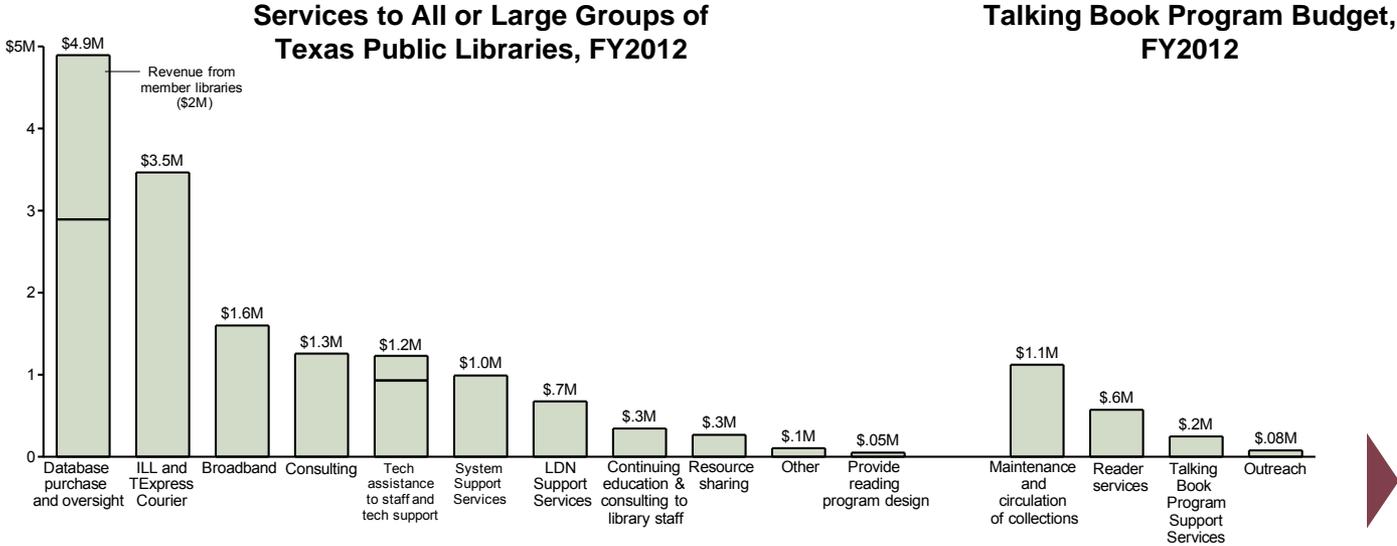
Note: TSLAC fiscal year is September 1st to August 31st; FY2011 through FY2013 numbers exclude Federal BTOP funds (\$7.6M over 3 years)
While federal funding is forecasted to remain consistent from FY2012 to FY2013, further cuts are possible
Source: FY2005-2013 TSLAC Budget, Parthenon interviews

...And is currently supporting 20+ initiatives

Library Development and Networking		Talking Book Program		
Provide and Manage Grants to Public Libraries and Library Systems for...		Provide technical support for library websites and digital electronic information	Interlibrary loan vendor management and TExpress Courier	Reader services (e.g. call centers)
Tech assistance	Digitize materials with significance to state of Texas			
Basic IT training for patrons	Broadband (BTOP-TEAL Grants)	Provide reading program design and materials	electronic information purchase (TexShare, TexSelect) and oversight	Maintenance and circulation of collections
Expanding existing public libraries into new locations (schools and community centers)	Access to e-books	Consulting services (mgmt support)	Accreditation	Public outreach and education
Reading programs	Educational programs			
Literacy programs	Bookmobiles for residents in need	Provide continuing education to library staff	TexShare Card Program	
Consulting services (mgmt support)	Job training for patrons			
Resource-sharing services (e.g., electronic information, shared catalogs)				



It is important, particularly given the agency's declining budget, to prioritize investments and invest behind agreed upon strategic priorities



It will then be important to clearly communicate those priorities to legislators and library patrons

Key Issues

Legislators

1. Head of the Texas budget board perceives these to be the three main functions for TSLAC:
 - Archives
 - Record management
 - Serving people with disabilities

Note: State funding for these functions remained largely intact while library divisions were cut 88%
2. Legislators don't understand key value libraries provide



1. Need a simple "elevator pitch" for libraries (like there are for other TSLAC divisions)
2. The fact that legislators are not clear on the unique functions of the agency (and libraries) may have contributed to funding decreases

Patrons

1. Patrons need to be aware of services that the agency and library are providing in order for greater value to be realized (and measurement showing improvement to be obtained)



1. Key measurements are around use; community needs to be aware of services in order to use them

One State's Solution: Colorado Public Awareness Campaign Example

1. Colorado launched a public awareness campaign to change perceptions of libraries in the face of potential budget cuts
2. Convened advisory committee of librarians to develop message and hired outside firm to design campaign
3. Developed materials such as banners; yard signs; posters; and ads for radio, print, and TV
4. No clear indicators of impact yet
5. Investment was moderate: \$60K for design work; \$75-150K for materials and placement; four internal employees (part-time); 8-12 committee members



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- 2 Agency does not have enough funding to make an impact if it chooses to invest in too many initiatives (currently invested in 20+)
- 3 A clearly defined set of priorities may help improve effectiveness of communications with legislators

B Access to information is of paramount importance to libraries and their patrons

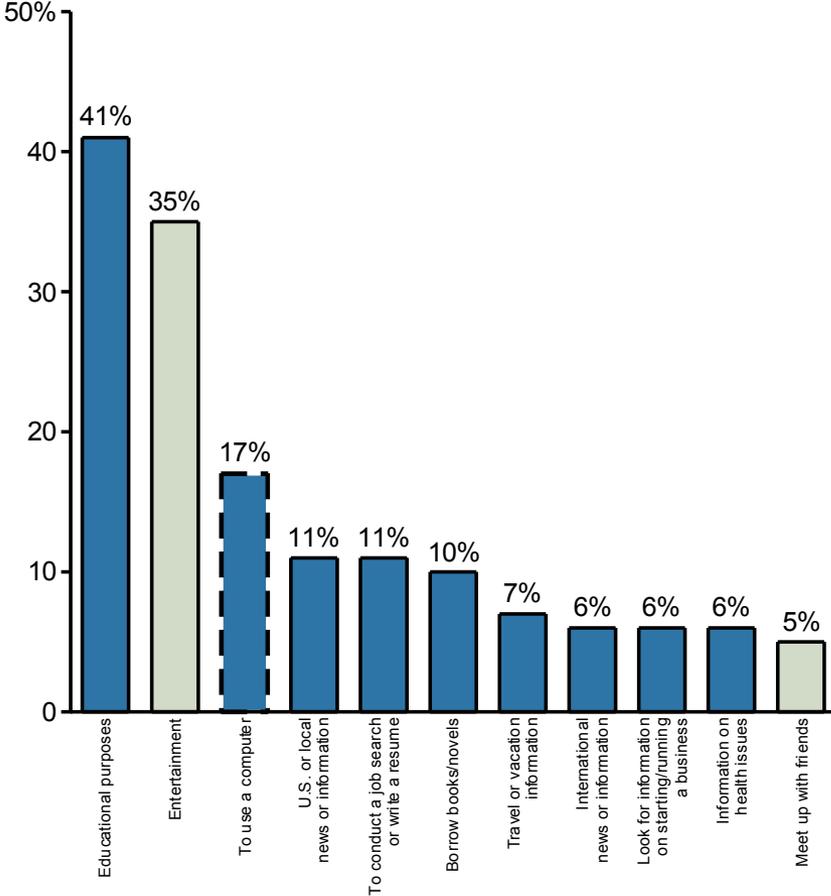
- 1 Library patrons rate access to information (through technology and print) as the most highly valued service provided by libraries
- 2 Public libraries most value shared resource services tied to access to information
- 3 The agency's primary comparative advantage (vs. individual libraries) is its ability to provide scale purchasing and shared resources as well as librarian specific expertise
- 4 Most regional/library-specific grants do not leverage scale

C Agency should increase proportion of spend in scalable and measurable areas supporting priorities

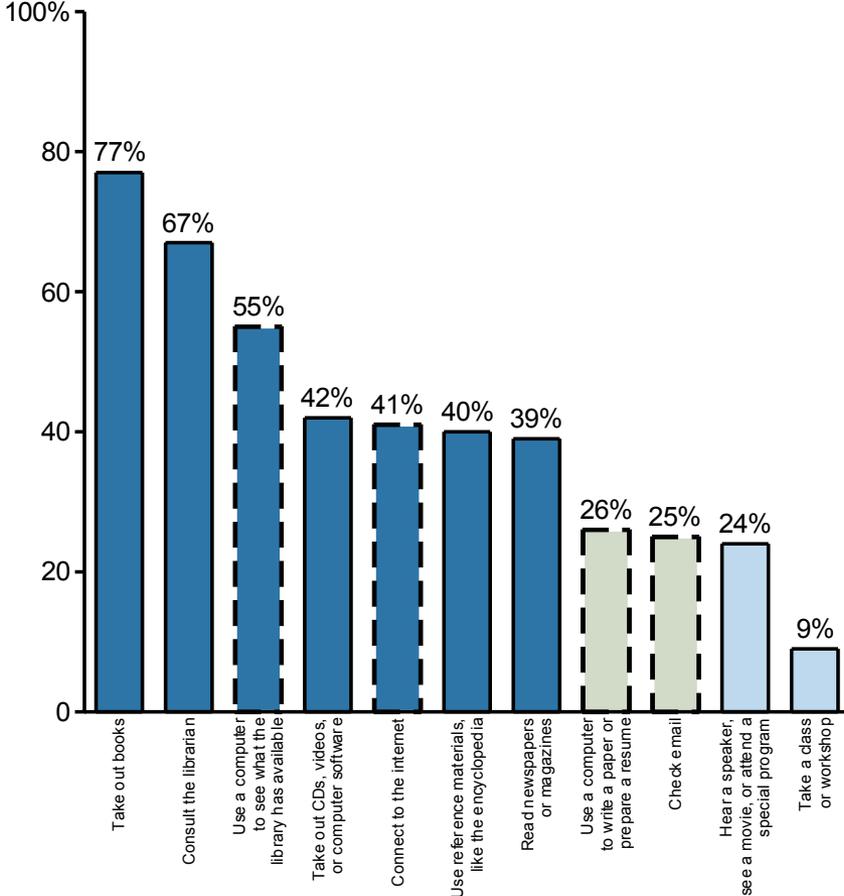


Access to information and use of technology are the dominant reasons people visit libraries nationally

Reasons for Visiting Public Libraries



Services Used During Public Library Visits



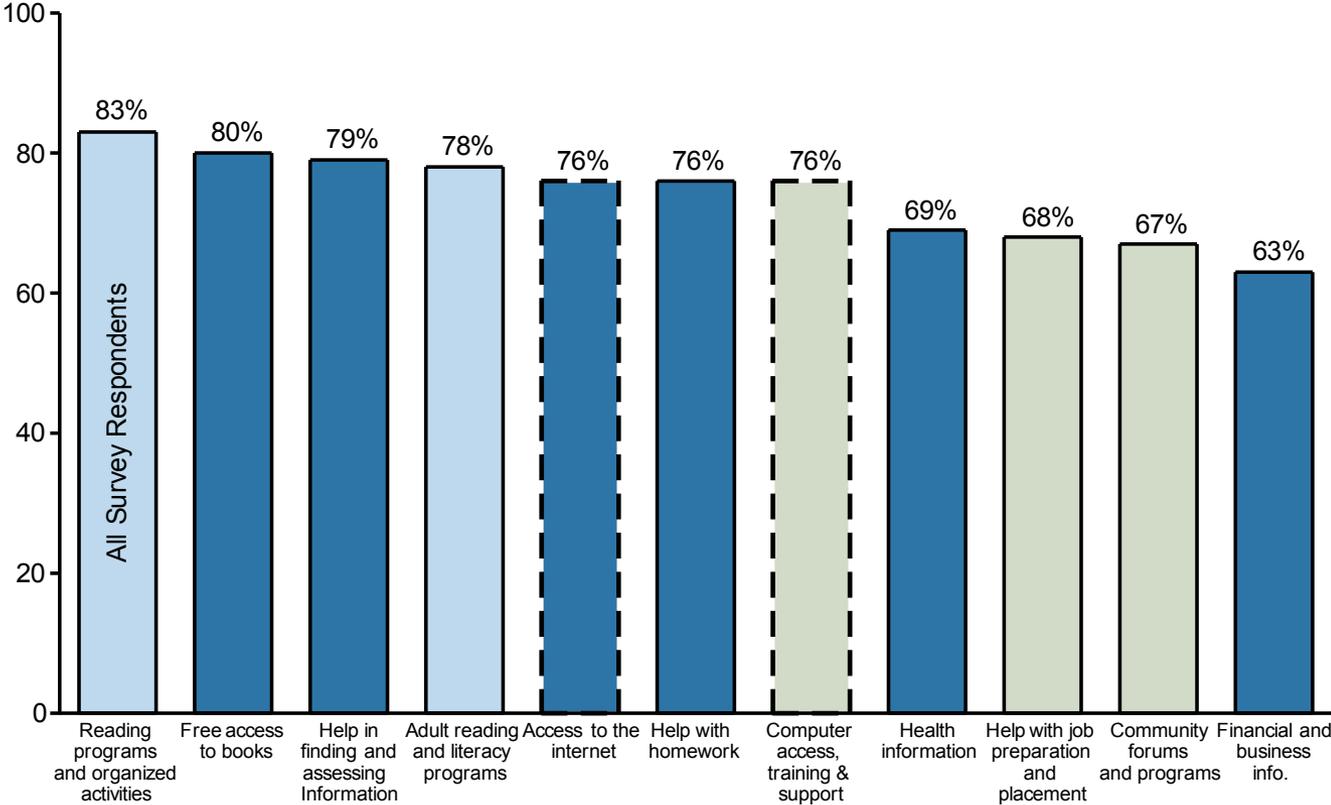
Library Service Offering



Source: ALA 2010 Harris Poll Quorum

In Texas, results are similar though reading/literacy programs also score highly

Percent of Texas Survey Respondents Considering Library Services “Very Important”



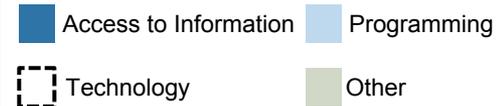
Library Service Offering

- Access to Information
- Technology
- Programming
- Other



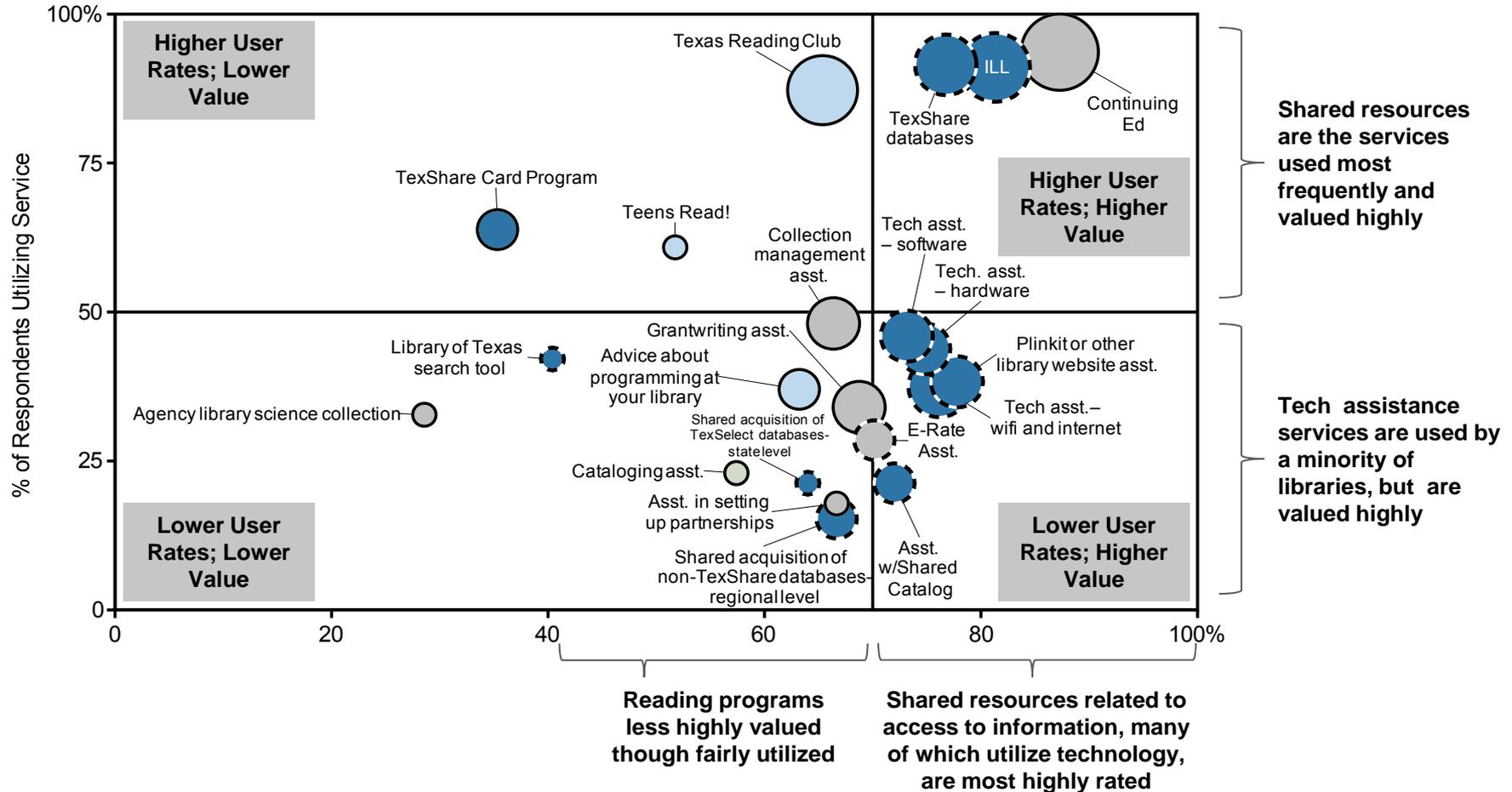
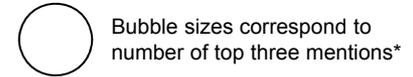
Shared resources – that lead to patrons’ ability to access information – are among the most utilized agency services by libraries and the most valued

Agency Service Offering



Service Utilization vs. Service Value

% of Users Rating Service as 6 or 7 (out of 7)



Note:* Bubble sizes correspond to number of top three mentions broken into six segments, the smallest bubble representing a service area that received 1-3 top three mentions, the second smallest 4-9, the third 10-19, the fourth 20-50, the fifth 50-100, and the largest bubble 100+

The agency's role should leverage its comparative advantage vs. individual libraries and others to enhance the public's access to information

Comparative Advantages		
Agency	Individual Public Libraries	Neither Agency nor Library
<ul style="list-style-type: none"> • Economies of scale <ul style="list-style-type: none"> – Cost avoidance (e.g., electronic information purchases) – Shared resources (including personnel) – ILL management – Sharing of best practices across libraries – Advocacy within government for libraries – Continuing education for libraries – Reading program design • Expertise <ul style="list-style-type: none"> – Continuing education and consulting for librarians – ILL and electronic information purchasing and management – Accreditation 	<ul style="list-style-type: none"> • “Place” – convenient, physical location for patrons to visit • Service and program customization for community • Customer service • Access to computers, workstations, and Internet • Physical collections and reference materials 	<ul style="list-style-type: none"> • Program design and teaching • Distribution logistics • Technology implementation • Job search



Grants do not leverage comparative advantage; most other current initiatives do

Library Development and Networking			Talking Book Program	
Provide and Manage Grants to Public Libraries and Library Systems for...		Provide technical support for library websites and digital electronic information	Interlibrary loan vendor management and TExpress Courier	Reader services (e.g. call centers)
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Consulting services (mgmt support)	Job training for patrons			
Resource sharing services (e.g. electronic information, shared catalogs)				

Comparative Advantage

- Expertise
- Economies of Scale

The agency is best positioned to provide (or contract to provide) the technology initiatives – they are more scalable and results can be measured

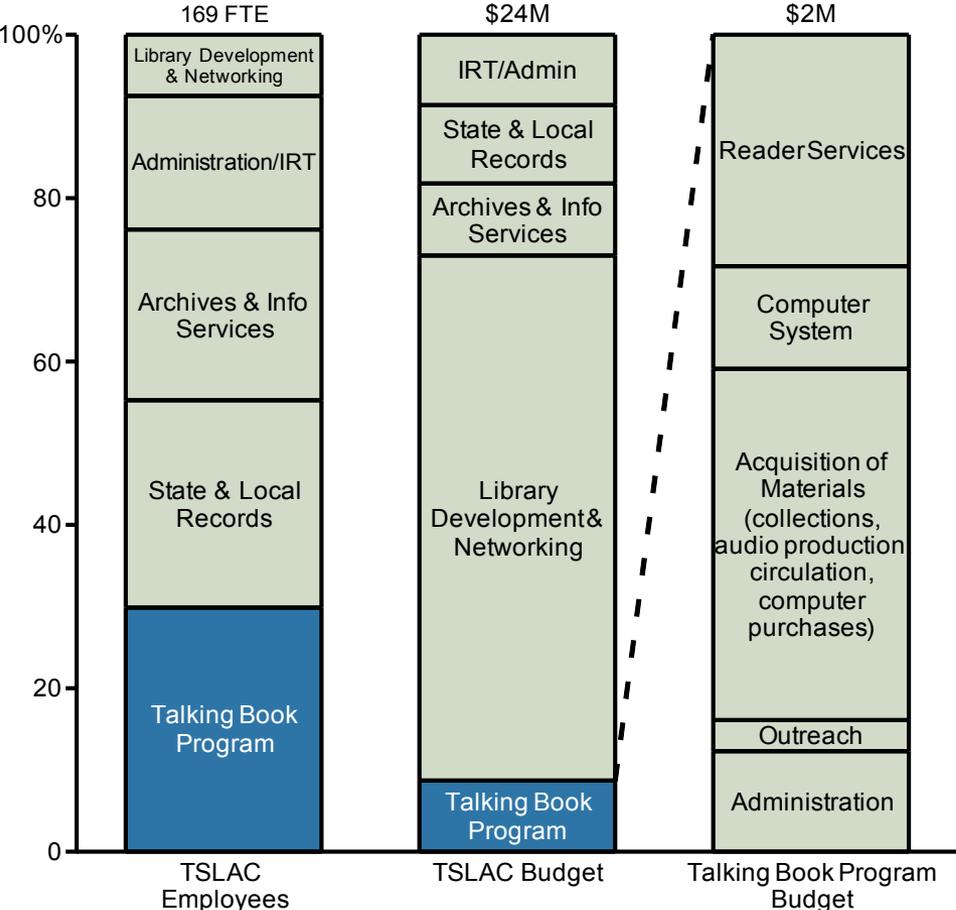
- Strong Alignment
- Weak Alignment

TSLAC/Library-Specific Activities	Filter 1				Filter 2	
	Is this a comparative advantage for the agency?	Is it highly valued by libraries?	Is it highly valued by patrons?	Overall	Is it easily scalable?	Is its measurement meaningful?
Provide tech assistance to library staff	◐	●	◐	◐	◐	◐
Provide continuing education for library staff	◐	●	◐	◐	◐	◐
Library grant for access to e-books	○	●	◐	◐	●	◐
System/Library grant for resource sharing services (e.g., electronic info databases, shared catalogs)	◐	◐	◐	◐	●	●
Funding for broadband (BTOP-TEAL grants)	◐	◐	●	◐	●	●
Provide interlibrary loan vendor management and oversight	●	●	◐	◐	●	●
Oversee and purchase databases	●	●	◐	◐	●	●
TexShare Card Program	●	◐				
Provide technical support for library websites and digital info databases	◐	◐	◐	◐	◐	◐
Basic IT training for patrons	◐	●	●	◐	◐	◐
Design and provide materials for reading programs	◐	◐	◐	◐	◐	◐
Provide consulting services (management support)	◐	◐	◐	◐	◐	◐
Funding to digitize materials with significance to state of Texas	○	◐				
Library grants for reading programs	○	◐	◐	◐	○	◐
Library grants of job training for patrons	○	◐	◐	◐	○	○
Library grants for bookmobiles for residents in need	○	◐	◐	◐	○	○
Library grants for literacy programs	◐	◐	◐	◐	○	◐
Library grants to expand existing public libraries into new locations	○	○	◐	○	○	○
Library grants for educational programs	○	◐	◐	○	○	◐
<i>Talking Book Program</i> – Public outreach and education, maintenance and circulation of collections, reader services	◐	N/A	◐	◐	◐	◐



There appears to be potential to increase impact of spend on Talking Book as well

Breakdown of Talking Book FY2012 Budget



Reduce Expenditures:

- Increase use of digital media to decrease packaging time
- Advertise availability of BARD online downloads to reduce personnel time needed for packaging
- Phase out cassettes to decrease warehousing costs
- Partner with other state Talking Book libraries to realize shared resource efficiencies

\$2M = \$100/person
20,000 users

Increase User Base:

- Promote availability of program
- Partnering with other Talking Book libraries will also allow costs to be spread over an expanded user base

Decreasing expenses through greater use of digital media and an expanded user base may result in much lower per-user costs: Bookshare, an all-digital talking book library, charges users a \$50 annual fee



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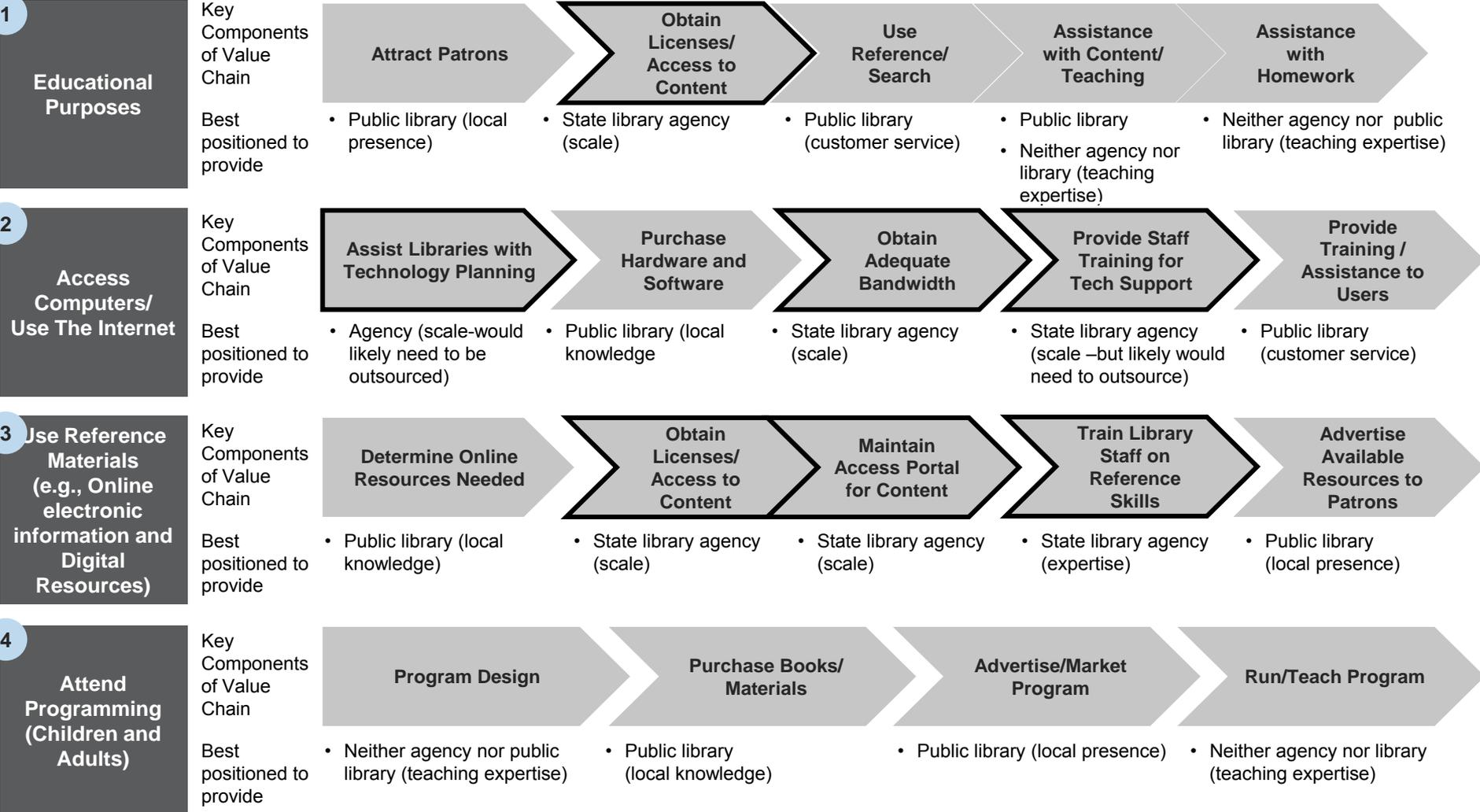
C Agency should increase proportion of spend in scalable and measurable areas supporting priorities

- 1 **Technology provides best opportunity to scale offerings and measure results**
- 2 **Several new initiatives (e.g., e-books) are attractive; they meet patron and library needs, leverage agency's strengths, and are measurable**
- 3 **Lower income populations both use technology and visit libraries most often; prioritization of low income and/or rural libraries for roll-out should be considered**



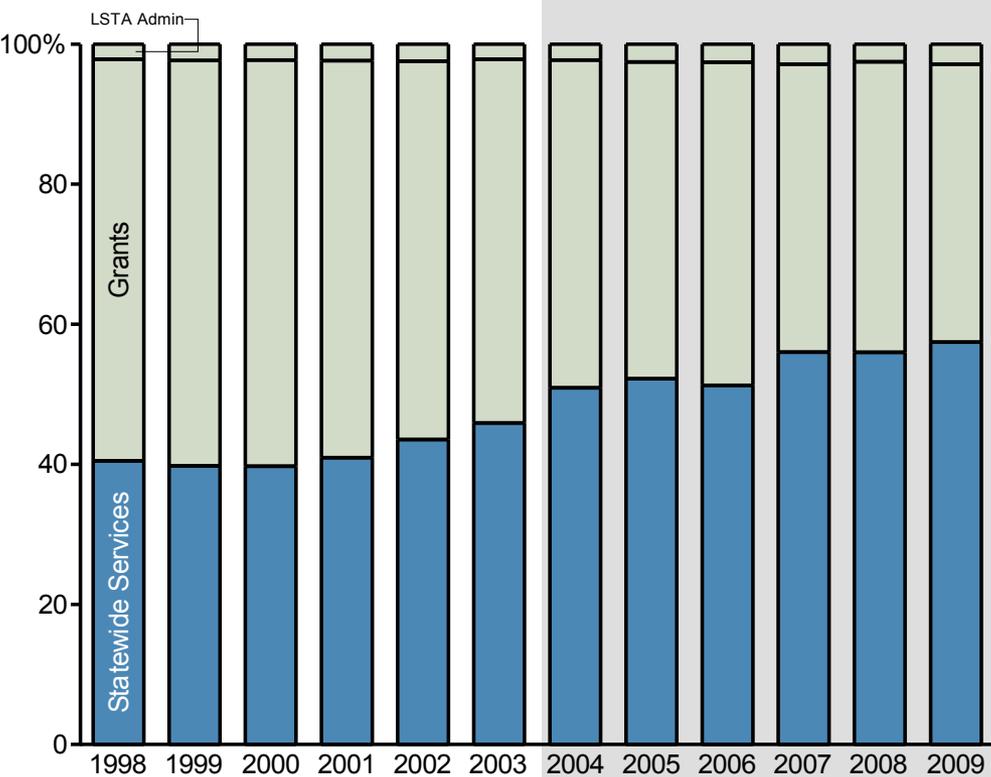
Technology is the area where TSLAC has a clear comparative advantage over the individual libraries

Reasons Patrons Visit the Library



States have shifted funding from technology grants to statewide services as they increasingly look to leverage scale technology benefits

LSTA 'Grants to State' Program Expenditures, by Type (FY1998-2009)



“The increase in statewide service expenditures is likely a function of the increased availability of scalable technology-based services, which, in many cases, are less expensive when purchased and administered at the state level.” – IMLS

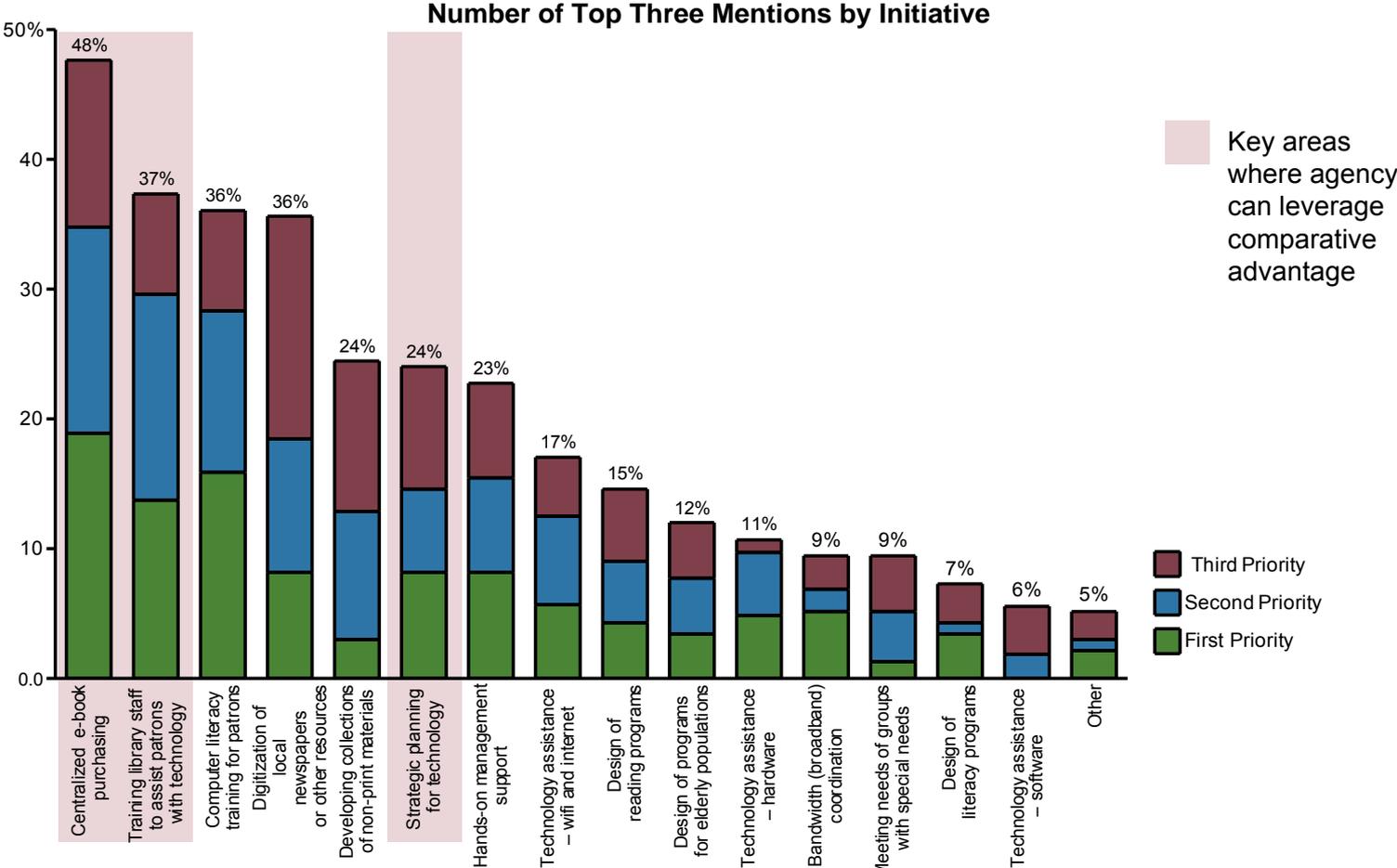
Statewide Services	40%	40%	40%	41%	44%	46%	51%	52%	51%	56%	56%	57%
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Note: Data includes 50 US states and Puerto Rico
Source: IMLS State Library Agency Survey 1998-2009

Additional offerings most desired by libraries are focused around access to information and technology; e-books and helping patrons with technology rate most highly

Q.: In what areas would you like most to receive new support or assistance in the future from TSLAC? Use write-in option if preferences not listed. Please rank top 3.



There are several roles well-suited to the agency; given current fiscal situation, coordination or informational role likely preferable where possible

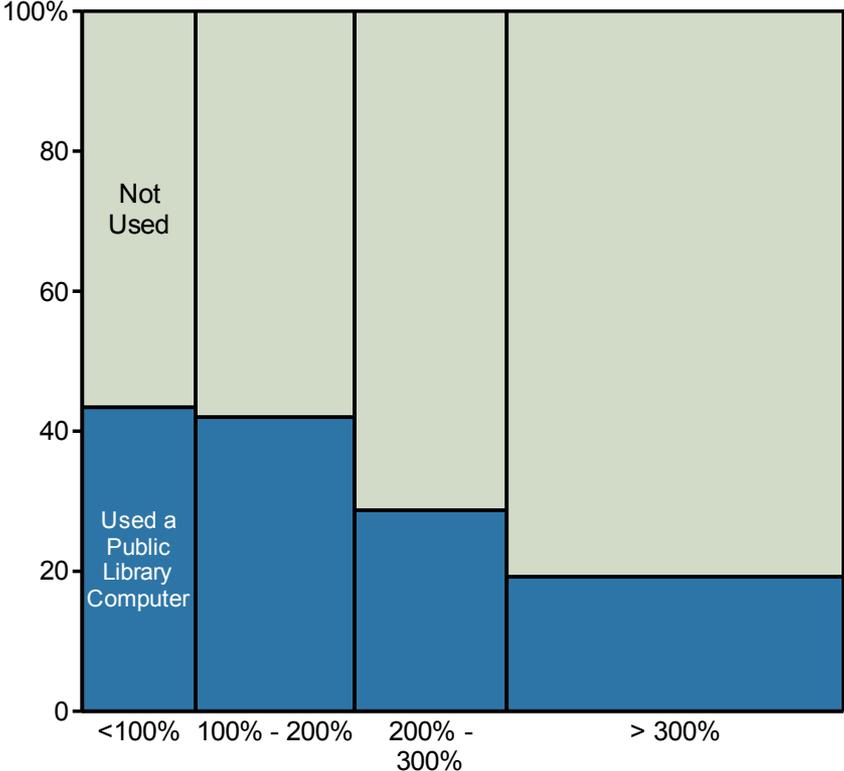
- Potential examples for Texas
- Potential options for Texas

	E-book Purchasing	Training Library Staff on Assisting Patrons with Technology	Strategic Planning for Technology	Technology Standardization	Bandwidth Coordination
Example: Agency in execution role	<ul style="list-style-type: none"> Delaware and Wisconsin have partnered with an outside vendor, OverDrive, to provide e-books for library patrons (Cost: DE: \$75K WI: \$1.5M) 	<ul style="list-style-type: none"> Colorado hired three trainers to conduct webinars and in-person training, focused on 80 libraries in low-income and low broadband areas (Cost: \$225K) 	<ul style="list-style-type: none"> Ohio has one Technology Consultant that helps libraries develop technology plans (Cost: \$54K); will run webinars on tech-planning 	<ul style="list-style-type: none"> Iowa has standardized the look and interface of its websites for a consistent user experience (Cost: \$357K) 	<ul style="list-style-type: none"> Wisconsin's BadgerNet connects libraries, schools, and state agencies and monitors broadband utilization (Cost: \$24M)
Example: Agency in coordination / informational role	<ul style="list-style-type: none"> Iowa has two library consortia for purchasing e-books; agency will be consolidating consortia and overseeing (but not financing) the program Agencies can assist with RFP's / informing libraries of vendors 	<ul style="list-style-type: none"> Can direct library staff to WebJunction for online training courses and materials 	<ul style="list-style-type: none"> State agencies can guide libraries to technology vendors, trainers, and other resources, and facilitate sharing of best practices 	<ul style="list-style-type: none"> Wisconsin's regional library cooperatives recommend what equipment its libraries should purchase State agencies can inform libraries of existing state contracts with tech vendors 	<ul style="list-style-type: none"> Agencies can inform libraries of existing state contracts with service providers and standards for bandwidth availability
Potential role for Texas	<p>Coordination role:</p> <ul style="list-style-type: none"> E-book purchasing can be done by library consortia; agency can assist with process (e.g., forming consortia, RFP, and implementation support) 	<p>Execution/coordination role:</p> <ul style="list-style-type: none"> Texas could utilize WebJunction to expand training options Provide small number of internal staff or contract with third party vendor to provide person to person training, starting with libraries most in need 	<p>Execution/coordination role:</p> <ul style="list-style-type: none"> Agency can guide libraries to outside experts to assist with technology planning Or provide small number of internal staff or contract with outside vendors, starting with the libraries with the greatest need 	<p>Informational role:</p> <ul style="list-style-type: none"> Complete standardization is difficult; could steer libraries to state contracts 	<p>Informational role:</p> <ul style="list-style-type: none"> Statewide network is likely cost prohibitive; Agency could help set bandwidth benchmarks

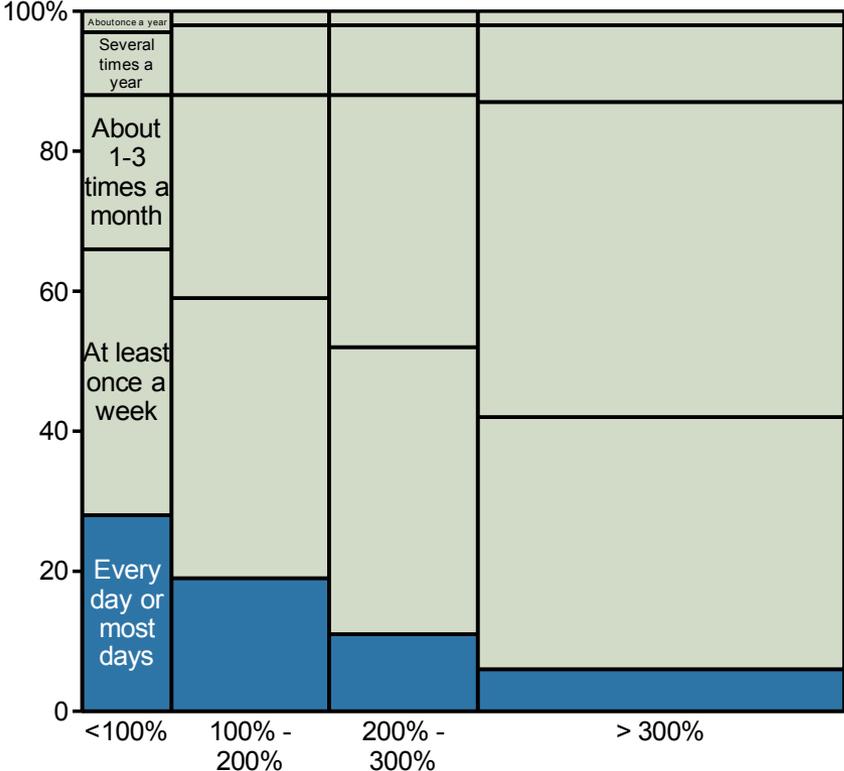


From a demographic perspective, the greatest need for technology exists at the lowest income levels...

Usage of a Public Library Computer to Access the Internet in the Past 12 Months
Household income as a Percent of Poverty Guidelines



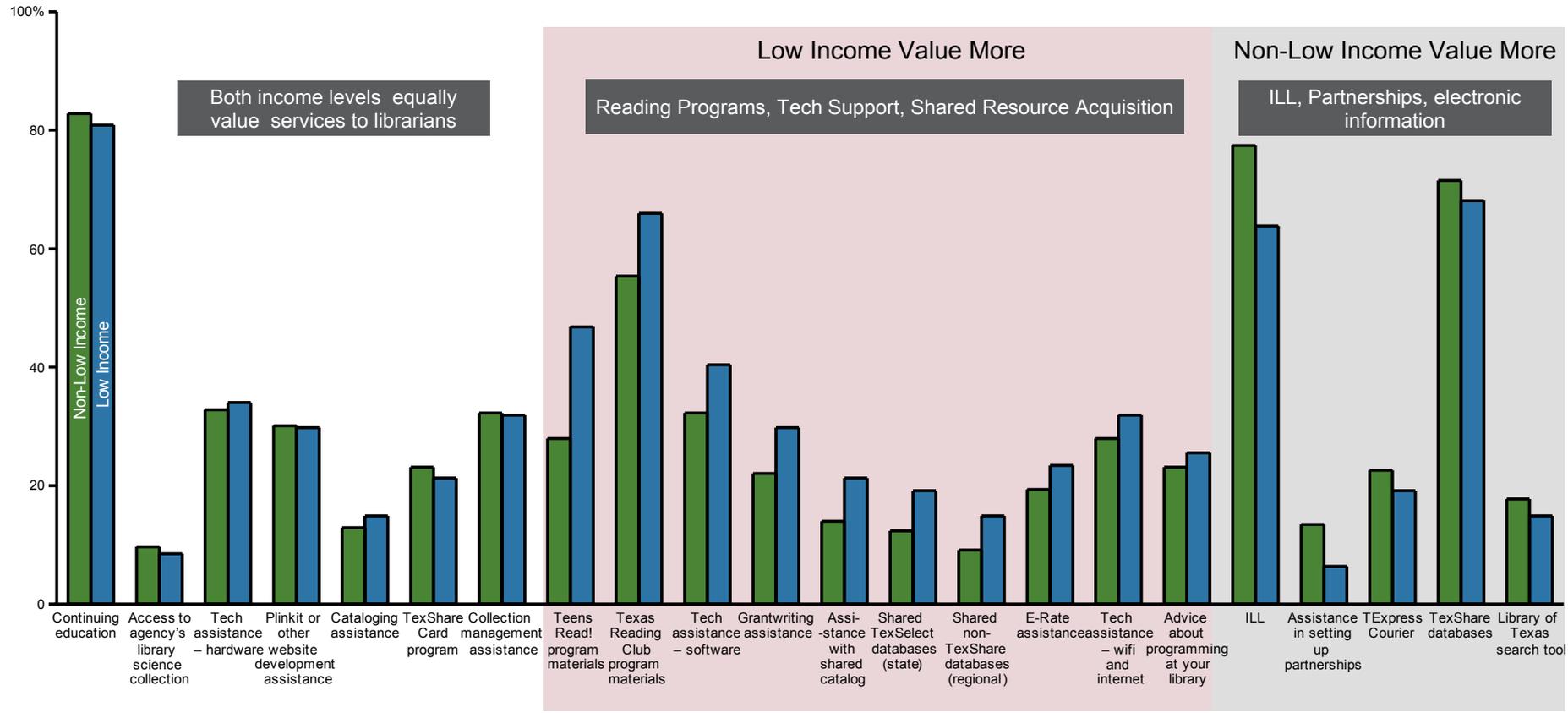
Frequency of Library Visits by Income Level
Household income as a Percent of Poverty Guidelines



The libraries in lower income areas more highly value technology (and reading program) assistance; prioritizing implementation to low income libraries should be considered...

Q.: On a scale of 1-7 where 1 is not at all important and 7 is very important, how important are the following services to your library? [% answering 6 or 7]

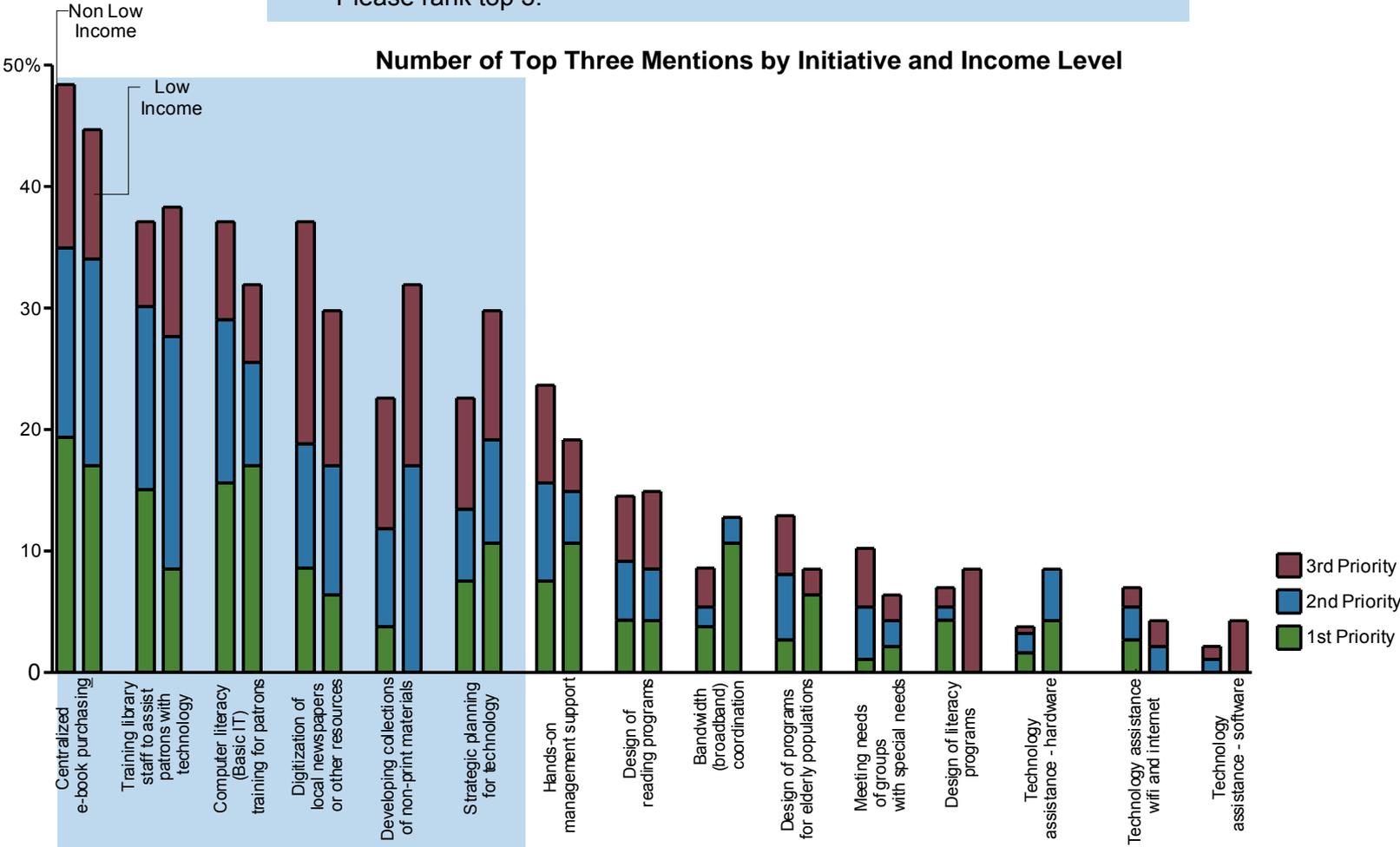
Percent Answering 6 or 7 by Income Level



Note: Services highlighted as having greater value to one income segment over the other had two percentage point difference in 6 and 7 ratings; Counties with more than 20% poverty are low income and less than 20% are high income. Source: Parthenon Survey of TSLAC-supported public libraries, n = 233

...and they also value several new technology-related initiatives highly (and in some cases, more highly) than libraries in higher income areas...

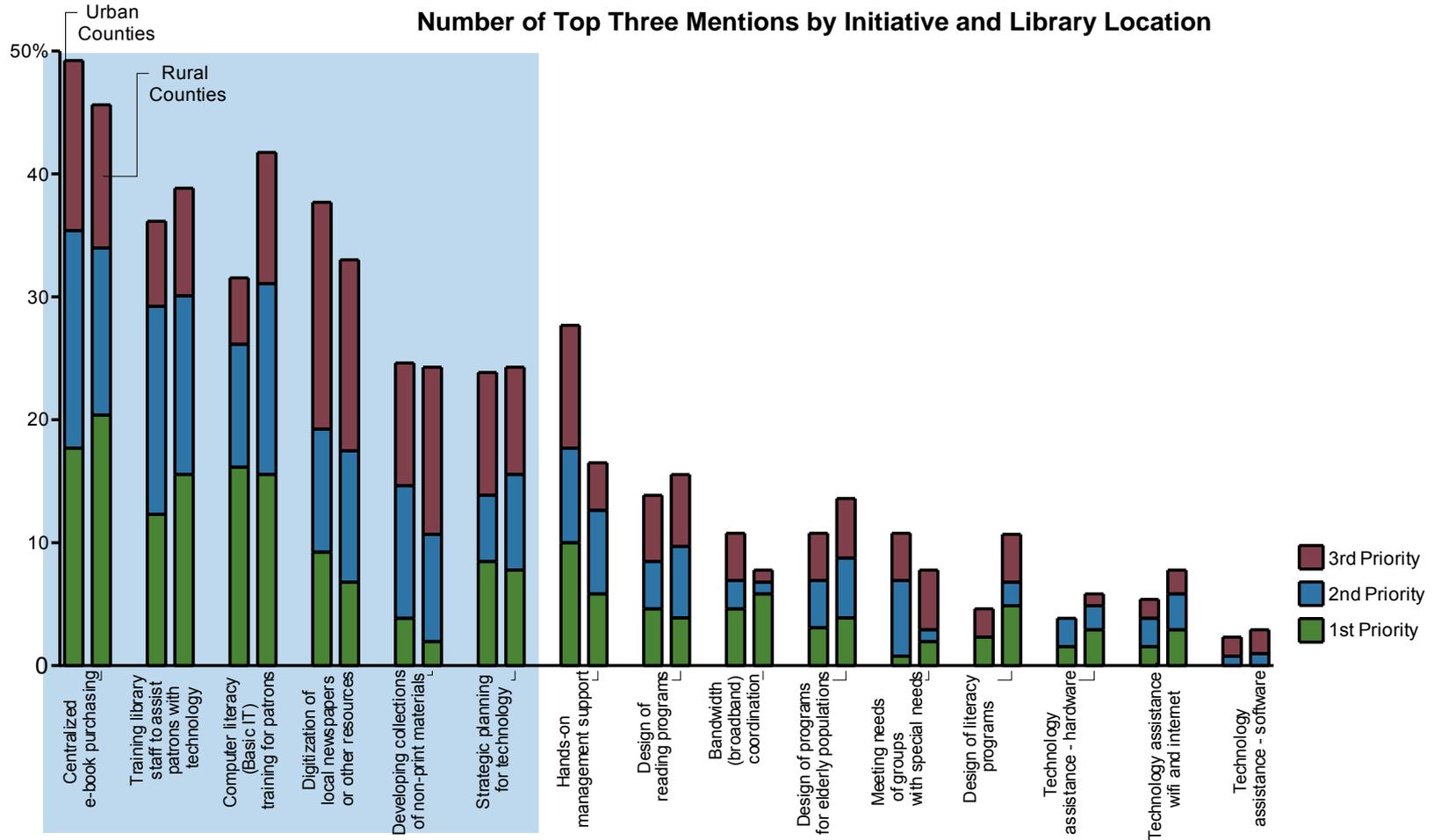
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Note: Counties with more than 20% poverty are low income and less than 20% are non-low income. Source: Parthenon Survey of TSLAC-supported public libraries, n = 233

...less differences exist between rural and urban libraries

Q.: In what areas would you like most to receive new support or assistance in the future from TSLAC? Use write-in option if preferences not listed. Please rank top 3.



And finally, a process to consider as you work through your strategic plan...



Why does this matter?

- Helps ensure there is a purpose behind investments
- By investing behind a few key themes; and leveraging the agency’s comparative advantage, concentrated dollars can have greater impact
- Capital is finite
- Important that funders understand that there are key services that the agency is the best positioned to provide
- Using scale advantages to aid libraries with less means
- Tangible results of patrons showing value/ improvement are best proof of worth
- Awareness and call to action needed in order to drive use
- Important for agency to help the state understand the critical importance of library priorities and benefits
- Perception of services being “need to haves” vs. “nice to haves” critical to funding

For example:

- Libraries are a primary access point for information
- As the primary point of access to many for information, libraries are a key portal to educational, eGovernment and workforce development information
- Cost avoidance
- Shared resources
- Coordination across libraries
- Dollars saved
- Increase in patrons
- Increase in number of users (electronic information, ILL, etc.)
- Increase in technology assistance
- Increase in users to key job-related websites
- Public access technology benchmarks
- Survey Data
- Advocacy: “Amplifying Value”



...And key priorities to consider investing behind

Access to Information: Agency Comparative Advantage

Current: Cost Avoidance (Scale Purchasing), Resource Coordination, and/or Expertise

- Interlibrary loan management and TExpress Courier
- electronic information purchase and oversight (TexShare, TexSelect)
- Technical support for library websites and digital electronic information
- Reading program design and materials (Note: core comparative advantage for this program should be with publisher; agency role could be one of coordination)
- Tech assistance (formerly through TANG)
- Continuing education
- Consulting services
- Training library staff
- Accreditation
- Talking Book Program
- BTOP-TEAL grants for broadband and training

Future: Potential New Initiatives

- ***E-books (coordination)***
- ***Training library staff to assist patrons with technology***
- ***Technology planning***

Other (current previous regional/library-specific grants):

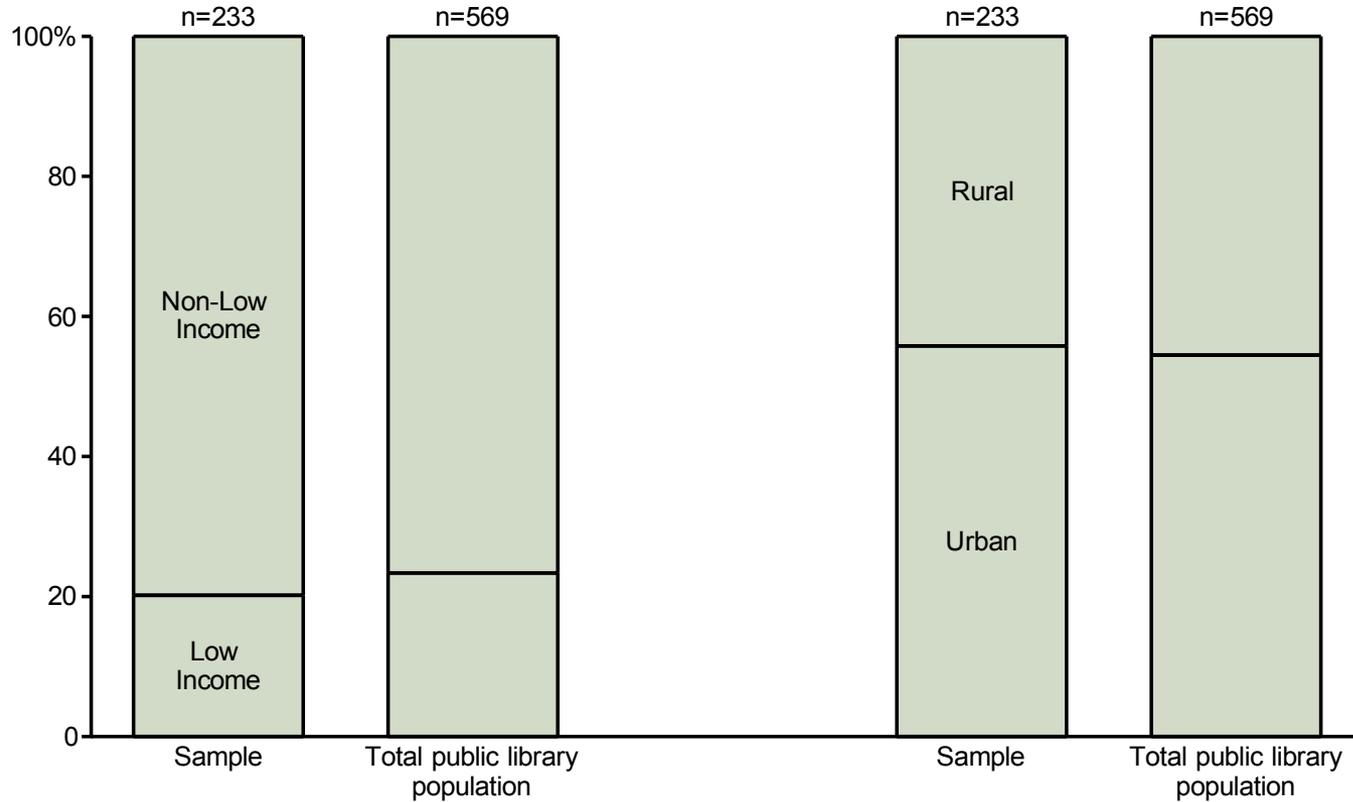
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- Basic IT training for patrons
- Access to e-books
- Bookmobiles for residents in need
- Expanding existing public libraries into new locations (schools and community centers)



Appendix



Survey demographics are representative of the population of libraries in Texas



Note: Poor libraries are libraries in counties with >20% poverty, and rural libraries are libraries in counties with a Beale code >3