



Plan for Library Service

Note: Standards appear on pp 5-9

Adopted by the Dane County Library Board
March 3, 2005

Incorporating
Resolution 298, 1999-2000
Establishing Standards for Public Libraries in Dane County
Adopted by the Dane County Board of Supervisors
March 2, 2000

Mission Statement

The Dane County Library Service is dedicated to providing library services for all residents of Dane County's towns, the villages of Blue Mounds, Brooklyn, Cottage Grove, Dane, Maple Bluff, Rockdale, Shorewood and the city of Fitchburg.

Introduction

The Dane County Library Board was designated by the Dane County Board of Supervisors as the County Library Planning Committee under the provisions of Chapter 43.11(1) Wis. Statutes. Wisconsin Statutes assign certain responsibilities to this body (emphasis added):

- 43.11 (3) (a) The committee may prepare a new plan for the organization of a county or multicounty system, **revise an existing plan** or change the boundaries of a public library system. It shall conduct public hearings concerning these plans, revisions and changes to which representatives of all libraries in the county shall be invited.
- (b) The committee's final report, including a new plan, revisions to an existing plan, or **changes to the boundaries of a public library system** and copies of any written agreements necessary to implement the proposal, shall be filed with the county board and submitted to the division. Plans for multicounty systems shall include a **method for allocating system board membership** among the member counties.
- (c) The plan of a library service for a county, whether for a single county or multicounty system, **shall provide for library services to residents of those municipalities in the county not maintaining a public library** under this chapter. The services shall **include full access to public libraries** participating in the public library system and the **plan shall provide for reimbursement for that access**. Services may **include books-by-mail, bookmobile service**, the establishment of additional libraries or other services deemed appropriate by the committee. Service may be provided by contracting with existing public libraries in the county or in adjacent counties or with the public library system or by creating a county library organization under this chapter. The plan of library service for a county may provide for **improving public library service countywide** and in municipalities that have libraries. The plan shall specify the **method and level of funding to be provided by the county to implement the services** described in the plan, including the reimbursement of public libraries for access by residents of those municipalities in the county not maintaining a public library.
- (d) The plan of library services for a county may **include minimum standards of operation for public libraries in the county**. The county shall hold a public hearing on any standards proposed under this paragraph. The standards shall take effect if they are approved by the county and the public library boards of at least 50% of the participating municipalities in the county that contain, according to the most recent estimate prepared under s. 16.96, at least 80% of the population of participating municipalities in the county.

This document is intended to meet the planning needs of the County Library Service and its members as well as meet the requirements of the Statutes outlined above.

Background of the Dane County Library Service

In March of 1965, the first plan for library service in Dane County was published by a committee which had studied library services and needs for two years. As a result, the Dane County Library Service was created in 1966. In transmitting the report to the County Board, the Committee Chair, George Card, stated, "The County library service plan, herein presented, provides a wide variety of services and benefits to the residents of cities, villages, and towns in Dane County." The plan itself laid out the primary goals:

1. To provide every county resident with access to library service at any public library in Dane County.
2. To assist and help improve local libraries in Dane County so that they are better able to provide good library service to non-resident and resident alike.
3. To provide direct library service to rural areas not adequately served by existing libraries.
4. To arrange for financing and administration of these programs and services in a fair and efficient manner.

These goals have guided the development of the Dane County Library Service and, to a large extent, the core principles remain valid today. However, in most cases, the means for attaining the goals have shifted as communities have grown and their libraries have developed. The formation, in 1976, of the South Central Library System also caused a close examination of the tasks and activities of the Library Service. In the years since 1976, the Library Service has been an active member of the South Central Library System and has worked hard to develop complementary programs of service. State law has also changed, creating new expectations both of counties and of municipal libraries. The plan that follows addresses these changing realities while remaining true to the original intent of Dane County in creating its Library Service.

Development of this and future Plans

As predicted in the Plan for Service published in 2000, the plan has indeed undergone annual revision through the annual budget process. Major functions of the Library Service as described in the 2000 plan no longer are performed. Still present and vital, however, are the ongoing attention to standards compliance and the struggles to maintain full reimbursement for libraries, while maintaining core direct services.

Also continuing is the Library Board's commitment to seeking the best way to deliver library service to the residents of Dane County. This plan, perhaps even more than most plans, is a "snapshot" taken at a place in time of impending change. The ongoing nature of that search is explored in Goal 1.

With much of the potential for change outside the control of the Library Board, it is once again evident that this plan will be modified annually through the budget process. It is also likely that if the changes now viewed as potential become reality, this plan will, once again, require a major revision.

Goal 1: To maximize the efficiency and effectiveness of library services for all residents of Dane County.

CONTEXT & FISCAL IMPACT:

Under Wisconsin law, in the absence of a municipal library, the county is obligated to levy a tax in that municipality sufficient to reimburse municipal libraries within the county for serving those residing in the area without a municipal library. This system works well provided that 1) there are municipal libraries able to deliver service to non-residents, and 2) sufficient non-librariated municipalities exist to buffer existing municipalities with libraries in order to minimize cross-library non-resident use. Dane County has existed quite comfortably within this continuum for the last forty years, taxing approximately 28% of the property in Dane County and counting 25% of the population as its primary patron base. The potential for significant shifts in population and tax base exist as communities explore the option of establishing local libraries and annexation continues to occur. Pressures on taxes at all levels have jeopardized the county's ability to offer full reimbursement and, in fact, have already ended its role in coordinating library services and facilitating resource sharing. Finally, the reimbursement programs allow county residents to use and judge the capacity of each library to meet their needs individually. This "vote with their feet" method has served residents and local units of government well, but the impact of shared automation on interlibrary borrowing continues to challenge this system.

It is apparent to many that the structure that has served Dane County residents well since 1966 can not be trusted to deliver in the same fashion in the future. Given the existing pressures on public monies, it is also critical that alternative structures be evaluated to insure that residents are getting the highest possible payback on their public investment in public libraries.

STRATEGIES:

To examine organizational structures available under current and proposed state law and evaluate them in terms of their ability to deliver quality library service efficiently and effectively while providing for a funding structure that shares costs equitably.

To identify and involve stakeholders in all planning activities.

To partner, where appropriate, with counties in like situations.

To seek expertise as needed.

To recommend and to advocate for changes in state law, county ordinance, and contractual agreements that will enable library services in Dane County to be delivered more equitably, effectively, and/or efficiently.

Goal 2: To secure and maintain full access to quality library service within Dane County for every resident of Dane County.

CONTEXT & FISCAL IMPACT:

Contract-based reimbursement has represented the lion's share of the Dane County Library Service budget since its inception. Contracts, and their resulting payments, are offered annually to each municipal library. Funds generated by the county library tax are used to reimburse costs incurred by each library in serving residents of areas taxed by the county for library service. Currently, the county offers a standard contract that requires that libraries participate in shared delivery, outreach services, and cross-municipal reimbursement. State law requires that libraries be allowed to choose whether they participate in such shared programs. The alternative requires the county to pay a library 70% of their operating costs incurred in serving residents paying the county library tax, as defined by Chapter 43.12. This alternative does not currently have a fiscal impact on Dane County, but may, depending on whether and which libraries choose it, have both fiscal impacts for the county as well as municipal libraries.

In 1999, the County began funding a Facilities Reimbursement Program, in addition to its Operating Reimbursement Program. After reaching full funding in 2004, the Facility Reimbursement program is funded at 98% in 2005. The Operating Reimbursement, after being fully funded since 1966, has also suffered shortfalls, despite significant program cuts to provide funds to make up budgeting shortages.. Both these programs have administrative and program staff support.

STRATEGIES:

Until the planning activities described under Goal 1 indicate a different direction:
To continue the policy that all towns and any villages under 2,500 are better served by remaining under the umbrella of the county library service.

To strive to restore full county funding for the Operating Reimbursement Program.

To restore full funding for the Facility Reimbursement Program.

To continue to evaluate and improve the methodology and measurements used for each reimbursement program.

To re-examine the impact of the use of averaging data from multiple years in determining a single year's payment.

To offer, as required by statute, each public library in Dane County a reimbursement equal to 70% of the state defined operating cost for providing service to residents of areas taxed by the county for library service, in lieu of the standard package of non-exempt reimbursement and delivery, outreach, and facilitating cross-municipal compensation.

To update Standards for Dane County Libraries, using the statutory process, to reflect anticipated revisions in state standards.

To continue to enforce the following standards which must be met by each public library. As required by Section 43.64(2m), these standards must be met prior to the granting of an exemption from the county library tax. It can not be emphasized strongly enough that all standards established through this planning process are to be considered minimum standards for adequate library service, that is, the floor—not the ceiling. The quantitative standards are based on existing state standards, but set at the 50th percentile for libraries of like size in Wisconsin. This level is defined as “basic” by the Wisconsin Department of Public Instruction. The goal of these standards is that libraries, by meeting all of these low minimums, retain the flexibility to exceed some or many in order to fulfill locally determined needs for service or materials above minimum level. The Wisconsin Public Library Standards presents many of these same quantitative measures, but defines them as “service targets” or guidelines for libraries setting goals to meet their locally-identified library needs. In addition to the basic level (50th percentile), the state provides other higher targets: moderate (65th percentile) and advanced (80th percentile). The level selected through this planning process for Dane County was consciously placed at the minimum with the intent that libraries would seek those higher targets when the community served demonstrates a need for a service above the minimally adequate.

All public libraries must:

- have a delivery service connecting with all other Dane County public libraries, the Dane County Library Service, and the South Central Library System with service a minimum of 6 days per week.
- employ directors who are properly certified by the Wisconsin Department of Public Instruction.
- offer delivery service to qualified homebound individuals either directly or through a service contract with another library agency.
- provide patron access to the Internet, governed by a locally determined policy.
- share an automated circulation and resource sharing system and participate in its governance.
- meet or exceed the following minimum quantitative standards:
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Hours open per calendar year

Villages up to 2,500 population	25 hours per week excluding holidays
Villages/cities between 2,500 and 5,000	44 hours per week excluding holidays
Villages/cities between 5,000 and 10,000	56 hours per week
Villages/cities between 10,000 and 25,000	59 hours per week
Villages/cities between 25,000 and 50,000	62 hours per week
Villages/cities between 50,000 and 99,000	67 hours per week
Cities over 100,000	67 hours per week

Annual Material Expenditures Per Capita

Villages up to 2,500 population	\$5.70
Villages/cities between 2,500 and 5,000	\$5.70
Villages/cities between 5,000 and 10,000	\$5.70
Villages/cities between 10,000 and 25,000	\$5.30
Villages/cities between 25,000 and 50,000	\$5.00
Villages/cities between 50,000 and 99,000	\$4.60
Cities over 100,000	\$3.50

Annual Acquisitions as a Percent of Holdings

Villages up to 2,500 population	7% of holdings –greater of minimum/actual
Villages/cities between 2,500 and 5,000	7% of holdings –greater of minimum/actual
Villages/cities between 5,000 and 10,000	7% of holdings –greater of minimum/actual
Villages/cities between 10,000 and 25,000	7% of holdings –greater of minimum/actual
Villages/cities between 25,000 and 50,000	7% of holdings –greater of minimum/actual
Villages/cities between 50,000 and 99,000	7% of holdings –greater of minimum/actual
Cities over 100,000	7% of holdings –greater of minimum/actual

FTE Staff Per 1,000 population

Villages up to 2,500 population	.8 (1 FTE minimum total)
Villages/cities between 2,500 and 5,000	.8
Villages/cities between 5,000 and 10,000	.8
Villages/cities between 10,000 and 25,000	.7
Villages/cities between 25,000 and 50,000	.7
Villages/cities between 50,000 and 99,000	.5
Cities over 100,000	.4

The standards to this point are core standards. In 2001 and in each subsequent year, these core library standards must be met by any municipality seeking an exemption from the county library tax. Any library not meeting one or more of the quantitative standards above may be granted a provisional exemption on an annual basis, not to exceed two provisional exemptions in any ten year period, by submitting for county library board approval a plan designed to bring the library into full compliance.

The following quantitative standards relate more to the overall capacity of a library, rather than to its annual operation. Libraries whose parent municipalities seek exemption from the county library tax must initially meet these standards in 2003 (three years from the year of their adoption) in order to be granted an exemption from the library tax levied in 2003. Standards must be met each succeeding year in which an exemption is sought. Likewise, any municipality beginning the operation of a public library shall meet these standards by the time of their fourth request for exemption. In all cases, any library not meeting these standards at the time of an exemption request must file a plan with the county library board to bring the library into compliance, and must demonstrate annual and appropriate progress on the plan each subsequent year, until compliance is achieved. No library may be granted an exemption while not in compliance for more than four years out of any ten year period. Municipal library boards may appeal any decision to the Dane County Library Board through the appeals process established within this plan.

Total Book Volumes per capita

Villages up to 2,500 population	8.2
Villages/cities between 2,500 and 5,000	6
Villages/cities between 5,000 and 10,000	5.2
Villages/cities between 10,000 and 25,000	4
Villages/cities between 25,000 and 50,000	3.2
Villages/cities between 50,000 and 99,000	3.2
Cities over 100,000	3.2

Total Audio per 1,000 population

Villages up to 2,500 population	120
Villages/cities between 2,500 and 5,000	120
Villages/cities between 5,000 and 10,000	120
Villages/cities between 10,000 and 25,000	120
Villages/cities between 25,000 and	120

50,000	
Villages/cities between 50,000 and 99,000	120
Cities over 100,000	100

Total Video per 1,000 population

Villages up to 2,500 population	250
Villages between 2,500 and 5,000	200
Villages between 5,000 and 10,000	130
Villages/cities between 10,000 and 25,000	110
Villages/cities between 25,000 and 50,000	90
Villages/cities between 50,000 and 99,000	80
Cities over 100,000	40

Total Print Periodical Subscriptions per 1,000 population

Villages up to 2,500 population	28.8
Villages between 2,500 and 5,000	19.4
Villages between 5,000 and 10,000	17
Villages/cities between 10,000 and 25,000	11.8
Villages/cities between 25,000 and 50,000	8.0
Villages/cities between 50,000 and 99,000	8.0
Cities over 100,000	4

These standards were established in accordance with Wisconsin Statutes 43.11(3)(d) by Resolution 298, 1999-2000 of the Dane County Board of Supervisors.

It is acknowledged that the value of library services to individuals and to communities is often described in terms of output measures. These standards are, by necessity, input measures. They do not require local library staff to measure anything not already measured to satisfy the Department of Public Instruction, and most require only data supplied by the automation system used by all the libraries. Because it was seen as highly desirable to keep data collection requirements to a minimum, no standard is being proposed for facility size. However, the size of a library is, to some degree, an outcome of and determined by, what that library contains in terms of volumes, workstations, and staff. Libraries wishing guidance as they design facilities are referred to the 1998 Department of Public Instruction publication, Public Library Space Needs, by Anders Dahlgren and its companion workbook.

Finally, the population used to determine compliance with these standards is municipal population. It is recognized that most libraries serve a significantly larger population base from surrounding areas. However, it is the municipal tax base that is exempted from the county library tax if the standards are met or exceeded, and therefore, the municipal population that should be the basis for the standards. The Wisconsin Official Population Final Estimates issued by the Wisconsin Department of Administration for the most recent year the data is reported is used to determine the standard a specific library must meet in a given year. For example, a municipality requesting an exemption from the 2005 county library tax (used to fund the 2006 county library budget) in the fall of 2005 would use the data submitted on the 4 annual report to the Department of Public Instruction (due to the Department by March 1, 2005) and the 2003 Wisconsin Official Population Estimates (normally issued in October of 2003) to verify its compliance with these standards. Alternately, at the discretion of the library, documents such as those produced by the Automated Circulation System or the local personnel system may be submitted to demonstrate that standards have been met prior to September 1 of the year for which the exemption is requested.

Decision Timeline and Appeals Process

Municipal libraries will supply the data demonstrating compliance by April 1 of the year in which an exemption is desired. Should such data demonstrate that one or more standards have not been met (as judged by the County Library Board and noticed to the affected library by May 15), the Library will submit by June 15, a plan designed to bring the library into full compliance within the allowed time period. By July 15, the County Library Board will determine for each library that minimum standards have been met or will decide whether a library's submitted plan to meet all standards within the required time frame is sufficient. Any decision of the County Library Board may be appealed by any municipal library. Such an appeal must be filed within 15 days of the date of the original decision.

Appeals must be made in writing and delivered by the U.S. Mail or any other means to: Dane County Library Board, 201 W. Mifflin St., Madison, WI 53703. The basis for an appeal shall include one of the following:

- natural disasters affecting the library's ability to meet the standards.
- significant library building projects affecting the library's ability to meet the standards.
- Action of a governmental body whose authority exceeds that of the city, village, or county and which prevents compliance with these standards.

All appeals will be heard within 30 days of filing, at a regularly scheduled County Library Board meeting. Any such meeting will include a presentation by the appealing library and a public hearing. All libraries in Dane County will receive notice of the appeal and the hearing. The County Library Board will act on the appeal within 30 days of the hearing. The affected library will be notified. The decision of the County Library Board shall be final.

Goal 3: To secure access as limited by Wisconsin Statutes to every other public library in Wisconsin for every resident of an area taxed by Dane County for library service.

CONTEXT & FISCAL IMPACT:

Wisconsin Statutes require that all members of public library systems must serve residents of the system as they serve their own (with the exception of limited attendance programming, exempted by Chapter 43.15(4)(c)(4)). The county participates in the cross county payment program organized by the system. The county also recognizes that, under Wisconsin law, public libraries outside the South Central Library System may seek reimbursement for the cost of serving Dane County residents, if the library provides more than 500 circulations per year.

Libraries most likely to seek reimbursements for serving Dane County residents are those close to our borders. Within the South Central Library System, the Sauk County libraries of Sauk City and Prairie du Sac, the Columbia County libraries of Lodi and Columbus, and the Green County library of New Glarus provide significant services to Dane County card holders. Edgerton Public Library and the Hedburg Public Library in Janesville provide use above the state threshold of 500 circulations per year.

Within SCLS	Circulation to Dane County cardholders	2003 Total Circulation	Percent to Dane County
Sauk City	25486	108013	24%
Prairie du Sac	11730	111637	11%
New Glarus	8330	75497	11%
Lodi	7723	87914	9%
Columbus	1687	72909	2%
Outside SCLS			
Edgerton	8201	72014	11%
Janesville	3061	1104710	.3%

STRATEGIES:

To secure funding and negotiate contracts with public libraries outside the South Central Library System which demonstrate usage by Dane County card holders above the threshold designated by Wisconsin Statutes.

To continue to participate in and encourage the development of the Cross County Reimbursement Program organized by the South Central Library System.

To reimburse libraries participating in the Cross County Reimbursement Program to the extent those libraries reimburse libraries in Dane County.

To support libraries in Dane County not receiving reimbursements from other SCLS counties to the extent budgeted funds for libraries in those counties allow.

Goal 4: To provide direct library service to residents of areas taxed by the county for library service.

CONTEXT & FISCAL IMPACT:

The County Library Service has, since its inception, provided direct library service in areas taxed by the county for library service primarily through the Bookmobile. Bookmobile service has historically been limited by the capacity of a single vehicle to provide service. It operates six days a week and four evenings a week. The Library Service maintains and develops a well-rounded collection of adult and children's materials for checkout on the vehicle; offers children's programs in conjunction with bookmobile visits, especially in the summer, and provides reference and readers' advisory services for bookmobile users. As of 1/1/2004, the Bookmobile is staffed by the Library Director, 3.25 FTE library assistants augmented by LTE library clerks averaging another .5FTE annually. The Bookmobile Librarian position was eliminated effective January 2004.

As an adjunct to the bookmobile program, daycare delivery services are available to licensed or registered daycare providers located in areas taxed by the county for library service. Daycare providers can sign up to receive monthly deliveries of picture books, supplemented by a multimedia curriculum kit centered around a specific theme.

The County Library Service also provides specialized services through the Readmobile to and through partner community agencies such as Headstart and Evenstart programs. The Readmobile is a vehicle, shared with the Madison Public Library, that is used by library staff to transport programming materials and materials for loan to classrooms and other gatherings on a scheduled basis. The Readmobile program is staffed by the Outreach Librarian, assisted by library assistants working extra hours.

Finally, the Library Service provides large print books and recorded books to qualified homebound users in our direct service territory as part of our Outreach program. See Goal 5 for details

STRATEGIES

1. To develop the book, magazine, and media collections to serve the needs of bookmobile patrons, current and future.
 - To secure budget increases equal to inflation to allow the updating of the book collection for adults, children, and those needing large print.
 - To secure budget increases needed to support the development of collections of emerging formats, specifically DVDs and books on CD.

- To secure budget increases equal to inflation to allow maintenance of the Bookmobile's serials collection.
2. To continue to study usage patterns and demographic trends at current and potential bookmobile service locations; to use such data to maximize usage of the bookmobile.
 - Gather and analyze visit and checkout data on a sampling basis.
 - Conduct a survey of current users.
 - Annually make adjustments to schedules as usage and resources dictate.
 3. To seek funds necessary to fully staff the bookmobile, restoring the hours of service lost in 2004.
 4. To continue to use the media, the World Wide Web and other methodologies to inform users and potential users of the services of the bookmobile.
 - To provide weekly newspapers in targeted areas with regular bookmobile service updates.
 - To explore the efficacy of direct mail to users in targeted areas as a means of increasing awareness and use of the bookmobile.
 - To maintain the currency of the current website (www.dcls.info), including information about the bookmobile and other services offered.
 5. To continue to develop the Readmobile program.
 - Maintain service to current partners.
 - Limit future service to partner agencies located in our taxing jurisdiction.
 - Seek an additional .2FTE Library Assistant allowing the addition of two additional program sites.
 - Continue to seek outside funding for collection enhancement and program development.

GOAL 5: To develop and deliver library services county-wide to individuals for whom the traditional delivery of library services isn't appropriate.

CONTEXT AND FISCAL IMPACT: The Outreach program of the Dane County Library Service was established in 1972 and initially focused on services to elderly, especially those homebound or living in group residential facilities. These programs continue today, providing monthly deliveries of large print and other appropriate reading materials, programming materials for use by activity directors in group settings, access to the Regional Library for the Blind and Physically Handicapped, and mail delivery of library materials to individuals unable to leave their own homes. Outreach services have expanded to include outreach to various ethnic communities, programs and materials to those needing to improve literacy skills, library services to the incarcerated, and to youth at risk. The Outreach Program depends heavily on grant funding as well as partnerships with municipal libraries and with other community agencies in order to

develop and implement these programs. Currently, the Outreach effort is staffed with one full time librarian, and clerical support.

STRATEGIES:

To seek out and serve new residential and other facilities for the elderly with the Book and Program Resource Delivery Program.

To explore new methods of bringing library services to residents of all types of group facilities in Dane County.

To increase the number of participants in the Homebound Delivery Program and to build linkages with libraries offering volunteer-based delivery programs.

To explore ways in which volunteer efforts might be useful in expanding or creating new programs in order that the need for additional staff is minimal.

To seek partnerships and other collaborative working arrangements that serve to further our reach in providing library service to those not currently being served.

To assist local libraries in locating and securing grant funding for new services and to take a lead role in joint projects when appropriate.

To use technology such as the world wide web and email to both deliver and promote library services.

To promote library services at appropriate gatherings and festivals in Dane County.

Goal 6: To continue to be a partner in a dynamic public library system which provides needed services to all its members.

CONTEXT & FISCAL IMPACT: The South Central Library System is one of seventeen state-funded public library systems in Wisconsin. Its members include the counties of Adams, Columbia, Dane, Green, Portage, Sauk, and Wood as well as the public libraries located within those seven counties. The South Central Library System is governed by a board of trustees whose 20 members are appointed by the county board chairs or county executives of the member counties. Dane County has twelve members on the Board.

Advising the Board of Directors is the Public Library Advisory Committee. Its members are elected within each county and serve two year terms.

The governance and services of the Library System are largely defined by Chapter 43 of the Wisconsin Statutes. In addition, the South Central Library System acts as the fiscal agent for LINK, the shared library automation consortium, and offers interlibrary delivery service throughout the state.

STRATEGIES:

To continue membership in the South Central Library System.

To require all participating Dane County libraries to be members of the South Central Library System.

To encourage the County Executive and the County Board to appoint individuals to the SCLS Board who are committed to fulfilling their responsibilities as representatives of Dane County, and to assist in their recruitment.

To establish ongoing relationships, at a board level, with members of the South Central Library System Board.

To maintain the established position that representation on the public library system board be proportional according to population.

To advocate for a larger system funding commitment to delivery services.

To participate and encourage all Dane County libraries to participate in an ongoing system planning process that results in services to libraries that meet their technical support, continuing education, and consulting needs.

To oppose any further geographic growth in the South Central Library System.

To actively support full state funding for public library systems in Wisconsin.