



REPORT

LEGISLATIVE REFERENCE BUREAU

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13. Milwaukee Public Library, 2014

Proposed Plan and Executive Budget Review

13. Milwaukee Public Library

I. EXECUTIVE SUMMARY.

Table 13.1. Statement of Changes in Operating Budget, 2013 to 2014.

2012 Actual Budget	\$21,625,286
2013 Adopted Budget	\$21,593,610
Personnel Costs	
Salaries & Wages	\$66,469
Fringe Benefits	(\$85,459)
Total Changes	(\$18,990)
Operating Expenses	\$78,749
Equipment Purchases	\$114,719
Special Funds	\$0
Total Changes	\$174,478
2014 Proposed Budget	\$21,768,088

1. Total Expenditures up slightly. The total 2014 Proposed Budget is \$21,768,088, an increase of \$174,478 (0.8%) from the 2013 Adopted Budget amount of \$21,593,610.

2. No change in library hours. The 2014 Proposed Budget maintains hours at Central and neighborhood libraries.

3. Operating Expenditures up \$78,000. Operating expenditures in the 2014 Proposed Budget are \$2,628,229, an increase of \$78,749 (3.08%) from the 2013 Adopted Budget amount of \$2,549,480.

4. Equipment Purchases up \$114,715. Equipment purchases are \$1,874,232, an increase of \$114,719 (6.5%) from the 2013 Adopted Budget amount of \$1,759,513. The Library materials budget is \$1,566,653, and increase of \$30,719 (2.0%) from the 2013 Adopted Budget

7. Revenues decrease 6.6%. Estimated revenue in the 2014 Proposed Budget is \$1,192,800, will be generated in revenues by the department, a \$84,600 (-6.6%) decrease from the 2013 Budget estimate.

8. Library Facilities Initiative. \$1.8 million in funding is proposed for 2014, an increase of 508.3%. In addition to facility development and improvements, this account will fund 90% of the position of New Facilities Project Coordinator.

9. The neighborhood libraries continue to age. No funding is proposed in the Neighborhood Library Improvement fund. Renovations and repairs are supported through the Library Facilities Initiative account.

10. Grant funding decreases 34.1%. The 2014 Proposed Budget contains \$1,153,390 in grant funding for the Milwaukee Public Library, a decrease of \$595,885 (-34.1%) from the grant funding received in 2013.

11. Contributions. The Library Foundation has made \$428,642 in contributions to the Library in 2013 through August.

12. Patron count is up 14%. The 2012 patron count is 2,387,030, an increase of 14% from the number of patrons that visited MPL locations in 2011. The 2012 circulation count is 2,847,543, an increase of 7.1% from the 2011 circulation count.

Hours of computer use at MPL in 2012 was 487,854, an increase of 16.1% from 2011. See Tables 13.17 to 13.23.

II. INITIATIVES AND PROGRAMS.

1. Libraries Hours of Operation Maintained.

The 2014 Proposed Budget maintains hours at all library facilities. At 6 neighborhood libraries: Bay View, Center Street, East, Villard Square, Washington Park and Zablocki; hours of operation will be 49 hours per week. Atkinson, Capitol and Forest Home hours of operation will continue to be 39 hours a week. M.L. King, Mill Road and Tippecanoe will remain at 40 hours a week. Hours of operation at Center Street will remain at 50 hours per week for 2014.

Weekly hours of operation for Central Library will be 54 hours, the same hours of operation as 2013.

Table 13.2. Service Hours by Library, Day of Week, 2014.

Library (2013 hours/2014 hours)	Days of Week						
	M	T	W	TH	F	S	Su*
Atkinson (39/39)	12P-8P			10A-6P	Closed	10A-5P	Closed
Bay View (49/)	10A-8P	12P-8P		10A-6P		10A-5P	
Capitol (39/39)	12P-8P			10A-6P	Closed	10A-5P	1P-5P
Center St. (50/50)	9A-8P	12P-8P			10A-6P		
Central (57/54)	12P-8P	9A-6P				9A-5P	1P-5P
Central, Art & Humanities (43/43)	12P-8P	9A-4P					Closed
Central, Drive-up (60.5/60.5)	7:30A-6P					9A-5P	
East (49/49)	10A-8P	12P-8P		10A-6P		10A-5P	
Forest Home (39/39)	12P-8P			10A-6P	Closed	10A-5P	Closed
King (40/40)				10A-6P		Closed	
Mill Road (40/40)							
Tippecanoe (40/40)							
Villard Square (49/49)	10A-8P		12P-8P	10A-6P		10A-5P	Closed
Washington Park (49/49)							
Zablocki (49/49)							

*Service hours provided October through April only. A=a.m.; P=p.m.

Reference services at 6 neighborhood libraries were reduced in the 2013 Budget on Monday mornings; as a result, circulation staff were trained on how to handle difficult situations that a reference librarian would typically handle. Circulation staff were able to handle basic directional questions and encouraged patrons to contact Ready Reference or to come back after noon when the librarian was on duty. Based on January and February data comparing 2013 to 2012, there was an increase in call volumes at Ready Reference on Monday mornings, though other factors may have contributed to the increase. (Hourly Ready Reference call data was discontinued by DPW in March-August 2013).

2. Teacher in the Library.

The Teacher in the Library program is in its third year of operation. The 2010/2011 school year was the first year MPL offered Teacher in the Library, using CDBG funding. The program expanded to 3 additional library locations: Capitol, Mill Road (starting September 2012) and Bay View (starting January 2013). A combination of CDBG funds (\$100,000) and City funds will continue to be used in the 2014 Proposed Budget.

For 2014, certified teachers will be at 7 library locations (Atkinson, Bay View, Center Street, Forest Home, Martin Luther King, Villard Square and Washington Park) during after-school hours to assist both students and parents with academic support and encouragement. All locations have the following hours of operation during the school year (MPS calendar): Monday-Wednesday, 3:30-6:30 pm; Thursday, 3:30-5:30 pm.

With the shift to CDBG funding at a reduced amount, the program will be cut back to 7 locations, keeping Bay View along with the original 6 and dropping Mill Road and Capitol, which are outside of NSP areas.

For the 2012/2013 academic year (Sept. 2012 through June 2013):

- 1,427 unique children were served.
- 7,821 total student attendance.
- 2,576 total adult attendance.

Teacher recruitment continues to be a challenge, but once teachers are in place the program builds a following. To ensure full community engagement, the program includes bi-lingual (Spanish/English) teachers as the neighborhood demographics and needs of participating students and their parents demand.

3. Ready to Read with Books2Go.

The Library developed the "Ready to Read" with Books2Go/"Libros Para Llevar" Program to improve the reading readiness skills of Milwaukee children, 0-5 years of age. The program focuses on childcare providers and families located in neighborhoods with the highest concentration of poverty. Ready to Read consultants track each child who attends a story time and how many times he or she attends. See Table 13.3 for Books2Go participation.

Table 13.3. Books2Go participation 2012 and 2013 (year-to-date).

Books2Go Membership	2013	2012
Child Care Participants (from database)	1277	1136 (1)
Active B2G library cards (as of 8/30/13)	525	834
Teachers who receive maximum B2G services (approx.) (2)	2,050	2,200
Children reached through general B2G services (approx.)	14,500	15,000

(1) Included both active and non-active cards; (2) In 2011, reporting mechanism was updated to reflect more accurate data.

The Library tracks each child not only for attendance statistics, but for outcome-based evaluation purposes. For evaluative purposes, a child must have attended at least 8 story times over the 12 month period and be at least 3-years old by the time of the evaluation.

The mobility rate of children at the centers is very high. Each month, attendance averages for story times were 751 in 2012 and 784 in 2013 (January to September). Each story time can have anywhere between 6 to 18 children. Ready to Read consultants have come to expect turnover, especially in September and May, and plan their evaluations accordingly to capture the progress of the children before they stop attending that center.

Books2Go was started with federal funds in 1999 and is supported through grants and other gifts to the Milwaukee Public Library Foundation.

4. Summer Reading Program.

Each summer the Library offers free reading programming for children. The program offers activities and recognition for reading books. For 2013, 22,343 children enrolled in the Super Reader Program.

Table 13.4. Super Reader Summer Reading Program, 2011 to 2013.

Program Registration	2011	2012	2013	
Children Registered in Libraries	10,389	12,559	12,916	
Children Registered through Outreach	Child Care Centers	2,577	2,292	2,777
	School-Age Groups	6,054	6,070	5,708
	Total	8,631	8,362	8,485
Total Children Registered	19,020	20,921	21,401	
Total Teens Registered	1,115	1,003	942	
Total Program Registration	20,135	21,924	22,343	

Source: MPL Board of Trustee Meeting Minutes.

The Library saw an increase in participation overall, although staff vacancies in the beginning of summer prevented the Library from making as many visits to schools as it had hoped. This program costs approximately \$140,000, and is primarily funded through the Milwaukee Public Library Foundation, with \$13,000 in City funds planned for 2014.

5. Computer Classes.

In 2012, the Library held 816 computer classes with 5,914 attending and 564 job labs with 3270 attending. Through August, the Library has offered 585 computer classes with 3231 people attending, and 410 job labs with 2419 attending. This represents an increase due to the Library's addition of 6 Library Technology Specialist positions, funded through the Broadband Technology Opportunities Program grant. These Library Technology Specialists originally worked at the 6 "laptop libraries" to teach classes, help the public with laptops, and provide basic technical support. The Broadband Stimulus grant was to expire July 31, 2013, but was extended to September 31, 2013. To maintain these services through the end of 2013, CDBG re-programming funds were allocated through budget amendment. The 2014 Proposed Budget adds the 6 Library Technology Specialist positions to the operating budget with salaries totaling \$212,176.

6. Laptop Program.

This 3-year grant, funded by the American Recovery and Reinvestment Act of 2009, was approved by the Common Council in October, 2010. The total grant funding is \$2.5 million, with \$1.5 million dedicated to MPL. This grant allowed MPL to upgrade its wireless network, add 240 publicly-available laptops at 6 neighborhood libraries and hire 6 Library Technology Specialists to help patrons more effectively use computers. This grant was to expire July 31, 2013, but was extended to September 31, 2013.

All 312 public laptops have been deployed throughout the library system, and all locations are able to loan laptops to the public.

Table 13.5. Library Laptops, Location and Number.

Library	Laptops Available	Library	Laptops Available
Central	20	M.L. King	28
Atkinson	28	Mill Road	14
Bay View	18	Tippecanoe	18
Capitol	14	Villard Square	40
Center Street	28	Washington Park	40
East	18	Zablocki	18
Forest Home	28	Total Laptops	312

The laptop program is successful. The laptops themselves have proven to be sturdy enough for regular daily use, and despite being 2 years old are holding up very well. The biggest challenge is the success of the program itself. There are often long lines to check laptops out. At several libraries laptop vending kiosks help with this issue. The challenge will be the transition away

from the stimulus funding and the replacement of the laptops when they become obsolete.

MPL has been able to increase both the number and type of computer classes, adding intermediate-level courses, digital photography courses and social media courses thanks to the stimulus-funded work of the 6 Library Technology Specialists.

Overall computer use has shown steady increases over both 2012 and 2013 as a result of laptops.

7. Strategic Planning.

The Library and Board of Directors have been conducting strategic planning during 2013 with the assistance of a consultant from CivicTechnologies. The planning was data-driven and used market segmentation data. Market segmentation is a method of understanding the community by using profiles that define various areas of Milwaukee. The Library's strategic planning includes an analysis of city census information, library use data and national market segmentation data. As part of this process, Library staff audited current services that are offered to the community, comparing them to new service areas and local needs that had been identified through the combined market segmentation and library data.

The Library also considered feedback from community leaders, and others, including Board and Foundation members, and elected officials including, Common Council members and the Mayor. Research was conducted and topic papers issued. Small focus groups of staff discussed 3 topics, including 21st Century Literacies, Technology and Public Services. This process will allow the Library to develop programs and services to meet the specific needs of city residents. The strategic plan is expected to be finalized later this year and will be used for 3 to 5 years.

8. System and Resource Library Administrators Association of Wisconsin (SRLAAW).

SRLAAW has been reviewing Wisconsin library systems and state laws related to libraries. This includes exploring alternate models for library systems in Wisconsin that could result in the consolidation of some of the 17 library systems currently in the state. It also includes possible elimination of a designated resource library for each system.

The recommendation to create a standard requiring no fewer than 3 counties in each Wisconsin Library System has been dropped. The SRLAAW will instead make a recommendation to the Department of Public Instruction that a study be conducted to determine how to "best-size" systems.

The recommendation to eliminate resource libraries has been changed. The SRLAAW is now recommending the current statutory language be revised to require each system to have at least one resource library.

In the future, statutory changes to library system composition could have budgetary implications for MPL and the Milwaukee County Federated Library System (MCFLS) that could possibly result in the loss of state funding to MPL, as it receives payment for services from MCFLS as the system's resource library.

See also ISSUES TO CONSIDER, Section IX.

III. EXPENDITURES.

Table 13.6. Changes in Expenditure Amounts by Account.

Expenditure Account	2012 Actual Budget	2013 Adopted Budget	% Chng.	2014 Proposed Budget	% Chng.
Salaries and Wages	\$11,708,985	\$11,669,888	-0.3%	\$11,736,357	0.5%
Fringe Benefits	\$5,726,362	\$5,601,547	-2.2%	\$5,516,088	-1.5%
Operating Expenditures	\$2,548,909	\$2,549,480	0.02%	\$2,628,229	3.1%
Equipment Purchases	\$1,641,030	\$1,759,513	7.2%	\$1,874,232	6.5%
Special Funds	\$0	\$13,182	100%	\$13,182	0%
Total Operating Budget	\$21,625,286	\$21,593,610	-0.1%	\$21,768,088	0.8%

1. Budget Summary.

The total 2014 Proposed Budget is \$21,768,088, an increase of \$174,470 (0.8%) from the 2013 Adopted Budget amount of \$21,593,610.

2. Personnel Costs.

Personnel costs in the 2014 Proposed Budget are \$17,252,445, a decrease of \$18,990 (-0.1%). Salaries and wages increase \$66,469 (0.5%). Fringe benefits decrease \$85,459 (-1.5%).

3. Operating Expenditures.

Operating Expenditures in the 2014 Proposed Budget are \$2,628,229, an increase of \$78,749 (3.1%) from the 2013 Adopted Budget amount of \$2,549,480. The changes can be attributed to the following:

- **Administrative Services:** DOA-Information Technology Management Division required the following operating expenditure line item allocation changes:
 - Other Operating Supplies is budgeted at \$204,250, a decrease of \$76,558 from 2013.
 - Information Technology Services is budgeted at \$290,000, and increase of \$89,000 from 2013.

The Other Operating Services line item is budgeted at \$129,500, an increase of \$12,000 from 2013. \$6,500 was added for printing related to the Summer Reading Program and the remainder is an adjustment to reflect actual costs.

- **Neighborhood Libraries:** The 2014 Proposed Budget line item Property Services is budgeted at \$361,900, an increase of \$26,800 from 2013. This increase is related to an increase in security guard services due to a contractual increase in hourly rates.

- **Central Library:** The 2014 Proposed Budget line item Energy is budgeted at \$382,758, an increase of \$38,538, from 2013. This increase is due to rate increases using the DOA-Budget and Management Division's formula.

4. Equipment Purchases.

Equipment purchases in the 2014 Proposed Budget are \$1,874,232, an increase of \$114,719 (6.5%) from the 2013 Adopted Budget amount of \$1,759,513. Table 13.7 shows the types of library materials to be purchased, the estimated amount to be spent on each type of material and the estimated percentages of the total amount to be spent on each type of material. Library materials to be purchased in the 2014 Proposed Budget are \$1,566,653, an increase of \$30,719 (2.0%) from the 2013 Adopted Budget amount of \$1,535,934.

Table 13.7. Types and Amount of Materials to be Purchased, 2014.

Material Type	2014 Proposed Amount	Estimated Percentage
Books	\$851,653	54%
Databases	\$300,000	19%
Magazines, Newspapers	\$175,000	11%
Ebooks	\$40,000	3%
DVDs	\$100,000	6%
CDs	\$50,000	3%
Audio-books	\$50,000	3%
Total	\$1,566,653	100%

Other equipment purchases include:

- **Central Library.** The 2014 Proposed Budget line item Additional Equipment – Library Furniture is budgeted at \$23,731, an increase of \$22,731 from 2013. This allocation will be used for CD face-out shelving for the CD collection, for which the method of shelving is changing from Dewey to genre.

The Additional Equipment – Miscellaneous line item is budgeted at \$6,194 (no amount was allocated for 2013). This allocation will be used for signage for Central Library.

- **Administrative Services:** The 2014 Proposed Budget line item Replacement Equipment – Computers is budgeted at \$110,000, a decrease of \$58,000 from 2013. To meet the budget allocation, \$70,000 is being used from the Broadband Stimulus grant for computers the Library would have purchased with operating funds in 2014.

DOA-Information Technology Management Division required the following equipment purchases line item allocation changes:

- Replacement Equipment – Computer Network is budgeted at \$80,000 (no amount was allocated for 2013). The funding is for replacement of network switches.
- Replacement Equipment – Computer Peripherals is budgeted at \$16,210 (no amount was allocated for 2013).
- Replacement Equipment – Computer Software is budgeted at \$10,000 (no amount was allocated for 2013).

5. Special Funds.

The 2014 Proposed Budget provides \$13,182 in special funds, the same level of funding as the 2013 Adopted Budget. The City entered into a rental agreement with the RACM to rent the space for the new Villard Square Library. This agreement includes an annual rent payment for the Villard Square Library space. The plan is for the annual rent payment to be budgeted for 7 years, at which time the City will purchase the library space at Villard Square from RACM, and an annual rent payment will no longer be necessary.

IV. PERSONNEL.

Table 13.8. Changes in Full-Time Equivalent (FTE) and Authorized Positions.

Position Category	2012 Actual	2013 Adopted Budget	Change	2014 Proposed Budget	Change
O&M FTEs	298.48	285.39	-13.09	292.15	6.76
Non-O&M FTEs	22.32	21.49	-0.83	17.37	-4.12
Total Authorized Positions	377	372	-5	370	-2

1. Personnel Changes.

The total number of authorized positions in the department under the 2014 Proposed Budget is 370, a net decrease of 2 positions from the 372 authorized in the 2013 Adopted Budget. The position changes are summarized in Table 13.9.

- **Administrative Services:** The 2014 Proposed Budget adds the positions of Personnel Analyst and Facilities Project Coordinator. The new position of Personnel Analyst will be responsible for identifying volunteer opportunities within the library system. The Personnel Analyst will develop volunteer job descriptions and coordinate recruiting, hiring, training, evaluating and managing a volunteer corps to help the library expand its service capacity. The Library projects volunteer hours will represent more than \$300,000 in value. The Facilities Project Coordinator position proposed for 2014 will help manage and oversee library renovation projects and will be 90% funded through capital improvements.

- **Technical Services:** Six positions of Library Technology Specialist funded by the U.S. Department of Commerce Broadband Technology Opportunities Program Grant expired on September 31, 2013. These positions related to the provision of laptop computers and technology assistance to patrons at targeted branches.

To continue this service, the 6 positions previously funded through the grant are proposed to be funded through the library's operating budget in 2014, with salaries totaling \$212,176. These positions manage laptops, teach classes, and provide assistance to library customers. The 6 Library Technology Specialists will rotate throughout all the branch libraries.

Table 13.9. Summary of Position Changes, 2014.

Nbr.	Title of Position	Reason For Change
+1	Adm. Serv./Personnel Analyst	New position in human resources responsible for volunteer coordination.
-1	Adm. Serv./Marketing & Public Relations Officer	Added footnote for mileage reimbursement.
+1	Adm. Serv./Marketing & Public Relations Officer	
+1	Adm. Serv./Facilities Coordinator	New position responsible for capital branch library building projects.
-6	Adm. Serv./Library Technology Specialist	Delete the Broadband Stimulus funded positions and add 2 more to the operating budget to maintain a total of 6.
+2	Adm. Serv./Library Technology Specialist	
+1	Nbrhd. Serv./ Library Circulation Asst. I	Transfer from Central services decision unit.
+1	Cent. Serv./ Library Circulation Asst. II	Transfer from Neighborhood services decision unit.
-6	Cent. Serv./Library Youth Educator (0.50 FTE)	Added footnote for mileage reimbursement.
+6	Cent. Serv./Library Youth Educator (0.50 FTE)	
-1	Cent. Serv./Librarian V	
+1	Cent. Serv./Librarian V	
+1	Cent. Serv./Library Circulation Assistant I	Transfer position to Neighborhood services decision unit.
-2	Net Change	

2. Vacancies.

Effective Pay Period 20 there are 35 vacant positions in the department. The vacancies are summarized in Table 13.10.

Table 13.10. Milwaukee Public Library Vacancies as of September 30, 2013.

Decision Unit	Title of Position	Nbr.
Central Library Services	Librarian V	1
	Librarian IV	1
	Librarian III (0.5 FTE)	1
	Librarian III	1
	Library Youth Educator (YCOS)	1
	Library Serv. Asst. (WTBBL)	1
	Library Tech. II (Tech. Services)	1
	Library Circulation Asst. I	1
	Library Circulation Aide (Tech. Services)	1
	Library Circulation Aide (WTBBL)	1
	Library Circulation Aide	7
Neighborhood Library Services	Library Branch Manager	2
	Librarian II	2
	Custodial Worker II	2
	Library Circulation Asst. (0.5 FTE)	1
	Library Circulation Asst.	1
	Library Circulation Aide	10
Total		35

3. Substitute Pool Program.

When system staff is unavailable, MPL retirees from the pool are asked to work on a temporary basis. The Library uses a substitute pool to cover vacations, unexpected illnesses and vacancies. Substitute pool employees have become crucial to the Library's operations. Only MPL retirees are hired for the substitute pool, since training is an issue. If the Library could resolve the following concerns the Library would be able to hire long term-substitutes beyond MPL retirees, thus justifying the time required to train qualified applicants.

Currently, the Library hires substitutes as emergency appointments which expire after 90 days. If MPL continues with the emergency appointment, every 90 days the substitute employee must be re-certified. This requires a drug test, medical exam and I-9. The Library's goal is to have an ongoing pool of substitutes that only have to be approved once.

If MPL were to hire its substitutes as temporary employees, then every 90 days the Library would need to request approval from the Civil Service Commission to extend employment. However, there would be no ending date (in the foreseeable future) to a substitute's employment.

MPL has requested DER's assistance in working through the temporary appointment process for its substitute pool so it would only need to request Civil Service Commission approval to extend the appointment once a year.

V. SPECIAL PURPOSE ACCOUNTS (SPA).

None.

VI. REVENUES.

The 2014 Proposed Budget estimates that \$1,192,800 will be generated in revenues by the department, a \$84,600 (-6.6%) decrease from the 2013 Budget estimate. The largest sources of revenue are generated from MCFLS Agreements, estimated at \$713,000 for 2014.

Table 13.11. Changes in Revenue by Category.

Revenue Account	2012 Actual Budget	2013 Adopted Budget	% Change	2014 Proposed Budget	% Change
Charges for Services	\$469,362	\$486,300	3.6%	\$479,800	-1.3%
MCFLS Agreements*	\$769,811	\$791,100	2.7%	\$713,000	-9.8%
Total	\$1,239,173	\$1,277,400	3.1%	\$1,192,800	-6.6%

*Milwaukee County Federated Library System (MCFLS).

1. Milwaukee County Federated Library Agreements. Table 13.12 identifies the amount of the agreements. The Member, Resource and Bibliographic Database Agreements are set to expire on December 31, 2013. The Lease Agreement has been renewed and will expire December 31, 2015.

Table 13.12. MCFLS Agreements and Amounts.

Agreement Type	Agreement Period	Amount
Member Agreement	1/1/13 through 12/31/15	\$9,680
Resource Library Agreement	1/1/13 through 12/31/15	\$187,390
Lease Agreement	1/1/13 through 12/31/15	\$126,000
Bibliographic Database Agreement	1/1/13 through 12/31/15	\$389,930
Total		\$713,000

Source: Milwaukee Public Library.

2. Member Agreement—Reciprocal Borrowing.

Under the agreement, MCFLS reimburses net-lending libraries for reciprocal borrowing costs. In MCFLS, a reciprocal borrowing transaction occurs when a resident from one municipality checks out or requests materials from another Milwaukee County library. Reciprocal borrowing costs are incurred when materials borrowed between municipalities are not in balance.

MCFLS contracts with MPL to provide cataloging services for the entire system. This ensures quality cataloging of all materials added to the catalog. The agreement includes a charge-back to members based on the number of items each library adds. The estimated charge-back per the contract is \$31,564 for 2013.

3. MCFLS Agreements—Negotiations.

The 2014-2015 MCFLS Agreements have been in negotiation throughout the year. The negotiation process is always challenging due to the varied perspectives of the members. The 10% cut in state funding from 2012 was not restored, and new investments needed in system technology added more pressure. Milwaukee's funding for the Resource Library Agreement will not change, the Cataloging Agreement requires members to pay for a larger portion of the cost in the first year, and Reciprocal Borrowing grants to net-lenders dropped from 43% to 41% of state aid.

VII. OTHER FUNDING SOURCES

1. Contributions.

Funds received from the Library Foundation through the Library's Contribution Account are listed on Table 13.13. The Foundation also supports the Library's activities directly.

Table 13.13. Library Contributions by Funding Activity, 2011 to 2013.

Funding Purpose	2011	2012	2013*
Books and Materials	\$138,008	\$369,760	\$268,642
Programs	\$161,520	\$275,010	\$159,852
Capital Improvements	\$215,000	\$0	\$0
Total	\$514,528	\$644,770	\$428,642

*January through August, 2013.

2. Grants.

The 2014 Proposed Budget contains \$1,153,390 in grant funding for the Milwaukee Public Library.

Community Development Block Grant funds, \$100,000.

The Library is recommended to receive \$100,000 in CDBG funds for the Teacher in the Library Program. A combination of CBBG funds and City funds will be used for this program.

The Wisconsin Talking Book & Braille Library Grant, \$968,700.

This grant, from the State of Wisconsin, funds a continuing program which provides library services in an appropriate format for use by the visually- and physically-handicapped of the state. For 2014, the Library has applied for \$968,700. The grant period is from July 1, 2014 to June 30, 2015. This grant funds 15 positions. The funding is for personnel, salary and wages (\$550,176), fringe benefits (\$258,582), operating expenditures and equipment (\$159,941).

Table 13.14. Wisconsin Talking Book & Braille Library Circulation 2011 to 2013 (thru August).

Circulation	2011	2012	2013 (thru 8/31)
	331,750	351,634	244,387

Source: Milwaukee Public Library.

Interlibrary Loan Services Grant, \$84,690.

This grant is a joint project set up in cooperation with the State of Wisconsin Department of Public Instruction-Division for Library Services – Reference and Loan Library, and the Milwaukee County Federated Library System. Under this grant, access is provided to library materials not available at the requestor's library system.

The ILS Grant is capped at 6,000 requests per year through the state contract at the current funding level. The 2014 Proposed Budget grant amount is \$84,690. The grant period is from July 1, 2014 through June 30, 2015. This grant funds one full-time and one part-time position. These positions are Library Reference Assistant and Library Circulation Aide (0.56 FTE). The funding is for personnel, salary and wages (\$48,586), fringe benefits (\$22,835), and other costs (\$13,269).

VIII. CAPITAL PROJECTS.

The 2014 Proposed Budget includes \$3,383,000 in funding for 2 capital programs for the Milwaukee Public Library (MPL), a decrease of \$360,000 (9.6%) from the 2013 Budget. The decrease is primarily related to the Central Library Improvements fund.

There was a large decrease in the Neighborhood Library Improvement Fund, but it was more than offset by an increase to the Library Facilities Initiative which received \$1.8 million in funding. The proposed funding focuses on the replacement of 2 existing neighborhood libraries with new mixed-used facilities and the renovation of Tippecanoe.

The 2014 Proposed Budget also adds one position of New Facilities Project Coordinator. The position will be 90% capital funded. The Capital projects for 2014 are summarized in Table 13.15 and the discussion that follows.

Table 13.15. Capital Program Summary, 2014.

Program	2014 Proposed Budget	2013 Actual Budget	Increase (decrease)	% Chng.	6-year Request
Central Library Improvements Fund	\$1,558,000	\$1,968,000	(\$410,000)	20.8%	\$12,325,000
Neighborhood Library Improvements Fund	\$0	\$1,475,000	(\$1,475,000)	-100%	\$975,000
Library Facility Initiative	\$1,825,000	\$300,000	\$1,525,000	508.3%	\$31,260,000
Total	\$3,383,000	\$3,743,000	(\$360,000)	-9.6%	\$44,560,000

1. Currently-Funded Programs.**Central Library Improvements Fund, \$1,558,000.**

This program was funded as requested. Since 2000, the City has invested over \$10.3 million in capital improvements at the Central Library. 2014 funding will provide for an air handler, upgrades to the fire alarm, an upgrade to the elevator that services the tiers, masonry repairs and carpeting in the Children's library.

Funding provided in 2013 (\$1,968,000) will be used to replace a cooling tower in the spring of 2014. The Library is current developing specifications for an integrated security system. Carpeting will be replaced in late October.

Improvements for the Central Library have been budgeted in a general Central Library Improvements account since 2010. The general account funds 3 programs.

- The Central Library Interior segment, which provides funding for the restoration, preservation and renovation of the interior of the Central Library. Work includes repairs to mosaic tile and scagliola in the rotunda, renovation, upgrades and modernization as well as general repair and maintenance.
- The Central Library Exterior segment, which provides funding for the maintenance and repair of the exterior façade of the Central Library. Exterior elements include limestone block and balusters, Chicago brick, marble block, windows, lighting and roofs.
- The Central Library Mechanical Improvements segment, which provides funding for the Central Library's equipment and systems (HVAC, electrical, building controls, fire safety, security and elevators).

Library Facility Initiative, \$1,825,000.

In 2010, the Library Board recommended that a new configuration of library facilities be planned, built and opened over the next ten years. The Library's current configuration consists of the Central Library and 12 neighborhood libraries. The proposed configuration would include different types of libraries including area, neighborhood, mixed-use, express center and

vending. (See Table 13.16) The Library Board believes that a combination of these types of facilities will allow the Library to enhance services and provide long-term savings. Savings would be realized through reductions in energy use and the avoidance of capital maintenance on some existing neighborhood libraries.

The 2014 Proposed Budget does not provide funding for the development of an Area Library. It provides \$600,000 to begin the development of two mixed use libraries that will replace the Mill Road and Forest Home libraries.

The Proposed Budget also adds one position of New Facilities Project Coordinator. The position is intended to manage the development of 4 new mixed-use libraries. It is anticipated that funding will be needed for approximately 6 years. It is not anticipated that the position will be responsible for the East Library. Partial year funding of \$28,942 is included in the Proposed Budget. The position will be 90% capital-funded. The remainder of the funding is for renovations and improvements at other neighborhood libraries.

The program has \$3.1 million in carryover borrowing authority. The 6-year capital request for the Facility Initiative is \$31.3 million a decrease of \$670,000 from the 2013 request.

Table 13.16. Features and Key Amenities of Types of Libraries.

	Area	Neighborhood	Mixed Use	Express	Vending
Area (SF)	30,000–35,000	12,000–20,000	15,000–16,000*	500–1,500	50–100
Collection Size (# of items)	100,000–150,000	60,000–80,000	40,000–50,000	Small browsing collection	400 – 800
Computers Incl. Laptops	70	20 - 40	20 - 25	2-3	NA
Hours per week	54	45 - 54	45	48+ Depending on location	24/7
Key Benefits	Full service Community rooms Study rooms Children & Teen areas More parking More programs	Similar to current model Community room Reference staff Children & Teen areas	Community room Study room Reference staff Access to technology Children & Teen areas	Hotline to Ready Reference Material pick-up and return	24 hour access Hold pick ups Low overhead Community partnerships Access for underserved areas

*Size has been revised upward. Previously it was 8,000 -12,000 SF.

A team of Library Board members visited the Houston Public Library (HPL) in February 2012 to investigate the express libraries that are operated by the HPL. After touring facilities and meeting with HPL staff, the team recommended that MPL should continue to pursue the area/express library model as it was presented in the facilities plan. However, they said that express libraries should be added to the system, not used to replace the existing libraries.

The team also recommended adding vending libraries to the system, suggesting that a vending library be installed at the new East Library and at the temporary location during construction. The 2013 Budget included \$275,000 in the Neighborhood Library Improvements capital account to place a vending library at the Westlawn Housing development. The physical equipment for the vending library has not been received. If it is not received by early November, installation will have to be delayed until spring.

2. Unfunded Capital Requests.

Neighborhood Library Improvements Fund, \$175,000.

The 2014 Proposed Budget provides no funding for the Neighborhood Library Improvement Fund. The most recent budget allocations for this program were \$295,000 in 2008 and \$1,475,000 in 2013. There is \$1,475,000 of carryover borrowing authority in this account.

Since 2000, \$5,755,000 in capital funding has been budgeted for maintenance and improvements at the 12 neighborhood libraries. Four branch libraries (Mill Road, Capitol, Forest Home, and M.L. King) have HVAC systems that are more than 40 years old. The estimated HVAC cost is over \$4 million. The 6-year capital request is \$975,000 and does not address any of the HVAC systems. Of the 12 neighborhood libraries, 5 have been rated by MPL as being in "poor" or "very poor" condition. Three branches are considered to be in "moderate" condition. The 4 branches in good condition are Bay View, Washington Park, Villard Square and the new East Library which is currently under construction.

The Library requested \$175,000 to replace the roof at the Center Street Library. Funding for this project is proposed in the Library Facilities Initiative capital account.

Funding in 2013 was intended primarily for the replacement of the HVAC system (\$875,000) at Tippecanoe and the installation of a vending library (\$275,000) at the Westlawn Housing Development. Both projects are still under development.

3. Project Updates.

East Library: The East Library will be reconstructed as a mixed-used development. HSI Properties LLC will develop 99 one and two bedroom units above a 16,000 SF library with 118 underground parking spaces. Forty additional grade level parking spaces will be provided for library patrons.

The City has budgeted \$3,550,000 in the Library Facility Initiative capital account for the East library. (\$2,000,000 in 2011; \$1,250,000 in 2012 and \$300,000 in 2013) The total estimated project cost is \$19 million. BMO Harris Bank is the lender, Stevens Construction is the general contractor and Engberg Anderson Architects is the designer. It is not anticipated that East Library will need additional capital funding.

The old East library closed on June 22, 2013. A temporary location at 2430 N. Murray with 2,800 SF of space opened on July 1. The construction on the new East library began on July 30 and is expected to be complete by late fall 2014. The apartments are expected to be completed in July 2014.

The East Side Architectural Review District and Architectural Review Board (ARB) reviewed the preliminary plans in January, 2012. The City Plan Commission approved the design and location in February, 2012. The Purchase, Sale & Development Agreement includes an option to purchase by HSI if the library condominium unit is declared surplus by the City. HSI will convey the East Library condominium shell at no cost to the City. MPL will separately bid the design and construction of the interior finish. In June 2013, proposals were sought to develop public art for the library. On September 12, 2013, 5 finalists presented their ideas to the public.

Villard Square: Villard Square, a mixed-use development with 47 apartments for families where grandparents are the primary caregivers for their grandchildren, and a 12,400-SF branch library opened on October 15, 2011. As of October 15, 2013, all apartments will be leased. Since 2009, \$2.75 million in capital funding has been budgeted. Actual expenditures through December 2011 were \$3,228,065. There were no additional capital expenditures in 2012. The City was able to utilize New Market Tax Credits to help fund the development. There is no carryover borrowing authority in this account.

RFID: The RFID project began in 2010. RFID tags have been placed in the entire collection and self-check stations have been installed at all libraries. Automated materials sorters have been installed at Central, Villard Square and Bay View. The project is largely complete. The remaining funding was used to reconfigure the entrance and service point at Washington Park to accommodate a fourth automated sorter. Installation was completed in January 2013. RFID equipment will be installed at East Library using funds from the Library Facility Initiative account.

4. Future Capital Requests.

There are no out-year requests except those associated with on-going capital programs.

IX. ISSUES TO CONSIDER.

1. The Library will be actively seeking out volunteers to expand service capacity, although this is a cost saving measure, it could place the services volunteers perform in flux, as volunteerism by its nature is dependent upon individuals freely choosing to participate.
2. Personnel reductions have created a situation where a substitute pool of retired employees has become crucial to meeting daily library operational needs.
3. Changes in state statues relating to library systems and resource libraries could impact the Library budget negatively in the future.
4. Lack of a Citywide policy relating to grant-funded positions. Using the Library as an example, 6 positions were added to the Library as part of the Broadband Technology Opportunities Program Grant. All of these positions will now be added to the Library operating budget. There is no Citywide policy relating to grant-funded positions being added to the City operating budget after grants expire. The practice of retaining positions that were once granted-funded places more strain on the City budget with limited operating funds.

5. Eight of the 12 branch libraries were constructed between 1961 and 1971. These buildings are in need of significant maintenance. Funding proposed for neighborhood library maintenance is not adequate. If these building are to remain in use, additional funding will be required to maintain them in an acceptable condition.

X. LIBRARY STATISTICS.

MPL is the largest public library in the state. Two major indicators of library usage are patron and circulation counts. The traditional measures of library use, patron and circulation count have been on a downward trend in recent years due to a sharp decrease in hours in 2010, necessitated by funding cuts. System-wide MPL hours of operation increased by 44.5 hours per week in 2012. This increase in hours of operation is reflected in increased patron and circulation counts. (See Tables 13.17 and 13.18.)

More residents are accessing library information and materials through online sources as evidenced by the increased use of remote services offered through the Library's website. The Library's focus on technology, including ebooks, Internet-based databases, virtual reference and other services via the webpage has increased its ability to serve different populations. (See Tables 13.19 to 13.23.)

Table 13.17. Patron Count, 2010 to 2013 (through August).

Circulation Unit	2010	2011	Chng.	2012	Chng.	2013*
Central	551,093	552,858	-5.1%	554,309 (6)	6.0%	341,271
Atkinson	107,346 (1)	93,336	-13.1%	102,004 (6)	9.3%	64,000
Bay View	123,652 (2)	140,713 (3)	13.8%	160,491 (6)	14.1%	101,514
Capitol	124,879 (2)	116,151	-7.0%	117,388 (6)	1.1%	84,048
Center Street	136,343	144,994	6.3%	152,186 (6)	5.0%	94,534
East	140,755 (2)	150,520 (3)	6.9%	176,261 (6)	17.1%	93,045
Forest Home	153,876 (1)	147,371	-4.2%	159,291 (6)	8.1%	102,156
Martin Luther King	97,017 (1)	99,297	2.4%	119,068 (7)	19.9%	82,114
Mill Road	113,012 (1)	97,528	-13.7%	109,601 (7)	12.4%	79,824
Tippecanoe	124,445 (1)	118,374	-4.9%	128,986 (7)	9.0%	84,071
Villard Square (8)	91,983 (1)	92,635	0.7%	149,002 (6)	60.8%	99,780
Washington Park	146,330 (1)	166,196 (3)	13.6%	225,548 (6)	35.7%	148,151
Zablocki	159,132(1)	168,161 (3)	5.7%	194,475 (6)	15.6%	133,989
YCOS-Outreach (4)	4,015	4,322	7.6%	4,416	2.2%	2,790
Drive-Up Vehicular Traffic Count	17,702 (5)	31,448	77.7%	34,004	8.1%	22,619
Total	2,091,580	2,093,904	0.1%	2,387,030	14.0%	1,533,906

Source: MPL Board of Trustee Meeting Minutes. Notes:*2013 patron count is January – August; (1) 22.2% cut in hours, 2010; (2) 37.5% cut in hours, 2010; (3) 28.6% increase in hours beginning February 28, 2011; (4) Mobile and Outreach Services merged with Central Library Children's Room 1/2008; (5) Due to construction the Drive-Up Count for August, September, and October 2010 was '0'; (6) 2012 public service hours increased 4 hours per week; (7) 2012 public service hours increased 5 hours per week; (8) New building opened October 15, 2011.

Table 13.18. Circulation Count, 2010 to 2013 (through August).

Circulation Unit	2010	2011	Chng.	2012	Chng.	2013*
Central	607,153	649,051	6.9%	655,574 (6)	1.0%	428,747
Atkinson	88,303 (1)	86,749	-1.8%	85,920 (6)	-1.0%	55,718
Bay View	243,997 (2)	288,712 (3)	18.3%	307,323 (6)	6.4%	202,276
Capitol	175,683 (2)	184,349	4.9%	183,162 (6)	-0.6%	115,637
Center Street	76,080	71,345	-6.2%	75,445 (6)	5.7%	49,305
East	217,692 (2)	262,117(3)	20.4%	275,731 (6)	5.2%	134,180
Forest Home	156,263 (1)	155,540	-0.5%	169,153 (6)	8.8%	115,118
Martin Luther King	84,802 (1)	81,203	-4.2%	92,582 (7)	14.0%	63,385
Mill Road	140,415 (1)	135,283	-3.7%	129,824 (7)	-4.0%	83,026
Tippecanoe	173,071 (1)	177,291	2.4%	206,230 (7)	16.3%	138,284
Villard Square (8)	90,960 (1)	97,608	7.3%	161,400 (6)	65.4%	87,821
Washington Park	123,614 (1)	130,959 (3)	5.9%	144,863 (6)	10.6%	90,345
Zablocki	246,727 (1)	281,458 (3)	14.1%	292,982 (6)	4.1%	199,439
YCOS-Outreach (4)	44,890	56,285	25.4%	67,354	19.7%	51,333
Remote Self Renewals From Outside the Library (5)	232,889	N/A	N/A	N/A	N/A	N/A
Total	2,702,539	2,657,950	7.6%	2,847,543	7.1%	1,814,614

Source: MPL Board of Trustee Meeting Minutes. Notes: *2013 patron count is January – August; (1) 22.2% cut in hours, 2010; (2) 37.5% cut in hours, 2010; (3) 28.6% increase in hours beginning February 28, 2011; (4) Mobile and Outreach Services merged with Central Library Children's Room 1/2008; (5) Remote self-renewals are included with the library that the item was originally checked out at from October 2010 through present. Remote self-renewals is **not** included for the months of January 2010 through September 2010; (6) 2012 public service hours increased 4 hours per week; (7) 2012 public service hours increased 5 hours per week; (8) New building opened October 15, 2011.

Table. 13.19. Library Computer Use in Hours, 2011 to 2013 (through Quarter 2).

Circulation Unit	2011	2012	Chng.	2013*
Central	110,591	12,531 (3)	10.8%	56,324
Atkinson	28,009	26,987 (3)	-3.6%	12,899
Bay View	19,443 (1)	20,747 (3)	6.7%	10,170
Capitol	22,405	24,153 (3)	7.8%	12,767
Center Street	54,646	50,741 (3)	-7.1%	21,280
East	24,040 (1)	27,471 (3)	14.3%	12,707
Forest Home	24,764	34,252 (3)	38.3%	17,924
Martin Luther King	22,003	28,842 (2)	31.1%	15,073
Mill Road	21,320	25,068 (2)	17.6%	12,823
Tippecanoe	13,169	14,725 (2)	11.8%	7,823
Villard Square (4)	19,784	38,294 (3)	93.6%	18,352
Washington Park	35,969 (1)	46,406 (3)	29.0%	21,892
Zablocki	24,006 (1)	27,737 (3)	15.5%	14,737
Total	420,149	487,954	16.1%	234,773

Source: MPL Board of Trustee Meeting Minutes. Notes: *Quarters 1 & 2 of 2013; (1) 28.6% increase in hours beginning February 28, 2011. (2) 2012 public service hours increased 4 hours per week; (3) 2012 public service hours increased 5 hours per week; (4) New building opened October 15, 2011.

Table 13.20. Unique Visitors* to the MPL Website, 2011 to 2013 (through August).

Month	2011	2012	Change	2013	Change
January	76,590	92,675	21.0%	96,310	3.9%
February	70,927	85,833	21.0%	84,366	-1.7%
March	90,056	91,251	1.3%	89,206	-2.2%
April	81,370	86,622	6.5%	96,299	11.2%
May	70,639	82,471	16.7%	85,238	3.4%
June	83,373	84,964	1.9%	86,126	1.4%
July	83,202	94,289	13.3%	91,142	-3.3%
August	90,490	109,505	21.0%	87,979	-19.7%
September	78,443	95,998	22.4%	N/A	---
October	88,865	108,978	22.6%	N/A	---
November	81,980	91,020	11.0%	N/A	---
December	76,157	79,387	4.2%	N/A	---

Source: MPL Board of Trustee Meeting Minutes; numbers from Google Analytics; *the number of individuals who visited the MPL website one or more times.

Table 13.21. Database Hits*, 2011 to 2013 (through August).

Month	2011	2012	Change	2013	Change
January	5,061	6,016	18.9%	5,269	-12.4%
February	6,411	6,032	-5.9%	4,875	-19.2%
March	6,655	5,059 (1)	-24.0%	4,786	-5.4%
April	5,250	5,166	-1.6%	5,267	2.0%
May	4,347	4,298	-1.1%	4,520	5.2%
June	4,622	4,713	2.0%	4,201	-10.9%
July	6,094	4,560	-25.2%	3,801	-16.6%
August	5,199	4,105	-21.0%	3,992	-2.8%
September	4,112	4,343	5.6%	N/A	---
October	5,187	4,949	-4.6%	N/A	---
November	4,696	4,068	-13.4%	N/A	---
December	5,032	3,576	-28.9%	N/A	---

Source: MPL Board of Trustee Meeting Minutes. *Database hits reflect how many times users (both in-library and remote) clicked on one of 50 library databases from the library's website. Notes: (1) March, 2012 figures are estimates based on specific usage numbers compared to March, 2011. The Library experienced a software problem which prevented the use of its usual database hits figure.

Table 13.22. OverDrive Digital Download eBooks Circulation.

Month	2011	2012	Chng.	2013	Chng.
January	347	1,439	314.7%	3,834	166.4%
February	334	1,310	292.7%	3,579	173.2%
March	386	1,605	315.8%	5,043	214.2%
April	382	1,697	344.2%	4,370	157.5%
May	388	1,790	361.3%	4,575	155.6%
June	339	1,959	3.46%	4,611	135.4%
July	479	2,356	391.9%	5,081	115.7%
August	579	2,869	422.6%	5,352	86.54%
September	892	2,689	201.5%	N/A	---
October	1,099	3,068	179.2%	N/A	---
November	1,031	3,090	199.7%	N/A	---
December	1,370	3,648	166.3%	N/A	---

Source: MPL Board of Trustees Meeting Minutes.

Table 13.23. OverDrive Digital Download Audiobooks, Music and Video Circulation, 2011 to 2013 (through August).

Month	2011	2012	Change	2013*	Change
January	840	1,035	23.2%	1,573	52.0%
February	734	966	31.6%	1,451	50.2%
March	818	1,151	40.7%	1,805	56.8%
April	867	1,050	21.1%	1,668	58.9%
May	760	1,079	41.9%	1,876	73.9%
June	811	1,106	36.3%	1,883	70.3%
July	860	1,139	32.4%	2,124	86.5%
August	903	1,291	42.9%	2,057	59.3%
September	951	1,324	39.2%	N/A	---
October	904	1,367	51.2%	N/A	---
November	877	1,386	58.0%	N/A	---
December	976	1,396	43.0%	N/A	---

Source: MPL Board of Trustee Meeting Minutes.

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