

CITIZENS LEAGUE REPORT

No. 134b

City of Minneapolis Library Boards Need for additional Revenue

May 1961

PRESENTED TO (134b)
BOARD OF DIRECTORS
MAY 25 1961

Citizens League
545 Mobil Oil Building
Minneapolis 2, Minnesota

TO: Board of Directors

FROM: Library Committee, Robert W. Colbert, Chairman

SUBJECT: The Library Board's Need for 1.69 Mills of Additional Property Tax Authority.

INTRODUCTION

The Minneapolis Charter Commission on April 27 voted to put on the June 13 election ballot a proposal to increase the property tax authority of the Minneapolis Library Board by 1.69 mills (1.5 mills plus adjustments). The Board of Directors of the Citizens League asked the Library Committee to analyze the need for the additional revenue asked by the Library Board, and to report back to the Board of Directors.

To carry out its assignment, the committee studied printed material prepared by the Librarian, met with the Librarian for further explanation of the Library Board's claimed need, and met with Miss Mary Laddy, a Library Board member who has publicly opposed the coming referendum. The chairman and staff had a subsequent conference with the Librarian, and the staff compiled and analyzed data on comparable large city library systems for use by the committee.

SUMMARY OF FINDINGS AND CONCLUSIONS

Expenditure needs and resources

(1) The Library Board on April 27, 1961 stated before the Charter Commission that in 1962 it would need to spend \$408,000 more than the 1961 budget in order to make necessary salary adjustments, and improve and expand services. The Librarian's tentative 1962 budget request, presented to the Library Board on May 18, 1961, places the additional amount of 1962 expenditures at \$537,000.

(2) Existing resources, even with an anticipated \$81,000 more from the County Library in 1962, will be insufficient to finance this amount of additional expenditures.

(3) Determination of whether additional revenues can be rightfully claimed from the County Library should await the results of further study, which could be part of a broader study of the entire problem of city-county library relationships. The Library Board should give attention to this broader study at an early date.

General level and distribution of library expenditures

(4) Library expenditures have increased less since 1953 (30%) than expenditures of other City agencies (Parks-59%, Schools - 53%, City Council agencies - 45%).

(5) Minneapolis library expenditures per capita are well above those of the average of large cities in the country. There was little shift in Minneapolis' favorable position between 1954 and 1959 (table 1, appendix).

(6) In the percentage of operating expenditures devoted to staff salaries in 1960, Minneapolis Public Library was second out of the 35 largest cities (75.2%).

Salary adjustments

(7) We support the general policy that government should not maintain its level of services at the expense of equitable salaries for its employees.

(8) On the basis of the going rate for librarians graduating from library schools, and comparative salaries in other public library systems in the country, there is justification for raising salary rates for the basic professional librarian position.

(9) Granting the salary adjustment for the basic professional librarian contemplated by the Library Board will cost about \$47,000 in 1962, and will place the librarians near the top compared with similar cities (table 3, appendix).

(10) On the basis of comparison with other large cities, there is serious doubt that the contemplated raises in salary of supervisory professional librarians can be justified (table 3). These contemplated raises amount to \$50,000 for 1962.

(11) We have serious doubt about the advisability of tying the salary scale of Minneapolis public librarians to that of the Minneapolis school librarians.

(12) Granting salary increases to non-professional library personnel, who generally follow the salary pattern of like positions in other city agencies, is estimated to cost about \$7,000 per percentage point of increase. These increases would therefore depend on what actions are taken by other City bodies, but probably would be about \$21,000.

Additional staff

(13) The high relative proportion of total expenditures devoted to staff salaries suggests the need for care in making additions to staff.

(14) It is essential that as soon as practicable the Library Board undertake to have an objective study of the organization and administration of the Library system.

(15) The ratio of supervisory professional positions to total staff positions does not seem out of line in Minneapolis compared with other large cities (table 4).

(16) About \$50,000 is asked for 1962 to add staff, mainly in the branches, due to heavy work load. Branch book circulation for the first four months of 1961 is running about six percent above 1960. Circulation at the new central library is running 4 1/2% ahead of the same period last year.

(17) \$100,000 seems to be a reasonable amount for extending branch service to a six-day operation from September through May.

(18) \$15,000 seems to be a reasonable amount for extending central library service to a six-day operation throughout the year.

Book purchases

(19) Among 35 large cities, Minneapolis in 1959 ranked among the lowest in regard to the percentage of total budget allocated to book purchases (table 5).

(20) In terms of book expenditures per capita, and the dollar amount of book purchases per 1,000 books circulated, Minneapolis ranked below the median of the 35 cities.

(21) Additional facts justifying an increase in the book budget are that book purchases were clearly below normal during the mid-50s, the price of books has increased along with the general increase in prices, and book circulation has increased, and is likely to continue to increase, as a result of the opening of the new central library, \$50,000 additional is asked for book purchases in 1962 (table 6).

Other supplies and expenses

(22) Other supplies and expenses budgeted for 1961 are 25% over 1960, mainly due to central library operating costs.

(23) Another 22% increase (\$43,000) is tentatively contemplated in 1962.

New branches

(24) Opening of seven new branches when constructed (one will be rented) will require \$70,000 each for book stock to start, and about \$70,000 per year to operate, according to the Library Board. Construction of these branches, financed mainly by bond funds, is not intended until the operating funds are available.

RECOMMENDATIONS

We believe that if Minneapolis is to continue to enjoy the excellent library service which it has had in the past, the Library Board will need income in 1962 and subsequent years above the amount yielded by present sources.

We have found various degrees of justification for the several elements in the Library Board's request for additional expenditures, but we believe that a considerable part of our doubt will be offset if the Board arranges, as soon as practicable, for an objective study of the library system's administration and organization.

In any case, the requested expenditures items for which we find justification appear by themselves to warrant additional income.

The 1.69 additional mills without question are more than the Library Board will need in 1962, and we are therefore reassured that the Board has committed itself to request no more than one mill in 1962, if the 1.69 mills of additional authority is approved by the voters. At the same time, we are not convinced from our analysis that as much as one mill would be justified in 1962, and would therefore plan to scrutinize carefully the actual budget request that is submitted.

For the long run, we believe the community should expect the Library Board and the Board of Estimate and Taxation, which sets the maximum library levy, to see that the additional millage will suffice to meet the Library Board's revenue needs for a long time to come.

Recognizing therefore that the 1.69 mills is merely an increase in the Library Board's maximum property taxing authority, and trusting that the Library Board, the Board of Estimate and Taxation, and the public will see that only as much of the additional millage is used as is necessary, WE RECOMMEND that the Citizens League Board of Directors support the Library Board's request for an additional 1.69 mills of property tax authority at the June 13 election.

WE FURTHER RECOMMEND that the Board of Directors urge the Library Board to arrange for an objective study of the Library system's organization and management as soon as practicable, and surely in time to affect the carrying out of the 1962 budget. This study should include an analysis of the extent to which Minneapolis library services are used by non-residents, to the end that an equitable arrangement for financing can be assured.

* * *

Members of the Library Committee who were present at the meeting at which it was unanimously voted to recommend endorsement of the Library Board's millage request were:

Robert W. Colbert, Chairman
Miss Ethel Berry
Walter C. Briggs
Arthur Delau
Glen A. Fuller
Mrs. Walter U. Hauser

Miss Ruth Jedermann
John Jones
Lloyd W. Lobb
Rabbi Albert G. Minda
Harold ten Benschel
Miss Helen Young

THE LIBRARY BOARD'S REQUEST

The Library Board stated that it must have additional revenue to finance necessary salary adjustments and improved and expanded services.

In its request to the Minneapolis Charter Commission to have the proposed millage increase put on the ballot, the Library Board outlined its anticipated higher expenditure needs in 1962 as follows:

| | |
|---|---------------|
| Salary increases to bring library salaries into line with comparable positions in other Minneapolis City services | \$208,000 |
| Six day operation of 15 community branches - September through May | 100,000 |
| Continuation of Central Library service six days throughout the summer | 15,000 |
| Sunday afternoon operation of the Planetarium | 5,000 |
| Larger book budget for the entire system | 30,000 |
| Operation of new branch libraries | <u>70,000</u> |
| | \$408,000 |

The Library Board stated that these expenditures could not be met from existing anticipated revenues.

Since the Charter Commission's action on April 27, the Librarian has submitted a tentative 1962 budget to the Library Board calling for an increase of \$537,000 over 1961, instead of the \$408,000 outlined above. Our analysis was based on the original \$408,000 needs statement because of the limited time available to us.

1961 BUDGET AND ESTIMATED BUDGET FOR 1962 WITHOUT INCREASED TAX REVENUE

The 1961 Library Board budget and the likely 1962 budget without any increase in tax revenues are:

(in thousands)

| | <u>1961</u> | <u>Estimated 1962</u> |
|---------------------------------|-------------|---------------------------|
| Unencumbered balance, January 1 | \$ 72 | \$ - |
| Revenues | | |
| Property tax | 1,788 | 1,808(1) |
| Hennepin County Library payment | 127 | 208(2) |
| Other | <u>113</u> | <u>102</u> |
| | \$2,018 | \$2,118 |

| | <u>1961</u> | <u>Estimated 1962</u> |
|---|-------------|---------------------------|
| Total resources | \$2,090 | \$2,118 |
| Expenditures | 2,044 | 2,044 |
| Plus salary adjustment affective 7/1/61 | 46 | 74 |
| Unencumbered balance, December 31 | -- | -- |

(1) Based on estimated taxable valuation of \$410,000, levy of 4.50 mills, and 98% collection.

(2) According to tentative budget submitted by Librarian on May 18, 1961.

It must be noted that the salary adjustment figures shown for both years are only balancing figures, inasmuch as the estimated costs of the salary adjustment, to which the Library Board committed itself in August 1960, are \$64,000 in 1960 and \$128,000 in 1961. Assuming the revenue estimates are correct, the difference between the estimated salary adjustment costs and the amounts shown above would have to be made up from reductions of other expenditures, or payment of only part of the proposed salary increases.

It seems clear from the above that at the 1961 budgeted spending level, the Library Board would not be able to finance the salary increase fully, nor any part of its planned service expansions and improvements unless it received additional money.

LIBRARY BOARD REVENUES

Property taxes are the only tax source now available to the Library Board. They make up over 87% of the 1961 estimated revenues.

The Library Board's original 1920 charter limit of one mill was increased to two mills by charter amendment of June 13, 1921. This was further increased to three mills by a 1945 charter amendment. A special legislative act in 1951 increased the tax limit to four mills, adjustable for homestead exemption and household goods allowance.

Present limit: 4 mills, increased by homestead exemption and household goods adjustment, totaling 4.50 mills in 1961. On present valuation, yields tax of \$1,787,900 (98% collection).

Proposed limit: 5 mills, increased by homestead exemption, and household goods adjustment, totaling 6.19 mills in 1962. On present valuation, would yield \$2,455,819 (98% collection).

Increase: 1.69 mills of increased taxing authority, yielding maximum additional tax of \$667,919 (98% collection).

The request is for an increase in the charter limit. The Library Board on May 18, 1961 committed itself to ask for a levy of no more than one additional mill (about \$400,000 at 98% collection) if the increased authority is granted by the voters. The Board of Estimate and Taxation, which sets the maximum Library levy within legal limits, would determine the actual amount levied.

In recent years, the library tax levy is one of the few which the Estimate Board has set below the maximum authorized, which may be due in part to the fact that the Board has not had a member on the Board of Estimate and Taxation. This may be changed at the June 13 election, however, when voters pass on proposed amendment No. 18 giving the Library Board an ex-officio member on the Estimate Board.

Hennepin County Library payment

Under an agreement with the Hennepin County Board of Commissioners, the Minneapolis Public Library Board serves as the Hennepin County Library Board. It provides space in the Central Library for the County Library Headquarters and free use of the central library and branches by Hennepin County suburban residents (outside Hopkins). For these suburbs the Minneapolis Public Library in 1961 will receive about \$127,000 from the County Library. This is paid out of 2.5 mill tax levy on property throughout Hennepin County, excluding Minneapolis and Hopkins, which have their own municipal libraries.

The 1961 Legislature increased the County Library levy to 3.5 mills, and the expectation is that the Minneapolis Library will receive about \$81,000 net from the \$208,000 received from the additional mill. This is for the increased useage of the Minneapolis Library by suburban residents.

Need for survey of suburban use; city-county integration

The present financial arrangement between the Minneapolis Public Library and the Hennepin County Library was the result of recommendations contained in a 1955 report of a survey of the Hennepin County Library by Frederick Wezeman, library consultant. The survey was given impetus by the Minneapolis City Council, which urged that the Minneapolis Library Board develop procedural and legislative plans for metropolitan use of the Minneapolis library. The Wezeman report recommended steps toward integration of the city-county systems.

Except for financial realignment, the Library Board has done little since 1955 on the question of city-county service and financial integration, possibly because of its preoccupation with authorization, construction, and opening of the new central library.

It seems incumbent on the Library Board now to give careful attention to the relationship between the City and County library systems, to the end that the best services can be provided both inside and outside the City on an equitable financial basis. This necessarily involves an up-to-date study of the amount of services now being provided to suburban residents by the Minneapolis residents. This study perhaps can be part of the overall organization and management study now being discussed, and which we heartily endorse.

Meanwhile, it seems to us that the 66% increase in County payment contemplated for 1962 (from \$126,600 to \$208,000) will be substantial improvement in the City library system's finances relative to services provided suburban residents, even though it does not solve the City library system's financial problem.

GENERAL COMMENTS ON MINNEAPOLIS PUBLIC LIBRARY EXPENDITURES

In appraising a request for additional expenditures, it is helpful to have an impression of the trend of library expenditures in relation to other City services, and the standing of Minneapolis library expenditures relative to those of comparable large city library systems, with respect to total expenditures per capita and the percentage of expenditures going for salaries. These are at least rules-of-thumb in appraising the adequacy of financing and service level of the library system.

(1) Compared to other agencies of Minneapolis government, the Library Board has had the smallest rise in operating budget over the past eight years. Park expenditures have increased 59%, School Board 53%, and City Council agencies (including Board of Public Welfare) 45%.

The Library Board's total expenditures have gone up 30%.

(2) Comparison of per capita library expenditures of large cities is complicated by the uncertainty of the data, particularly concerning the services provided areas outside the central cities. Making a liberal allowance for suburban use of Minneapolis Central Library and branches, however, the latest data compiled for 1959 by Baltimore's Enoch Pratt Library indicates that per capita expenditures for public library services to Minneapolis residents are well within the top one-third of the 35 cities compared and that Minneapolis' position has not changed appreciably since 1959 (table 1, in appendix).

(3) In 1960, the Minneapolis Public Library stood second from the top among 35 cities with respect to the percentage of total operating budget devoted to staff salaries (75.2%). A report of the secretary of the Board of Estimate and Taxation in 1959 stated that "the relatively high cost of our library service appears to result from a relatively large personal service budget. Minneapolis spends a higher proportion of its budget on personal service than any of the other cities, and only two of the cities (35 were in the total group compared) have more staff members per capita. Minneapolis falls in the lower half of the group in book circulation per staff member, which is probably a better index of staffing, than that of population per staff member."

The latest comparison of the same cities shows Minneapolis still near the top in number of professional staff persons (fifth highest out of 21), and still low in regard to circulation per staff member (25th out of 35) (table 2).

The conclusion seems warranted that while the Minneapolis Library system has slipped in recent years relative to other cities with respect to number of personnel, it still stands among the top cities in this regard, and it is still a relatively high-expenditure system.

NEED FOR SALARY ADJUSTMENTS

When a government is faced with increased costs and no increase in revenue, it has the choice of improving efficiency, reducing services, or reducing salaries for its personnel, or a combination of all three. We support the general policy that government should reduce services rather than deny equitable salary payments to its employees.

In considering the request for salary adjustments, we find it convenient to divide Library Board employees into three groups: (1) the beginning librarians, who are the basic professional librarians, known as professional assistant II in Minneapolis, (2) the supervisory professional and administrative staff, and (3) the non-professional staff, consisting of clerical and building maintenance personnel.

Professional Assistants II (basic librarians)

The salary range for professional assistants II currently is \$4,680 to \$6,084. We are informed that the University of Minnesota Library School master's degree graduates in the period of March through August 1960 received an average beginning salary of \$5,295. This generally confirms information on 1959 graduates taken from the American Library and Book Trade Annual for 1961.

Column 1 of table 3 in the appendix indicates the salary range for beginning librarians in 15 similar cities. This information was provided by the Minneapolis Public Library personnel officer, and is presumably the latest available.

On the basis of the going rate for librarians graduating from library schools, and comparative salaries in other public library systems in the country, there appears to be justification for raising salary rates for the basic professional librarians position.

The Library Board is considering increasing the salary range of the basic professional librarian to \$4,992 - \$6,864. This adjustment would cost about \$47,000 in 1962, and would place the librarians near the top compared with similar cities (see bottom of table 3, column 1).

Supervisory professional staff

The numbers and categories of supervisory library staff, together with the estimated cost of salary increases being considered by the Library Board, are:

| <u>Category</u> | <u>Number</u> | <u>Estimated cost</u> | <u>Average increase per position</u> |
|--|---------------|-----------------------|--------------------------------------|
| Specialist | 3 | \$3,120 | \$1,040 |
| Assistant Department Head | 11 | 9,568 | 870 |
| Neighborhood Branch Librarian | 12 | 12,116 | 1,010 |
| Major Branch Librarian (4) and Department Head (14) | 16 | 17,160 | 1,071 |

| <u>Category</u> | <u>Number</u> | <u>Estimated cost</u> | <u>Average increase per position</u> |
|---|---------------|-----------------------|--------------------------------------|
| Assistant Chief | 1 | \$ 806 | \$ 806 |
| Chief (3), Coordinator (3) and Officer (2) | <u>8</u> | <u>7,254</u> | <u>906</u> |
| | 51 | \$50,024 | \$ 980 |

Columns 2 and 3 of table 3 provide a comparison of Minneapolis' present salary schedules for neighborhood branch librarian and department head with those of similar positions in comparable cities. Salaries of these key positions probably can be taken as indicative of salary ranges of the total supervisory professional group.

It may be noted that the existing salary of Minneapolis branch librarian at the minimum is second from the top of the 11 cities compared, and at the maximum is at the top. Also the existing salary of Minneapolis' department head at the minimum is fourth from the top of the 8 cities compared, and third from the top at the maximum of the range.

The proposed salary increase (see bottom of columns 2 and 3, table 1) would place the Minneapolis department head and branch librarian well at the top at both minimum and maximum of the range.

Judging from these data, there is serious doubt in our minds that the contemplated raises in salary of supervisory professional librarians are justified.

Relationship to Minneapolis School librarians

In their proposed salary adjustments for the professional staff, library Board representatives place considerable emphasis on a comparison with the Board of Education's salary schedule for school librarians. The statement of needs submitted to the Charter Commission on April 27, 1961 states:

"The educational requirements for librarians in the Minneapolis Public Library and in the Minneapolis Public Schools are essentially the same -- four to five years of college. Differences are in the kind rather than in the amount of academic preparation. A school librarian might combine education credits with a minor in Library Science, whereas a public librarian is required to have a major in Library Science. In both public school and public library systems a master's degree in Library Science is preferable and is generally the pattern for persons entering the profession at the present time."

For the librarian with a master's degree, the existing salary schedules are as follows:

| | | |
|---|-------------------|----------|
| Public Library - Professional Assistant II | \$4,680 - \$6,084 | 10 steps |
| School Board - School Librarian | \$4,900 - \$8,000 | 12 steps |

There are also differences in work hours: many of the public library staff members must work on evenings and Saturdays, and all work for 48 weeks of the year, whereas the school librarians work only during the day and for the 38 weeks school year.

The pay differential extends to the supervisory positions also. A neighborhood librarian at the maximum (\$7,306) is paid less than an assistant school librarian at the maximum (\$7,400), and a major branch librarian at the maximum (\$7,852) is paid less than a school librarian (\$8,000). In addition, it is said that the supervisory responsibilities of the branch librarians are greater than those of the school librarians.

Under the proposed schedule adopted by the Library Board in August 1960 to be effective July 1, 1961, the relative positions of the public library and school library professional positions would be as follows:

| P u b l i c l i b r a r y | | | School libraries | |
|---------------------------------|-------------------------------------|------------------------------|---|---------------------|
| Professional assistant II | Branch librarian neighborhood | Branch librarian major | Assistant librarian Sr. High Sch. | School librarian |
| \$4,992-\$7,098 | \$6,864-\$8,034 | \$7,332-\$8,502 | \$4,900-\$7,400 | \$4,900-\$8,000 |
| 10 steps | 6 steps | 6 steps | 10 steps | 12 steps |

It is apparent that the proposed schedules would still leave the professional assistant II lower at the maximum than the assistant school librarian, that the neighborhood branch librarian would be at about the level of the school librarian, and that the major branch librarian at the maximum would be well above the school librarian.

With respect to the educational requirements of the public librarian and the school librarian, it must be noted that while the two are generally required to have five years of college with a master's degree, the school librarian must have a teaching certificate. This is a requirement of the State Department of Education. In effect, therefore, the school librarian is basically a teacher with a library specialty, and as such the school librarian's salary schedule is the teacher's schedule.

The City Librarian states that the discrepancy in salary schedules and working conditions between his employees and school librarians has caused a movement of public librarians to the schools, particularly since the Minneapolis School Board took over the operation of the school sub-branches from the Public Library in 1959. The Library Board's personnel officer also notes that Minneapolis public librarians are attracted to suburban school systems for the same reason.

The committee recognizes the comparative facts cited by the Librarian, but at the same time believes that one can not immediately jump to the conclusion that the public librarians in the supervisory positions should be given the salary increase proposed by the Librarian.

First, the possession of a teaching certificate, does establish a difference between the librarians of the two systems. Achievement of the certificate requires special preparation which those without the certificate do not possess.

Second, it would appear that the national market for librarians, as well as the local market, is a factor in the attraction and retention of professional librarians in the Minneapolis system. As seen in table 3, Minneapolis public library salaries for branch librarians and department head are already relatively high compared to other large cities. Granting the proposed increase would place these positions well at the top.

A third and related point is the question whether the public libraries of other cities are subject to the same comparison with their local school libraries as Minneapolis. Considering the fact that Minneapolis teacher salary schedules are comparable with those of other large cities, one would expect the public librarians in those cities also to be at the school teachers salary level, if they were being paid according to the teachers salary standard. The facts in table 3 indicate otherwise.

It may be that public librarians countrywide are aiming to have their salaries tied to their teaching counterparts. It would seem questionable, however, in view of the already relatively high expenditure system that Minneapolis already has, and the relatively high position of supervisory librarian positions with respect to other cities, that Minneapolis Public Library should lead the way in the country toward putting the public librarians on the same scale as the school librarians, even if it can be established that the possession of a teaching certificate does not constitute a difference warranting higher pay.

Non-professional staff: clerical and building maintenance

Over one-half of the library's 338 employees are clerical and building maintenance employees. The Library Board generally attempts to follow the policy of paying these employees the same rate as their counterparts in other City agencies.

The clerical and building maintenance staff are now generally on a level with similar positions in the rest of the City government. Increases effective July 1, 1961 will depend basically on what is done by the City Council which as yet has taken no action on 1961 salary increases. The Librarian estimates these increases will amount to about \$7,000 for each percentage point of increase. It seems likely that proposed increases will not exceed 3%, or about \$21,000.

NEED FOR ADDITIONAL STAFF

General: need for objective study of library operation.

Based on the conclusion that Minneapolis already has a high expenditure library system and a high ratio of salaries to total expenditures, it is our general belief that the Library Board should proceed with great care in expanding the present staff, whether it be for expanding services or improving present services. This is said in due recognition of the fact that the splendid new central library, set up to provide new and better service for the library user, apparently requires more people to operate than the old central library.

As a necessary part of the exercise of greater care in staffing decisions, we believe that it is highly important that as soon as practicable the Library Board

arrange to have an objective study of the organization and administration of the Library system. This seems to be essential for answering such questions as whether duties are properly assigned, whether there are too many supervisory positions, and whether the Board is making the best use of its relatively large number of professional librarians.

In this connection we did attempt to find from comparative statistics an answer to the question of whether the Minneapolis library is relatively overstaffed in the supervisory positions. Our conclusion, based on the data presented in table 4 is that the ratio of supervisory professional positions to total staff positions does not seem out of line in Minneapolis compared with other large cities.

Admittedly, however, these data may not be entirely valid, principally because of the problems of definition of jobs and accurate reporting from the cities represented. A more reliable answer should be one of the goals of the objective study suggested.

It would be desirable to have the results of this study prior to adoption of the 1962 budget, but time now makes this impossible. Assuming that the Board can have the study finished no later than early 1962, however, the Board should immediately modify the execution of the 1962 budget to reflect the results of the study if that is at all practicable, and should not wait till 1963 to put them into effect.

Additional staff for present services

About six new positions are requested for manning branches because of increased work load. Branch circulation for the first four months of 1961 is running about 6% above 1960.

Two new positions -- a department head for the order department and an assistant department head in the museum -- are asked for the central library. These two positions would help fill out the new organization proposed by the Librarian to handle the administration of the new central library.

Additional staff for expanded services

Probably the leading request for expanded library service in recent years has been for six day service at the central library year-round and at the branches from September through May. Strictly on the arithmetic basis of present cost per day of service, the request for \$100,000 to extend branch service and \$15,000 to extend central library service seems justified. These figures presumably include additional costs of non-personnel items, such as heat, light and supplies.

ADDITIONAL BOOK PURCHASES; OTHER SUPPLIES AND EXPENSES

The Library Board believes it should spend \$30,000 to \$50,000 more for books in 1962 than in 1961: an increase from \$170,000 to \$200,000 or \$220,000.

Among 35 large cities, Minneapolis in 1959 stood near the bottom in regard to the percentage of its total budget allocated to book purchase (table 5). Considering that Minneapolis' total expenditures per capita were among the top, however, more valid indices of the adequacy of book purchases probably would be the dollar amount of book purchases per capita and the dollar amount of book purchases per \$1,000 books circulated. Even by these measures however, Minneapolis ranked slightly below the median among the 35 cities (table 5).

Additional facts justifying an increase in the book budget are that book purchases were clearly below normal during the mid-50s (table 6), the price of books has increased along with the general increase in prices, and book circulation has increased, and is likely to continue to increase as a result of the opening of the new central library.

Mainly due to the increased cost of supplies and expenses of operating the new central library compared to the old central library, supplies and expenses (excluding books) for 1961 are budgeted at 25% over 1960. Another 32% (\$43,000) is tentatively contemplated in 1962. The committee has not analyzed the reasons for these increased requests, although we have been told that \$13,500 of the increase for bindery materials is due to under-purchasing of books in recent years and increased circulation.

OPENING OF NEW BRANCHES

A major item in long run effect on the Library Board's budget, is the addition of new branches. Two years ago when the Library Board unsuccessfully submitted a request for a property tax millage increase it based its request largely on the projected addition of five new branches: four to be constructed and one to be rented, at least for an initial period.

The Library Board's program still calls for new branches, but now it contemplates seven branches in all. Except as the Board realizes money from the sale of the old central library property and the old business branch on 6th Street, it will have to rely on bond money from CLIC, the City Council, and the Board of Estimate and Taxation to finance the construction of the new branches. CLIC and the Council have generally followed the policy of not authorizing bond moneys for the branches until money is in sight to operate them. The Library Board has also indicated that it will not use money from the sale of property for construction purposes until operating funds are available.

Current funds that would be needed to open the new branches would be \$70,000 in the initial year for original book stock and \$70,000 annually for operating costs.

Clearly, until additional revenue is available above present resources the Library Board will not be able to expand services through new branches.

Table 1
OPERATING EXPENDITURES PER CAPITA
Large City Library Systems
1954 and 1959
(1950 population basis)

| | | | | | |
|----------------------|---------|---------|----------------------|---------|---------|
| 1. Cleveland | \$ 4.64 | \$ 5.30 | 20. Toledo | \$ 2.70 | \$ 2.49 |
| 2. Boston | 4.17 | 4.22 | 21. New York | 1.78 | 2.48 |
| 3. Newark | 3.32 | 3.84 | 22. Detroit | 2.05 | 2.41 |
| 4. MINNEAPOLIS | 3.27 | 3.70 | 23. Queens Bor. | 1.33 | 2.31 |
| 5. Oakland | 2.74 | 3.62 | 24. Los Angeles | 1.50 | 2.31 |
| 6. Rochester, N.Y. | - | 3.41 | 25. Columbus & Co. | - | 2.22 |
| 7. San Diego | - | 3.20 | 26. Dallas | - | 2.22 |
| 8. Cincinnati & Co. | 2.34 | 3.18 | 27. San Francisco | 1.39 | 2.10 |
| 9. Seattle | 2.36 | 3.14 | 28. St. Louis | 1.50 | 1.99 |
| 10. Pittsburgh | 2.47 | 2.99 | 29. Brooklyn | 1.27 | 1.87 |
| 11. Buffalo & Co. | 2.20 | 2.89 | 30. Chicago | 1.25 | 1.73 |
| 12. Washington, D.C. | 1.91 | 2.86 | 31. Philadelphia | 1.25 | 1.70 |
| 13. Denver | 1.73 | 2.84 | 32. Atlanta & Co. | - | 1.62 |
| 14. Indianapolis | 2.11 | 2.84 | 33. Louisville & Co. | - | 1.56 |
| 15. St. Paul | - | 2.72 | 34. Memphis & Co. | - | 1.08 |
| 16. Baltimore | 2.11 | 2.70 | 35. Houston | - | 1.04 |
| 17. Portland & Co. | 1.53 | 2.62 | 36. Toledo | 2.70 | - |
| 18. Kansas City, Mo. | 2.09 | 2.56 | | | |
| 19. Milwaukee & Co. | 1.72 | 2.54 | | | |
| | | | MEDIAN | 2.05 | 2.55 |
| | | | Minneapolis' rank: | 4 / 35 | 4 / 27 |

Note: Allocating 25% of Minneapolis' 1959 expenditures to county residents would produce a per capita expenditure for Minneapolis alone of \$2.77, or 15th in rank.

SOURCE: 1954 data--American Library Annual, 1956.
1959 data--American Library and Book Trade Annual, 1961.

Table 2

NUMBER OF PROFESSIONAL STAFF PERSONS
AND CIRCULATION PER STAFF MEMBER

Large City Library Systems

| | No. of prof. staff | | 1000s of books circulated per staff member | | | No. of prof. staff | | 1000s of books circulated per staff member | |
|------------------|--------------------------|------|---|------|-------------------|--------------------------|------|---|------|
| | No. | Rank | No. | Rank | | No. | Rank | No. | Rank |
| Memphis & Co. | - | - | 25.6 | 1 | Milwaukee & Co. | 120 | 6 | 9.6 | 19 |
| San Francisco | 100 | 9 | 15.7 | 2 | Rochester, N. Y. | - | - | 9.6 | 20 |
| Kansas City, Mo. | 75 | 14 | 14.9 | 3 | Oakland | - | - | 9.5 | 21 |
| Atlanta & Co. | 60 | 17 | 13.6 | 4 | Chicago | - | - | 9.0 | 22 |
| Los Angeles | - | - | 13.1 | 5 | Dallas | 78 | 13 | 8.9 | 23 |
| San Diego | - | - | 13.0 | 6 | Philadelphia | - | - | 8.8 | 24 |
| Houston | 30 | 20 | 12.2 | 7 | MINNEAPOLIS | 132 | 5 | 8.6 | 25 |
| Buffalo & Co. | 153 | 1 | 12.0 | 8 | Cleveland | - | - | 8.4 | 26 |
| Brooklyn | - | - | 11.8 | 9 | New York | - | - | 8.2 | 27 |
| Seattle | 87 | 10 | 11.5 | 10 | Indianapolis | 85 | 11 | 8.2 | 28 |
| Louisville & Co. | 54 | 19 | 11.3 | 11 | Detroit | - | - | 8.0 | 29 |
| St. Paul | 56 | 18 | 11.3 | 12 | Pittsburgh | - | - | 7.8 | 30 |
| Denver | 83 | 12 | 11.3 | 13 | Baltimore | - | - | 7.7 | 31 |
| Cincinnati & Co. | 135 | 4 | 10.9 | 14 | Newark | 72 | 15 | 7.4 | 32 |
| Portland & Co. | 66 | 16 | 10.9 | 15 | St. Louis | 111 | 7 | 7.1 | 33 |
| Toledo | - | - | 10.5 | 16 | Washington, D. C. | 152 | 2 | 6.1 | 34 |
| Columbus & Co. | 29 | 21 | 10.4 | 17 | Boston | 151 | 3 | 5.5 | 35 |
| Queens Borough | - | - | 9.8 | 18 | | | | | |

MEDIAN 85 9.8

Minneapolis' rank 5 / 21 25 / 35

SOURCE: American Library and Book Trade Annual, 1961.

Table 3

SALARY SCALES OF PROFESSIONAL LIBRARIANS
Comparable large cities and selected other libraries

| <u>Library</u> | <u>Beginning librarian (5 year degree)</u> | <u>Branch librarian</u> | <u>Department head</u> |
|-----------------------------------|--|---|-----------------------------|
| Cincinnati | 4932 - 6912 | 6121 - 7216 | 6121 - 7216 |
| Cleveland | 4400 - 5840 | 6020 - 6560 | 6040 - 8000 |
| Houston | 2400 - 5016 | 1920 - 5016 | |
| Indianapolis | 4980 - 6420 | 5820 - 6720 | 6180 - 7260 |
| Milwaukee | 4932 - 6912 | 6121 - 7216 | 6121 - 7216 |
| MINNEAPOLIS | 4680 - 6084 | 6292 - 7306 | 6500 - 7853 |
| Newark | 4490 - 6170 | 5750 - 6890 | 5750 - 6890 |
| Philadelphia | 5364 | | |
| Pittsburgh | 4400 - 5000 | | |
| Rochester, N.Y. | 4836 - 6750 | 5598 - 6750 | |
| St. Paul | 5673 - 6385 | To begin in June '61 retroactive to January '61. | |
| San Diego | 5388 - 6384 | | |
| San Francisco | 4980 - 7008 | | |
| Seattle | 4320 - 4680 | 5940 - 7140 | 6600 - 7800 |
| Wayne County, Mich. | 5328 - 6048 | 6553 - 7273 | 7163 - 7883 |
| Washington, D. C. | 5355 - 6345 | 5885 - 6875 | |
| Minneapolis school librarians* | 4900 - 8000 | | |
| Univ. of Minnesota* | 4620 | | |
| Median | 4868 - 6257 | 5885 - 6875 | 6376 - 7345 |
| Minneapolis' rank | $\frac{10}{16}$ $\frac{10}{15}$ | $\frac{2}{11}$ $\frac{1}{11}$ | $\frac{4}{8}$ $\frac{3}{8}$ |
| Minneapolis' proposed | 4992 - 6864 | 7280 - 8320 | 7696 - 8736 |
| Rank | $\frac{6}{16}$ $\frac{4}{15}$ | $\frac{1}{11}$ $\frac{1}{11}$ | $\frac{1}{8}$ $\frac{1}{8}$ |

SOURCE: Minneapolis Public Library personnel office, letter, May 12, 1961

*Not including in ranking.

Table 4

RATIO OF SUPERVISORY PERSONNEL TO TOTAL PROFESSIONAL PERSONNEL

Public Libraries in Large cities

1960

(a) Nine cities

| | | | | | |
|------------------|-----|-----------|-----|-------------|-----|
| District of Col. | 53% | Rochester | 31% | Newark | 29% |
| Milwaukee | 50 | Seattle | 31 | MINNEAPOLIS | 29 |
| Denver | 42 | Baltimore | 29 | St. Louis | 27 |

Median: 31%

SOURCE: Memo from Mpls Public Library, 6-16-60.

(b) 37 cities:

| | | | | | |
|------------------|-------|---------------------|-------|------------------|-------|
| 1. Boston | 64.2% | 14. Portland | 31.8% | 27. Indianapolis | 24.1% |
| 2. Houston | 59.4 | 15. Chicago | 31.3 | 28. Cincinnati | 22.2 |
| 3. Dallas | 53.8 | 16. Seattle | 31.0 | 29. MINNEAPOLIS | 22.0 |
| 4. Milwaukee | 50.0 | 17. Rochester, N.Y. | 30.8 | 30. Los Angeles | 19.5 |
| 5. Dist. of Col. | 50.0 | 18. Brooklyn | 30.7 | 31. Philadelphia | 19.0 |
| 6. Denver | 42.1 | 19. Newark | 29.2 | 32. Pittsburgh | 18.8 |
| 7. Cleveland | 39.3 | 20. Memphis | 28.9 | 33. Buffalo | 18.3 |
| 8. Oakland | 37.9 | 21. Baltimore | 28.4 | 34. St. Paul | 17.8 |
| 9. Toledo | 35.6 | 22. Louisville | 27.7 | 35. Kansas City | 17.3 |
| 10. Atlanta | 35.0 | 23. San Diego | 26.5 | | |
| 11. Columbus | 34.5 | 24. St. Louis | 26.1 | MEDIAN: | 29.2% |
| 12. Detroit | 32.2 | 25. Queens Borough | 25.2 | | |
| 13. San Franc. | 32.0 | 26. New York | 24.4 | | |

SOURCE: American Library and Book Trade Annual for 1961

Table 5

BOOK PURCHASES

Large City Library Systems

1959

| | Book Purchases as Percentage of Total Expenditures | | Book Purchases per Capita | | Book Purchases Per 1,000 Books circulated | |
|------------------|--|-------------|------------------------------|-------------|---|-------------|
| | <u>%</u> | <u>Rank</u> | <u>Amt.</u> | <u>Rank</u> | <u>Amt.</u> | <u>Rank</u> |
| New York | 12.8% | 10 | \$0.12 | 34 | \$91 | 1 |
| Brooklyn | 16.9 | 4 | 0.32 | 10 | 90 | 4 |
| Queens | 13.2 | 9 | 0.30 | 16 | 68 | 11 |
| Chicago | 12.4 | 11 | 0.21 | 29 | 78 | 7 |
| Philadelphia | 15.4 | 6 | 0.26 | 23 | 91 | 2 |
| Los Angeles | 10.9 | 22 | 0.25 | 24 | 45 | 30 |
| Detroit | 6.9 | 32 | 0.17 | 33 | 57 | 18 |
| Baltimore | 11.6 | 15 | 0.31 | 14 | 72 | 10 |
| Cleveland | 6.8 | 33 | 0.36 | 5 | 48 | 25 |
| Buffalo & Co. | 11.9 | 13 | 0.34 | 6 | 51 | 21 |
| Milwaukee & Co. | 11.1 | 17 | 0.28 | 19 | 65 | 13 |
| St. Louis | 9.3 | 27 | 0.19 | 31 | 58 | 17 |
| Washington, D.C. | 9.3 | 28 | 0.28 | 20 | 88 | 5 |
| Boston | 5.5 | 35 | 0.23 | 26 | 51 | 22 |
| San Francisco | 10.3 | 24 | 0.22 | 28 | 48 | 26 |
| Cincinnati & Co. | 9.9 | 26 | 0.31 | 13 | 46 | 28 |
| Pittsburgh | 11.0 | 18 | 0.33 | 9 | 62 | 15 |
| Houston | 11.0 | 19 | 0.11 | 35 | 43 | 31 |
| MINNEAPOLIS | 8.1 | 30 | 0.30 | 15 | 53 | 20 |
| Atlanta & Co. | 19.1 | 2 | 0.31 | 12 | 77 | 8 |
| Louisville & Co. | 11.4 | 16 | 0.18 | 32 | 49 | 24 |
| Memphis & Co. | 21.5 | 1 | 0.23 | 27 | 41 | 33 |
| Portland & Co. | 11.0 | 20 | 0.29 | 17 | 46 | 29 |
| Seattle | 10.3 | 23 | 0.32 | 11 | 43 | 32 |
| Columbus & Co. | 18.9 | 3 | 0.42 | 2 | 91 | 3 |
| Kansas City, Mo. | 15.8 | 5 | 0.40 | 4 | 59 | 16 |
| Newark | 7.6 | 31 | 0.29 | 18 | 55 | 19 |
| Dallas | 15.0 | 7 | 0.33 | 8 | 86 | 6 |
| Indianapolis | 11.8 | 14 | 0.34 | 7 | 75 | 9 |
| Denver | 8.9 | 29 | 0.25 | 25 | 41 | 34 |
| Toledo | 11.0 | 21 | 0.27 | 21 | 50 | 23 |
| Oakland | 5.7 | 34 | 0.21 | 30 | 33 | 35 |
| San Diego | 14.0 | 8 | 0.45 | 1 | 63 | 14 |
| Rochester, N.Y. | 12.0 | 12 | 0.41 | 3 | 67 | 12 |
| St. Paul | 10.0 | 25 | 0.27 | 22 | 48 | 27 |
| MEDIAN | 11.0% | | \$0.29 | | \$57 | |
| Minneapolis rank | | 30/35 | | 15/35 | | 20/35 |

SOURCE: American Library and Book Trade Annual, 1961.

Table 6

EXPENDITURES FOR BOOKS

Minneapolis Public Library

1951 - 1961

| <u>Year</u> | <u>Book expenditures</u> | <u>Total Library Expenditures</u> | <u>Books as percentage of total expend.</u> |
|-------------|------------------------------|---------------------------------------|---|
| 1951 | \$101,890 | \$1,262,214 | 8.63% |
| 1952 | 149,701 | 1,508,529 | 9.24% |
| 1953 | 150,791 | 1,599,978 | 9.42 |
| 1954 | 136,427 | 1,693,672 | 8.05 |
| 1955 | 95,425 | 1,652,625 | 5.77 |
| 1956 | 107,420 | 1,763,900 | 6.09 |
| 1957 | 114,356 | 1,793,403 | 6.38 |
| 1958 | 165,766 | 1,879,392 | 8.82 |
| 1959 | 165,937 | 1,932,427 | 8.59 |
| 1960* | 170,000 | 2,012,999 | 8.45 |
| 1961* | 170,000 | 2,044,301 | 8.31 |

*Estimated

SOURCE: City Comptroller's reports.