Since 1980-81 the Library Committee has worked closely with the professional staff of the UWM Library in addressing major problems associated with Library support. We have followed closely the progress of the Library's continuing review of current subscriptions and the Library's responses to campus budget directives. We are aware of the Library's years of conscientious efforts to obtain increased levels of support in order to meet more adequately the needs of UWM's teaching and research programs.

In 1981-82, continuing budget pressures and staff reductions made the Library's situation more critical than ever before. It was clear that neither the best efforts of Library management nor those of the Library Committee could resolve problems which resulted from insufficient funding and staffing. As a result, the Library Committee made a report on the Library's situation to the Faculty Senate at its November 1981 meeting. The Faculty Senate then instructed the Library Committee to prepare a plan to preserve and enhance the quality of the Library at a level appropriate to a Ph.D.-granting institution. In response to this charge, the Library Committee held a series of three public hearings during March, 1982, and collected additional information from Library staff members and other sources. The present report is submitted in response to the charge given to the Library Committee by the Faculty Senate. It consists of three parts: a brief discussion of library support problems at UWM; recommendations concerning a plan to preserve and enhance the quality of the library, as mandated by the Faculty Senate; and a report on the actions which must be taken by the Library if support from the University remains at its present level or is reduced still more in future.

PART ONE: FACT SHEET ON LIBRARY SUPPORT

The UWM Library's problems result from insufficient resources. Because support has not been adequate to meet the needs of a developing university, deficiencies are present with regard to library acquisitions, staffing, technology, and the library building. To demonstrate that library support is lower at UWM than at other doctoral institutions, comparative figures from the 1980-81 ARL Statistics are reported. The universities which belong to the Association of Research Libraries are all Ph.D.-granting institutions with strong commitments to research. UWM is close in actual size to the average ARL institution but falls far behind the ARL averages in many aspects of library support.

Acquisitions. The average ARL university spent $2,184,988.00 for library materials and binding in 1980-81. This included subscribing to 26,401 current journals at a cost of $1,098,328.13 (53.69 per cent of the acquisitions budget). UWM subscribed to 10,259 journals in 1980-81, and spent $1,257,995.00 on all acquisitions. It is estimated that up to 70 per cent of the 1981-82 acquisitions budget will be required for subscriptions, up from 34 per cent in 1971-72. At least $100,000 in requests for new subscriptions are being held up by lack of funds, along with thousands of requests for new monographs. Unless there are massive cuts in subscriptions, inflation will
cause journal costs to take up the entire acquisitions budget within two to three years. The Library has documented 1981-82 losses in buying power resulting from inflation in the amount of $432,000 (1981-83 biennial budget request). Only $39,000 of this inflationary need was funded in 1981-82. As a result, only "rush" and other top-priority orders are being placed this year. $75,000 additional was received from the student surcharge, and most of this sum had to be expended on journal subscription renewals.

**Personnel.** In 1980-81 the average ARL member library employed just under 300 FTE staff members, including 75 librarians, 161 support personnel, and 63 FTE student workers. Average ARL expenditures for library staff alone exceeded UWM's entire library operating budget. The UWM Library has always been severely understaffed. Between 1976-77 and 1981-82, 25.4 FTE positions were lost (includes full-time and part-time personnel budgets). In 1980-81, the UWM Library had 32 librarians, 71.75 FTE support staff, and 59 FTE student workers. In 1981-82, the Library has only 31 librarians, including vacant positions. Professional salary levels are not fully competitive with those of libraries at other doctoral institutions. Except for student workers, the UWM Library is staffed at less than half the level of other doctoral institutions. The current professional staff/student ratio of 889 to 1 is much worse than the overall national ratio (for all colleges and universities, doctoral and other) of 500 to 1. With this small a staff, the library is severely hampered in its efforts to provide even the most basic services at minimally adequate levels. Obviously, the possibility of strengthening the acquisitions budget by reducing personnel simply does not exist.

**Technology.** The UWM Library has kept up with current technology only in its capability to do database searching and its membership in the OCLC cataloging network. The present batch-mode circulation system is obsolete and malfunctions frequently. After April 1983, replacement parts and service for this system will not be available. An up to date on-line system is urgently needed and will be funded, beginning in FY 1982-83. The semi-automated serials inventory and claiming system is more than 15 years out-of-date and can only be run in emulator mode on today's generation of computers. It breaks down frequently and does not have the ability to yield badly-needed fiscal reports and other management data. A combined serials/acquisitions/fiscal records system is badly needed. On-line public-access catalogs must be planned for the future. The technology to bring UWM Library operations up to date and provide necessary management information systems does exist but cannot be funded within the Library's present budget. Support for library automation at UWM has been given low priority over the years, when balanced against other campus needs. However, campus administration and the Chancellor's Budget Advisory Committee have recently begun to address this important concern.

**Facility.** The UWM Library's facility is seriously overcrowded because of failure at the state government level to permit planning and construction of Stage III of the library building. Many reader stations have been lost with the expansion of stack areas. Students are poorly served by the provision of only one study space per 19 students, as contrasted with the accepted UW System standard of one study space per 5 students. Once again, the UWM Physical Environment Committee has identified Library Stage III as a priority need.

**Discussion.** As UWM expanded enrollment and curriculum during the last decade, support for the Library did not keep up with this expansion. Inflation has reduced the acquisitions program to a fraction of previous levels. New degree programs have been adopted, and existing programs revised and enhanced, with little or no provision made for the new library support that those programs
required. The Library Committee identifies this practice as an extremely harmful one, and finds that it has greatly exacerbated the serious difficulties arising from the effects of rampant inflation on Library buying power. We find also that the Library is not funded adequately to provide support for faculty research. Demands on the Library's collections, staff, and physical facility have continued to grow steadily, while the Library's ability to meet those demands has been progressively reduced.

Because of the deficiencies in support discussed above, UWM compares unfavorably with other doctoral institutions. When the UWM Library is matched against the 1980-81 data from ARL institutions, UWM ranks 98th of 102 on the number of journals received, 91st of 101 on spending for library materials, 95th of 101 on spending for salaries, 92nd of 101 on total operating expenditures, and 96th of 102 on an overall comparison which uses a formula designed to measure total library strength. UWM also ranks far behind other "Urban Fourteen" schools which are ARL members, although we are frequently compared with the institutions in that group. The percentage of institutional budget allocated to library support is a factor.

PART TWO: PLAN TO PRESERVE AND ENHANCE THE QUALITY OF THE LIBRARY AT A LEVEL APPROPRIATE TO A Ph.D.-GRANTING INSTITUTION

The Library Committee finds that the quality of the UWM Library can not be preserved or enhanced without significant increases in capital budget support and staff size. The Library's present resources, in all areas of its operation, are simply insufficient to meet campus needs. These problems can not be solved by internal reallocations, although indeed it is only through constant reallocations that the Library manages to serve its users as well as it does, e.g., timeliness in reshelving circulated materials is often achieved at the cost of shifting staff members from other departments to handle this on a priority basis.

The Library Committee recommends a plan in two stages to preserve and enhance the quality of the UWM Library at a level appropriate to a Ph.D.-granting institution. The first stage of this plan would be to bring library support at UWM up to the level of the other "Urban Fourteen" universities which are members of the Association of Research Libraries. The second stage would enhance library support further, up to approximately the average for all ARL institutions.

"Urban Fourteen" comparison. Six of the institutions in this group are members of the Association of Research Libraries. They are the University of Cincinnati, the University of Houston, Howard University, the University of Pittsburgh, Temple University, and Wayne State University. (The other "Urban Fourteen" schools are Alabama at Birmingham, CCNY, Cleveland State, Chicago Circle, Massachusetts at Boston, Missouri at Kansas City, Missouri at St. Louis, and UWM. 1980-81 data for the other schools, except UWM, are not available.) All six of the institutions in the ARL-member group provide significantly higher levels of library support than does UWM, although these schools are often described as being our immediate "peer group".

The comparisons below show UWM's levels of library support and the averages for the other six urban institutions, in terms of 1980-81 figures (latest information available). The recommended enhancements would bring UWM's support up to the averages of the other schools, with adjustments as needed for 1981-82 and succeeding years.
ACQUISITIONS EXPENDITURES COMPARISON, 1980-81

NUMBERS OF CURRENT SERIALS
Urban institutions average 16,678
UWM 10,259

EXPENDITURES FOR SERIALS
Urban institutions average $925,719.50
UWM $621,387.00

TOTAL EXPENDITURES, LIBRARY MATERIALS AND BINDING
Urban institutions average $1,931,596.00
UWM $1,257,995.00

Bringing UWM up to the average of the other urban institutions would mean adding $673,601 to the materials budget (1980-81), and adding some 6,419 additional subscriptions.

(At present, the UWM Library is facing the possibility of making massive cuts in its present number of subscriptions in order to be able to continue adding new monographs at all.)

PERSONNEL COMPARISON (FTE), 1980-81

PROFESSIONAL STAFF
Urban institutions average 69.83
UWM 32.0

NONPROFESSIONAL STAFF
Urban institutions average 132.67
UWM 71.75

STUDENT ASSISTANTS
Urban institutions average 44.13
UWM 58.9

TOTAL STAFF
Urban institutions average 246.63
UWM 162.65

The increases required to bring UWM’s library staffing up to the levels of the other urban institutions are: 38 professionals, 61 nonprofessional staff members, and no student assistants. Adding these additional positions would allow UWM to compete in staff strength with the 1980-81 levels of the other urban institutions. (Instead, in 1981-82, the UWM Library's staff has been cut still further from its already dismally low 1980-81 level.)

OTHER EXPENDITURES COMPARISON, 1980-81

TOTAL SALARIES AND WAGES
Urban institutions average $3,224,899.00
UWM $1,817,624.00

OTHER OPERATING EXPENDITURES
(S&E, Capital Equipment, etc.)
Urban institutions average $559,241.00
UWM $559,268.00*

*This category was unusually high in FY 80-81 because of 150 funds assigned to equipment purchases for ACS Collection.
The difference in the total library operating budgets between the average of the other urban institutions and UWM was more than two million dollars ($2,060,847.00) in 1980-81. Bringing support for the UWM Library up to the level of the other urban institutions surveyed would mean an increase of 57.25 per cent of the Library's 1980-81 expenditures. In plain terms, this means that UWM now supports its library at less than two-thirds the level of other similar institutions. This situation should be remedied. The Library Committee finds that an essential requirement of the plan to preserve and enhance the quality of the UWM Library at a level appropriate to a Ph.D.-granting institution is the provision of additional capital funds and qualified staff needed to make UWM competitive with other institutions in its peer group.

To attain the average of these other urban universities, UWM needs (1980-81 levels): 38 more librarians, 61 more nonprofessional staff members, $673,601 for library materials, and $1,407,275 for salaries, for a total of 99 additional full-time positions and $2,080,847.00.

At this point, it is appropriate to note that five of the six schools involved in this comparison are larger than UWM in terms of 1980-81 FTE student enrollments, although they are fairly close to UWM in size. UWM's Fall 1980 FTE enrollment was 18,054. Cincinnati had 22,928 students, Houston 20,175, Howard 11,284, Pittsburgh 22,048, Temple 23,791, and Wayne State 24,336. The average size of the other six institutions in this group (excluding UWM) was 20,670 students in 1980-81, or 14.5 per cent larger than UWM. It might therefore be decided that the recommended support increases for the UWM Library could be adjusted to fall slightly below the average for ARL "Urban Fourteen" members, since UWM does not quite attain the average size of those institutions.

Another important point is that these schools all have substantially larger graduate enrollments than does UWM, they offer more Ph.D. programs, and they grant more Ph.D. degrees. UWM's Fall 1980 FTE graduate student enrollment was 2,321. The average for the other six urban institutions was 4,749, or slightly more than two times as large. (Cincinnati had 5,537 FTE graduate students, Houston 3,098, Howard 3,688, Pittsburgh 5,543, Temple 6,800, and Wayne State 4,028.) UWM had 15 Ph.D. fields, although it should be noted that some of those are multidisciplinary and therefore cover larger bodies of subject matter than traditional single-discipline doctoral programs. The six other schools ranged from a low of 24 fields (Houston and Howard) to a high of 92 (Pittsburgh), with an average of 48. In 1980-81, UWM awarded 36 Ph.D. degrees. The average for the other six universities in the urban group was 179, with a low of 58 at Howard and a high of 335 at Pittsburgh.

The large differences reported above in numbers of doctoral programs, however, are reduced when the subject matter covered by those programs is compared with the subject matter covered by Ph.D. programs at UWM. We obtained lists of the degrees offered by the six other urban universities, and made this comparison. In doing this, we found that the total Ph.D. curriculum at Cincinnati is about one-third larger than at UWM, with emphasis on language and literature doctorates which UWM does not offer. The University of Houston's doctoral programs are close to UWM's or only slightly larger, since UWM has Ph.D.s in some major areas which are not offered at Houston, and these offset the degrees Houston has which UWM does not offer. The doctoral program
at Howard University is significantly smaller than UWM's, in terms of the scope of subject matter included. Pittsburgh's program, however, is at least twice as large as UWM's. Temple's program is less than half the size of UWM's. Programs at Wayne State are about 20 to 30 percent larger in coverage than at UWM. To sum up, the other urban universities with the exception of Pittsburgh are not greatly dissimilar to UWM in terms of the total scope of subjects covered by doctoral programs.

It is graduate programs, and particularly Ph.D. programs, which require the greatest amounts of library support. Since UWM is somewhat smaller on the graduate level than the average of these other schools, it may be appropriate to set library support for UWM at a proportionally lower level because of this. On the other hand, if UWM's goal is to increase graduate enrollments and degree fields (which seems to be the case), then arguments could be made for raising library strength up to the levels of these other schools as one of the necessary steps toward achieving this goal. A better library would attract more students to UWM's doctoral programs.

Stage two: upgrading library support to the average for all ARL member universities

This further enhancement of library support would place UWM in the middle range of doctoral institutions which belong to the Association of Research Libraries. The average size of an ARL university is very close to UWM's size (enrollments).

<table>
<thead>
<tr>
<th>Library support factor</th>
<th>ARL average, 1980-81</th>
<th>UWM, 1980-81</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional staff (FTE)</td>
<td>74.77</td>
<td>32</td>
</tr>
<tr>
<td>Nonprofessional staff (FTE)</td>
<td>160.79</td>
<td>71.75</td>
</tr>
<tr>
<td>Student assistants (FTE)</td>
<td>63.0</td>
<td>56.9</td>
</tr>
<tr>
<td>Total staff (FTE)</td>
<td>298.56</td>
<td>162.65</td>
</tr>
<tr>
<td>Salaries expenditures</td>
<td>$3,694,171.00</td>
<td>$1,817,624.00</td>
</tr>
<tr>
<td>Current serials</td>
<td>26,401</td>
<td>10,259</td>
</tr>
<tr>
<td>Serials expenditures</td>
<td>$1,098,328.00</td>
<td>$621,387.00</td>
</tr>
<tr>
<td>Total expenditures, materials</td>
<td>$2,184,988.00</td>
<td>$1,257,995.00</td>
</tr>
<tr>
<td>and binding</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other operating expenditures</td>
<td>$648,574.00</td>
<td>$559,268.00</td>
</tr>
<tr>
<td>Total library operating expenses</td>
<td>$6,527,834.00</td>
<td>$3,634,888.00</td>
</tr>
</tbody>
</table>

To attain the average of ARL university libraries, UWM needs (1980-81 levels): 45 more librarians, 89 more nonprofessional staff members, 4 more (FTE) student assistants, $1,876,547 more for salaries and wages, $787,688 for library materials, and $89,306 for other operating expenditures, for a total of 138 more FTE positions and $2,892,946. This would require an increase of 79.6 percent of the total Library budget, in 1980-81 dollars.

Technology.

Another part of the plan to preserve and enhance the quality of the Library at a level appropriate to a Ph.D.-granting institution is the introduction of necessary new technology. Most immediately needed, for reasons given earlier in this report, is a new circulation system. It appears that initial costs of a system would approximate $350-400 thousand dollars, which could probably be spread over several years. This does not include the cost (mostly labor) of the massive conversion effort which will be required to build an on-line data
base of all circulating items for inclusion in the system. When this system is in place, additional automated systems, and the funds to maintain and provide necessary staff support, must be planned and funded.

Library building.

A final part of the plan must be completion of Stage III of the Library's building, with special attention given to the provision of additional spaces for library users and areas for compact storage. Campus Administration and System Administration should be encouraged by the faculty to give high priority to this project, which has been held up at the state government level for the past several biennia.

PART THREE: WHAT IF ADDITIONAL RESOURCES ARE NOT PROVIDED?

The Library Committee has, in consultation with the total UWM community, surveyed the state of library collections and services at UWM. We have proposed the components of a plan which would, in compliance with the charges given to us by the Faculty Senate, preserve and enhance the quality of the Library at a level appropriate to a Ph.D.-granting institution. It is evident that implementation of this plan will require massive infusions of additional staff, capital funds, technological systems, and building construction. Under present circumstances, the Library Committee deems it essential to explain to the faculty what must be done if it is not possible to provide the higher levels of support which we have recommended.

Quite simply, the UWM Library has been required to cut back on its collecting activities (especially) and to reduce other library operations progressively in recent years. If recent funding and inflationary trends persist, these reductions must continue. Most immediately, large cuts in journal subscriptions must be implemented in 1982-83 and succeeding years in order to keep the Library's acquisitions budget under control. In 1980-81, 59 per cent of available funds went for journals. In 1981-82 to date, the level of spending for current subscriptions is slightly above 70 per cent. Without large cuts or large amounts of new money, journals will go up to about 85 per cent of the budget in 1982-83, and will exceed 100 per cent of the total funds available in 1983-84.

The Library and the Library Committee have spent a great deal of time and energy, during the last several years, to make the University community aware of this problem. In 1981 alone, the entire faculty was formally consulted about journal subscriptions on three separate occasions. No effort has been spared to advise the faculty fully of the Library’s difficulties, and to solicit faculty support and advice. It is with regret that the Library Committee notes that this process has produced less than fully satisfactory results up to the present. If it is not, indeed, possible for UWM to implement a plan to preserve and enhance the quality of the Library at a level appropriate to a Ph.D.-granting institution, then there must be a new awareness on the part of the faculty that large cuts can no longer be delayed, and there must be a new willingness to accept this necessity and to cooperate with the staff of the Library as reductions take place.

Serials review.

The use studies begun in 1980-81 will continue. In 1980-81 and 1981-82, extensive faculty consultations were completed. Using use study results,
faculty recommendations, and other relevant data, the Library will prepare lists, each year, of titles which are candidates for cancellation.

In order to keep the acquisitions budget under control and prevent it from being taken over entirely by serials, the Library must adjust serials expenditures to the level of 50 to 55 per cent of the total funds available for new acquisitions. This level keeps an adequate balance in collection-building between journals and books, and this level reflects the general practice of academic libraries today. Recent national data indicate that ARL member libraries spend about 54 per cent of their materials budgets on serials, and non-ARL university libraries spend about 49 per cent on serials (College and Research Libraries, November 1981, p. 528). It is recommended that the lower 50 per cent level be adopted as a target, since inflation in the prices of journals is such as to raise that percentage automatically to better than 55 per cent in just one year, given constant-dollar funding.

The initial adjustment in serials spending, then, should be to maintain expenditures at the level of approximately half the new acquisitions budget. But there are still many requests (between 300 and 1,000) on hand for the addition of new journals not presently held by the Library. If the Library is to be able to order some of those and still maintain a good balance between book and journal purchases, deeper cuts will need to be made in little-used current journals. A first priority must be to bring serial expenditures to about the fifty per cent level. Once that is done, and not before, planning for the addition of new journals may be undertaken if the Library's budget at the time permits this.

After each year's acquisitions budget is known, the desirable serials spending level for that year can be calculated. (If budget data are delayed, this could be done on the basis of funds anticipated or last year's budget.) At that point, the Library will prepare a list of little-used journals for possible cancellation. This list should in each year amount to total potential dollar savings in excess of the actual cuts needed to meet this spending level. This will allow for most-desired titles to be retained, while still meeting the necessary spending goal. The list of little-used journals will be sent to UWM departments, schools, and programs for additional consideration by the faculty. The faculty will be told the overall dollar amount to be cancelled for the Library to stay within its spending limits. Spending reductions, to be based on an equitable and feasible distribution among the Humanities, Social Sciences, Natural Sciences, and Professions, will be determined by the University Library Committee in consultation with the Library administration. Each department or academic unit will then be expected to assist in meeting dollar quotas by recommending -- however reluctantly -- those titles to be cancelled. Failure to comply with these procedures in a timely fashion will mean that the Library staff will make the cancellation decisions without faculty advice.

Following a review of these recommendations for cancellation by the Library, all lists of cancelled journals will again be provided the faculty, and faculty members may request that the Library retain/reinstate titles whose cancellation might work injury on their program. These petitions must be supported by a written justification. The University Library Committee will review all appeals and recommend which journals, if any, will be reinstated.
It seems inevitable that, if current funding trends continue, many journals, which faculty and students wish to retain, will be cancelled in order to balance the Library's budget. Reinstatement of subscriptions will be possible when and if funds for this purpose become available.

Lists of cancelled titles will also be provided the Student Association, and student requests for reinstatement of subscriptions may be placed with the Library administration for eventual review by the Library Committee.

For this system to work it is essential that the faculty accept a broader range of cancellations than heretofore has been the case. If this is not done, the Library will be compelled to rely on much more stringent methods to stay within its budget.

This cancellation process will involve consultation with other libraries in the UW System and in the metropolitan Milwaukee area to encourage resource-sharing and to prevent all copies of important journal titles from being lost. Consideration should also be given to the holdings of the Center for Research Libraries.

Monographs.

The Library will continue to modify its collecting of monographs and other non-serial publications, as required by changes in funding levels, the curriculum, etc. At present, there is already considerable damage from deep cuts that have been made in book-buying because of encroachments by journal subscriptions and severe reductions in actual buying-power. If this situation improves, more books can be purchased. If it deteriorates further, more cuts will be made. Maximum effort will be devoted to preserving the Library's ability to collect new books that reflect UWM's teaching and research support needs, to the extent that it is possible to do this. It must be stressed again that, if new books are going to be purchased at all in future, the first step must be to bring spending for journals under control. The book collection is already declining rapidly in quality because this goal has not yet been accomplished.

Some practical suggestions. Several suggestions made at the Library Committee's public hearings offer promise for mitigating (although not correcting) the present situation. The Library Committee proposes them as additional suggestions for positive action.

1. All new academic programs should have new library base budget support built into them, in realistic amounts.

2. There should be adequate amounts of inflation-offset money for library acquisitions built into the base budget each year. In the past, inflation has been offset only fractionally, or not at all.

3. A specific percentage of overhead revenue received from outside grants should be committed for Library support of research.

4. The UWM Foundation should undertake a campaign to raise funds for library acquisitions and for an endowment for the Library.
5. Faculty members who have personal subscriptions to scholarly journals should offer to donate their copies to the Library, in a timely way, so that the Library's often much more costly subscriptions to the same journals can be cancelled. (This is already happening in a few instances.)

6. The UWM Faculty Senate, the University Library Committee, and other interested campus bodies should convey, through the appropriate channels, to UW System Administration the urgency and importance of the need for support of the libraries of the UW System.

Conclusion. Further declines in the quality of the Library must be expected unless the new resources required to preserve and enhance collections and services can be provided in the future. The Library Committee commends the entire staff of the Golda Meir Library for dedicated (and, indeed, heroic) efforts to operate effectively under longstanding conditions of extreme privation. We endorse the Library's plans for balancing its budget, and urge the faculty and the entire UWM community to give the Library the support which it needs at this critical time.

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