

Outagamie Waupaca Library System

3373 West Brewster Street • Appleton, WI 54914 • 920-832-6190

A joint meeting of the Outagamie County Library Services Planning Committee and the Waupaca County Library Services Planning Committee will be held **Thursday, July 18, 2024** following adjournment of the OWLS Board of Trustees meeting but not before **6:30 p.m.** in the OWLS meeting room at 3373 West Brewster Street and online via GoToMeeting.

Agenda

1. Call to order and roll call
 - a) Introduction of guests
2. Approve or make changes to the agenda
3. Approve minutes of the June 20, 2024 meeting
4. Public participation
5. Correspondence
6. Review draft sections updated for 2025-2029 plans
 - a) Introduction
 - b) Review of 2020-2024 County Library Service Plan
 - c) History of Funding
7. Discussion and possible action
 - a) County reimbursement rates and other types of county funding around the state
 - b) Library service standards in county plans
 - c) New cross-county reimbursements between Outagamie and Waupaca counties
 - d) Allocation of OWLS Board seats between Outagamie and Waupaca counties
 - e) County funding with and without E-circulation
 - f) Brainstorming additional topics to consider
8. Schedule next meeting
9. Adjourn

OWLS Trustees and members of the public are invited to join the meeting from your computer, tablet or smartphone using this link: <https://global.gotomeeting.com/join/675253365>

You can also dial in using your phone.

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Access Code: 675-253-365

Committee members who are unable to attend are requested to notify the OWLS office. If special accommodations are necessary for attendance at this meeting, please contact the Outagamie Waupaca Library System at 920-832-6190 to make arrangements.

**July 18, 2024 Joint County Library Services Committee
Meeting Agenda Notes**

Meeting documents distributed in advance:

Meeting agenda

Meeting agenda notes [this document]

Draft meeting minutes

Summary of Wisconsin county reimbursement rates

Waukesha County library service standards

Calculation of hypothetical 2025 cross county reimbursement rates between Outagamie and

Waupaca Counties by statutory formula and by county formula

Illustration of home county funding with and without e-circulation

Meeting documents distributed via email by Thursday:

Draft sections updated for 2025-2029 plans

 Introduction

 Review of 2020-2024 County Library Service Plan

 History of Funding

Annotated Agenda

1. Call to order and roll call
 - a. Introduction of guests
2. Approve or make changes to the agenda
3. Approve June 20, 2024 meeting minutes
4. Public participation
5. Correspondence

6. Review draft sections updated for 2025-2029 plans

 Background: Shipps has updated the first three sections of each county plan

 Action: The committees may suggest additional edits to these sections. We will not vote to approve them until the plan drafts are complete.

 Exhibit: The Introduction, Review, and History sections will be emailed prior to Thursday's meeting.

**Outagamie County Library Service Planning Committee and
Waupaca County Library Services Planning Committee
Joint Meeting**

June 20th, 2024, Meeting Minutes

The meeting was called to order at 6:32 p.m. by OWLS Director Shipps.

PRESENT FOR OUTAGAMIE COUNTY COMMITTEE: Mitesh Ajmera, Tyler Baeten, Cindy Fallona, Peter Gilbert, Wendy Hartman, B Looker, Cathy Thompson, Angela Ver Voort, Veronica Woodward.

PRESENT FOR WAUPACA COUNTY COMMITTEE: Mitesh Ajmera, Tyler Baeten, Cindy Fallona, Diane Forsythe, Michelle Frola, Peter Gilbert, Mike Hankins, Steve Hart, Wendy Hartman, B Looker, Cathy Thompson, Angela Ver Voort, Veronica Woodward.

OTHERS PRESENT: Bradley Shipps and Kristin Laufenberg serving as OWLS staff support.

EXCUSED: Bobbie Buchholtz for both counties, Lila Malvik-Shower for Waupaca County.

Gilbert moved, seconded by Forsythe, to nominate Looker to serve as chair of both committees. There were no further nominations, and Looker was elected chair by a unanimous voice vote.

Hartman moved, seconded by Gilbert, to approve the agenda as presented. Motion carried.

There were no members of the public in attendance and no correspondence to share.

The committee reviewed the 2020-2024 county library service plans. Shipps provided a brief summary of the differences between the Outagamie and Waupaca County plans.

Chair Looker facilitated a discussion of the following questions:

- Do the guiding principles found in Appendix B still apply?
- Are the current plans and funding formula fair and equitable?
- Brainstorming potential changes to the plans
- What data would the committees like to review during the planning process?

The next joint committee meeting will be held Thursday, July 18 at 6:30 with agenda items to include, but not limited to, these topics identified by the committee:

- County reimbursement rates and other types of county funding around the state
- Library service standards in other county's plans
- New cross-county reimbursements between Outagamie and Waupaca counties
- Allocation of OWLS Board seats between Outagamie and Waupaca counties

- County funding with and without E-circulation

Having completed the agenda, the meeting was adjourned by Chair Looker at 8:05 pm.

Respectfully submitted,

Bradley Shipps
OWLS Director

DRAFT

7. Discussion and possible action

a. **County reimbursement rates and other types of county funding around the state.**

Background: In 2018, Mark Arend of the Winnefox Library System compiled the attached spreadsheet listing county reimbursement rates in Wisconsin. In 2023, Marla Sepnafski of the Wisconsin Valley Library Service updated the spreadsheet. Those recent updates are in red.

In 2023, home county reimbursement rates ranged from 70% (the statutory minimum) to 171%.

In addition to formula reimbursement for library service to nonresidents, some Wisconsin counties provided funding for other purposes, such as capital projects, electronic resources, delivery, facilities, cross-municipal usage, county-wide projects, materials, technology, cooperative technical services, bookmobiles, and direct funding to the library system.

30% of Wisconsin counties fund at rates higher than Outagamie and Waupaca Counties.

Action: The committees may consider whether the revised plans should call for higher rates of reimbursement or for additional types of funding.

Exhibit: The summary of Wisconsin county reimbursement rates is included in this packet.

2018 County Reimbursement Rates to In-County Libraries

| County | Estimated 2018 % of direct reimbursement | Estimated 2018 % of direct reimbursement with any special funding included 2023 updated language | Comments 2023 updated language |
|-------------|--|---|--|
| Ashland | 70% | 70% | |
| Barron | 71% | 76% | Planned 1% increase each year for the next 5 years |
| Bayfield | 70% | 100% | 30% is put into a grant program for (mostly capital) projects for the libraries. 30% is put into a grant program for (mostly capital) projects for the libraries. |
| Buffalo | 70% | 70% | Also supports WRLS with additional funding |
| Burnett | 70% | 70% | |
| Calumet | 94% | 93% | Also reimburses Manitowoc Co. libraries at 98%. Also reimburses Manitowoc Co. libraries at 97% |
| Chippewa | 76% | 88% | |
| Clark | 73% | 75% | Clark Co. also reimburses county libraries for circulation to Marathon Co. residents. |
| Columbia | 74% | 73% | about 74% (also provides \$9,000 for the resource library, which is used to offset support costs and also purchase Tutor.com for county libraries) In 2023, Columbia County reimbursed at 73%. They also provide \$9,000 to the resource library, which \$5,000 (\$500 per library) to help off-set delivery costs. |
| Crawford | 70% | 70% | |
| Dane | 100% | 100% | 100% (county uses a custom formula that also factors in cross municipal usage and facilities. Dane County also pays for Delivery, and all of this is factored in before libraries receive their annual county reimbursement.) Dane County still uses a custom formula that factors in cross municipal usage and facilities. Dane County continues to pay for delivery which is still factored in before libraries receive their annual county reimbursement. Dane County is currently re-evaluating the formula and may be making changes to take effect in 2024. |
| Dodge | 85% | 100% | Plan to increase to 90% in 2019 |
| Douglas | 70% | 70% | |
| Dunn | 100% | 100% | |
| Eau Claire | 100% | 100% | |
| Fond du Lac | 100% 102% | 104% | County Executive has a "hold harmless" policy whereby no library gets lower funding than previous year so some libraries are over 100%. County Executive has a "hold harmless" policy whereby no library gets lower funding than previous year so some libraries are over 100%. Additionally, the County has started contributing \$25,000 a year to one library a year for a renovation project. Overdrive is included in that funding ask. |
| Forest | 70% | 80% | |
| Grant | 72% | 75% | moving up 1% each year to 75%, when 75% is reached will evaluate future plans About 72% (The county also pays \$28,103 for delivery, makes \$10,000 available for county-wide library projects/resources, and also provides a \$4,000 materials supplement to each library). For 2023, Green County paid \$17,242 toward delivery costs, \$10,000 for shared resources for the libraries, and each library gets \$7,000 |
| Green | 72% | 70% | for supplemental materials. |

| | | | | |
|------------|------------------------|--|------|--|
| Green Lake | 96.12% 103% | 128% | 122% | 96.12% is county average; individual libraries receive in 95% to 97% range. County support of cooperative tech service program brings funding up to \$122%. Overdrive circ is counted in funding formula. The request is honored in full but sometimes the formula used has libraries reimbursed between 95-100%. 2023 was the first year a "hold harmless" policy was asked for and received, which results in the county average going about 100%. County support of cooperative tech service program brings funding up to \$128%. Overdrive circ is counted in the funding formula. |
| Iowa | 70% | 75% | | New for 2019: 72% plus an amount equal to that "extra" 2% to go to the county library committee for group promotion of libraries. |
| Iron | 70% | 70% | | |
| Jackson | 76% | 85% | | Also supports WRLS with additional funding. Has been at 76% for a number of years. Cara Hart, director of Black River Falls, approached the county board last fall for an increase, with the rough plan below. Someone from the Ho Chunk Nation was also at the county board meeting and said if the county can't get the libraries to 100%, perphas the Nation would help because the library was integral. I'm not sure if that informs your project at all, but it was very interesting. 2023: 85%; 2024: 95% (Not officially approved but discussed as the goal/direction at the last meeting); 2025: 100% (Also not approved, but mentioned as the goal) |
| Jefferson | 100% | "...refer to reimbursement as 100%..." | | circulation to non-librariad residents. That means we refer to reimbursement as 100% for both counties but that each library may not actually see 100% of their costs reimbursed. If a library has a cost per circulation that is significantly higher than the average, they may not see a 100% reimbursement. However, each library is guaranteed to be reimbursed at least at a rate of 70% of their individual cost. Jefferson County has allocated capital money on two different occasions for assistance with purchasing technology. It's not been a great deal of money but they have made that effort twice (in two separate budget requests) over the last 38 years. The budget request is based on total costs of library operating expenditures multiplied by percentage of circulation to non-librariad residents. That means we refer to reimbursement as 100% for [Jefferson] County but that each library may not actually see 100% of their costs reimbursed. If a library has a cost per circulation that is significantly higher than they average, they may not see a 100% reimbursement. However, each library is guaranteed to be reimbursed at least at a rate of 70% of their individual cost. Both Jefferson and Waukesha Counties now include verifiable electronic circulation (Overdrive and Hoopla) in their reimbursement formulas. |
| Juneau | 70% | 70% | | Also supports WRLS with additional funding |
| Kenosha | 100% | 100% | | County also reimburses for use by librariad residents of Racine & Walworth Counties at 25%. Kenosha County |
| Kewaunee | | | | |
| LaCrosse | 70% | 70% | | Also supports WRLS with additional funding only reimburses for out of county due to county library status |
| Lafayette | 70% | 70% | | |
| Lincoln | 103.5% | 101% | | 103.5% is the average for the 2 county libraries. One library receives 99%, the other 107.9% 100.99% is the average for the two libraries in the county. One library receives 98.9%, while the other receives 103.08%. |
| Manitowoc | 100% | 100% | | Also reimburses Calumet Co. libraries at 100%. Also reimburses Calumet Co. libraries at 100%. |
| Marquette | 406% 86% | 109% | 122% | 106% is county average; individual libraries receive in 83% to 150% range. Formula tends to favor smaller libraries. County support of cooperative tech service program brings funding up to \$122%. 86% is county average; individual libraries receive in 80% to 122% range. Formula tends to favor smaller libraries. County support of cooperative tech service program brings funding up to \$109%. The county rarely gives the full reimbursement asked for and picks a flat reimbursement number. |

| | | |
|-----------|--------|--|
| Monroe | 80% | 80% Also supports WRLS with additional funding |
| Oconto | | |
| | | 157.3% is the average for the 3 county libraries. Individual library reimbursements are between 114% and 224.% 176.01% is the average for the 3 libraries in the county. Individual library reimbursements are 117.55%, |
| Oneida | 157.3% | 176% 172.13% and 238.72% |
| | | Both Outagamie and Waupaca Counties reimburse at 100%, but the formulas described in the county plans exclude some sources of income from the formula, so it's not 100% of the statutory formula and the difference varies by library. Both Outagamie and Waupaca Counties reimburse at 100% of their county formulas, but the formulas described in the county plans exclude some sources of income from the formula and include |
| Outagamie | 92% | 97% OverDrive circulation, so it's not 100% of the statutory formula and the difference varies by library. |
| Ozaukee | 94% | 100% Will be 97% for 2019 and plan to be 100% in 2020 |
| Pepin | 70% | 70% 70% for Durand, Pepin set amount (only two libraries) |
| Pierce | 80% | 80% plan to ask for 85% for 2019 |
| Polk | 80% | 95% |
| Price | 70% | 70% |
| | | County also reimburses for use by libraried residents of Kenosha County at 25%. All three member counties of PLLS fund home county libraries at basically 100%, with a small amount of variability based on county-specific formula idiosyncrasies. Funding rates for adjacent counties are variable, in most cases 70%. Racine County |
| Racine | 100% | Basically 100% and Kenosha County fund for cross-county borrowing at 70% for unlibraried circs, plus 25% for libraried circs. |
| Richland | 70% | 70% |
| | | County average reimbursement is 80.36%. Individual libraries receive between 70% and 85%. All three member counties of PLLS fund home county libraries at basically 100%, with a small amount of variability based on county-specific formula idiosyncrasies. Funding rates for adjacent counties are variable, in most cases 70%. Racine County and Kenosha County fund for cross-county borrowing at 70% for unlibraried circs, |
| Rock | 80.36% | Basically 100% plus 25% for libraried circs. |
| Rusk | | 70% |
| | | Almost 100% reimbursement (also provides \$2,086 to the resource library, \$29,742 for Delivery, and \$20,000 for technology, which is divided equally among the county's libraries) For 2023, Sauk County will reimburse at 100%. They will reimburse Wisconsin Dells at 90%, Sauk County also gives each library \$2,000 for technology, 100% gives \$27,883 to offset delivery costs and gives \$2,086 to the resource library. |
| Sauk | 100% | 100% gives \$27,883 to offset delivery costs and gives \$2,086 to the resource library. |
| | | Sawyer County is misrepresented on the spreadsheet. Sawyer County gives LCO (our tribal library in that county) 70%. The other two libraries (Hayward and Winter) have an unwritten agreement with the county for 70-100+% funding that predates the Acts. Hayward and Winter get 90-98% of their total funding from the county. |
| Sawyer | 70% | 70-100+% funding that predates the Acts. Hayward and Winter get 90-98% of their total funding from the county. |
| Sheboygan | 96% | 100% Will be 97% for 2019 and plan to be 98% in 2020 |
| St. Croix | 100% | 100% Adjacent counties funded at 100% |

| | | |
|-------------|----------------------|--|
| | | 129% is average for 4 of 5 county libraries; actual reimbursement is between 96% and 141%. The 5th library receives 1,445% from the county 171.20% is the average for 4 of 5 libraries in the county; 118.13%, 127.04%, 171% 278.72%, 160.91%. The 5th library receives 846.98% from the county (\$12,000 minimum) |
| Taylor | 129% | |
| Trempealeau | 100% | 100% Also supports WRLS with additional funding |
| Vernon | 70% | 70% Also supports WRLS with additional funding |
| | | County also reimburses for use by libraried residents of Kenosha County at 25%. All three member counties of PLLS fund home county libraries at basically 100%, with a small amount of variability based on county-specific formula idiosyncrasies. Funding rates for adjacent counties are variable, in most cases 70%. Racine County and Kenosha County fund for cross-county borrowing at 70% for unlibraried circs, plus 25% for libraried circs. Last year Washburn Co gave a one-time increase from 70% to 75% as well as one-time funding of \$25k for Spooner's bookmobile. |
| Walworth | 100% | Basically 100% |
| Washburn | 70% | 70% |
| Washington | | 100% |
| | | See note under Jefferson Co. The budget request is based on total costs of library operating expenditures multiplied by percentage of circulation to non-libraried residents. That means we refer to reimbursement as 100% for [Waukesha] County but that each library may not actually see 100% of their costs reimbursed. If a library has a cost per circulation that is significantly higher than they average, they may not see a 100% reimbursement. However, each library is guaranteed to be reimbursed at least at a rate of 70% of their individual cost. Both Jefferson and Waukesha Counties now include verifiable electronic circulation (Overdrive and Hoopla) in their reimbursement formulas. |
| Waukesha | 100% | "...refer to reimbursement as 100%..." |
| | | See note under Outagamie Co. Both Outagamie and Waupaca Counties reimburse at 100% of their county formulas, but the formulas described in the county plans exclude some sources of income from the formula and include OverDrive circulation, so it's not 100% of the statutory formula and the difference varies by library. |
| Waupaca | 92% | 97% |
| | | 130% is county average; individual libraries receive between 84% to 767%. Formula tends to favor smaller libraries. County support of cooperative tech service program brings average up to 157%. 117% is county average; individual libraries receive between 77% to 547%. Old Formula tends to favor smaller township libraries who would per the state formula receive almost no county funding. Currently in a second year of a new formula where libraries each receive a flat 2% increase each year. County support of cooperative tech service program brings average up to 141%. |
| Waushara | 130% 117% | 141% 157% |
| | | 113% is county average; individual libraries receive between 98% to 135%. County support for capital projects (which most libraries put into operating budget brings average up to 124%. County additional funding of Overdrive Advantage for 3rd year increases average by .6%. 98% is county average - County supported the full ask based on Winnebago's specific formula; individual libraries receive between 83% to 130%. County support for capital projects (which most libraries put into operating budget brings average up to 124%. Overdrive circ is included in the formula request, and County continues \$20,000 additionally for Overdrive and Hoopla to libraries. |
| Winnebago | 113% 98% | 102% 124% |

About 81% (the county also pays \$15,071 for a third day of SCLS delivery, \$13,019 in additional funds so support small libraries, and \$2,155 for deposit collection reimbursement). The county library board has adopted a strategic plan that includes language to move the county toward full reimbursement, using incremental steps each year. **In 2023, reimbursement at 100%, \$15,000 toward delivery, \$13,020 in additional funds to support 100% small libraries and \$2,155 for deposit collection reimbursement.**

Wood 81%

| | | |
|-----------------------|-----------|-------------|
| Counties at 70% | 18 | 35% |
| Counties between | 11 | 22% |
| Counties between | 2 | 4% |
| Counties between | | |
| 91% & 100% | 5 | 10% |
| Counties at 100% | 12 | 24% |
| Counties above | 3 | 6% |
| Total Counties | 51 | 100% |
| County libraries | 11 | |
| Other | 3 | |
| Total | 65 | |

Counties that provide additional funding 22
 Counties actively increasing 6

- Langlade City County Library WVLS
- Rusk City County Library IFLS
- Shawano Consolidated Cou NFLS**
- Adams Consolidated Cour SCLS
- Brown Consolidated Cou NFLS**
- Door Consolidated Cou NFLS**
- Florence Consolidated Cou NFLS**
- La Crosse Consolidated Cour WRLS
- Marathon Consolidated Cour WVLS
- Marinette Consolidated Cou NFLS**
- Portage Consolidated Cour SCLS

Entire county except one small town covered
Vilas (NWLS) by libraried area

Entire county except one small town is covered by libraries, so the county does not reimburse anyone 70% according to Act 150. Instead, they give \$2,800 per locality they represent. For example, Eagle River is a joint library covering 6 areas and therefore receives \$19,600 a year." Vilas County reimburses 70% through Act 420.

Milwaukee

We're kind of an outlier since we don't participate in cross-county borrowing and the County doesn't fund libraries directly. We get a small bit of funding each year from the County directly to MCFLS, but it's usually under \$100,000. The other info regarding West Milwaukee on the spreadsheet from 2018 is accurate.

Menominee County library/College library

b. Library service standards in county plans

Background: Following our discussion in June, I reached out to the system directors email list to find out if any counties have included library service standards in their plans.

Steve Ohs at Prairie Lakes Library System reported that Walworth County includes standards in their county library plan. They standards are the statutory requirements for membership in a library system.

Karol Kennedy at Bridges Library System reported that Waukesha County includes library service standards in their plan. Waukesha County libraries much meet these standards in order to qualify for the exemption from county library tax. The standards/minimums include a Library Service Effort Ratio (LSER), materials expenditures per capita, hours open, full time staff equivalent (FTE), collection size, number of public internet computers, WiFi access, and quality assurance standards.

Action: The committees may consider whether the revised plans should include library service standards.

Exhibit: I have included the standards section of the Waukesha County Library Plan in the packet.

In the 2017-2021 Plan, an administrative change was made to the distribution formula. Instead of measuring the number of items transferred from one library to another (transits), the actual number of circulations of inter-library loan items within Waukesha County is the data element used. Because the automation system offers enough detailed reporting on the number of uses and ownership of materials at each library, this data can be recorded and used to more accurately measure a library's efforts to share with its partner libraries. Detailed information that showed the use of each library's materials for 2016 was analyzed and it was determined that this change offered the most accurate reflection of the data that gives credit to libraries that collect and share their materials.

To provide stability in funding, there is a safety net built into the formula that prevents any library from a decrease greater than 5% or \$5,000 (whichever is less), based on the change from the prior year levy distribution unless there is a funding shortfall as described in section 11-8 (5). The county library planning committee discussed the stability component in the formula and agreed it was important to retain. The libraries find it valuable to have a safety net that provides funding stability.

Just as the committee recommends the circulation of both physical and electronic materials be included in the county collection formula, this is also the recommendation for the distribution formula. By including both forms of circulation, the library use by residents of non-library municipalities can be most accurately measured and funds distributed based on use.

Goals and Objectives for Strategic Issue #4 – County Funding Distribution Formula

Goal: Continue to fund the libraries in accordance with the statute and the county ordinance 11-8.

Objective: The regional library system will compile the data for the previous year's inter-library loan circulation data. Beginning with the 2023 budget request, circulation of both physical and electronic materials will be included in the distribution formula calculation.

Strategic Issue #5. Standards

The first Act 150 Committee recommended in 2000 that the county establish standards for libraries based on the state library standards. The purposes were to ensure that all county residents had access to at least a basic level of library service and, by doing so, to diminish the level of crossover borrowing (use by residents of one community at another community's library). In 2001, the Waukesha County Board adopted changes to Chapter 11 of the County Code of Ordinances based on the recommendations of the Act 150 Committee. The library standards in place since 2001 reflected a rate of 85% of the basic level of the state numbers on

the following four standards: staffing level, hours of service, collection size, and materials expenditures.

In addition to the standards adopted, a Library Service Effort Ratio (LSER) was approved and is described in Section 11-5 of the County Code. The LSER allows libraries an alternative method of meeting requirements. A library community that does not meet its numerical standards can still claim exemption from the county library levy if it meets the LSER. The LSER is calculated by adding the number of item loans by a library to its own residents to the number of item loans to residents of other library communities and then dividing that sum by the total number of items borrowed by the residents of that municipality at all libraries in the county. The LSER allows library communities to retain exemption from the county library levy if their residents do most of their library business at home. According to the county plan, if most of a library’s residents, most of the time, do most of their library business locally, the numerical standards will not apply. This is because residents will not be imposing any undue burden on neighboring libraries.

- ❖ A ratio below 100% indicates that the community’s residents are borrowing materials from libraries other than their own and is referred to as a net borrowing community.
- ❖ A ratio over 100% indicates that the library is lending to other community’s residents in addition to their own residents and is referred to as a net lending community.

Figure 8. LSER Library Data from 2020

| Library | A Resident use of All Libraries | B Library Lending to Other Library Community Residents | | C Resident Use of Own Library | | D Total Lending to Own Residents and Other Community Residents | E Library Service Effort Ratio (Column D Divided by A) | F Target Rate |
|-----------------|------------------------------------|---|---|----------------------------------|---|---|---|------------------|
| Big Bend | 9,111 | 1,122 | + | 5,526 | = | 6,648 | 72.97% | 80% |
| Brookfield | 445,766 | 74,190 | + | 396,332 | = | 470,522 | 105.55% | 95% |
| Butler | 12,369 | 14,300 | + | 10,561 | = | 24,861 | 200.99% | 80% |
| Delafield | 51,008 | 14,892 | + | 39,201 | = | 54,093 | 106.05% | 80% |
| Eagle | 31,756 | 1,925 | + | 21,749 | = | 23,674 | 74.55% | 80% |
| Elm Grove | 61,573 | 22,698 | + | 46,925 | = | 69,623 | 113.07% | 80% |
| Hartland | 85,718 | 40,624 | + | 74,404 | = | 115,028 | 134.19% | 80% |
| Menomonee Falls | 268,599 | 8,083 | + | 206,272 | = | 214,355 | 79.80% | 95% |
| Mukwonago | 75,568 | 16,035 | + | 72,108 | = | 88,143 | 116.64% | 80% |
| Muskego | 149,565 | 13,477 | + | 141,257 | = | 154,734 | 103.46% | 90% |
| New Berlin | 284,565 | 26,895 | + | 252,259 | = | 279,154 | 98.10% | 95% |
| North Lake | 55,347 | 3,546 | + | 27,513 | = | 31,059 | 56.12% | 80% |
| Oconomowoc | 128,355 | 11,173 | + | 114,001 | = | 125,174 | 97.52% | 90% |
| Pewaukee | 199,813 | 35,817 | + | 151,391 | = | 187,208 | 93.69% | 90% |
| Sussex | 111,386 | 53,663 | + | 103,477 | = | 157,140 | 141.08% | 90% |
| Waukesha | 472,327 | 39,896 | + | 401,514 | = | 441,410 | 93.45% | 95% |

Because larger libraries are assumed to be better able to address the needs of their own residents, population based LSER targets were developed. The population categories and target ratios are indicated in Figure 9.

Figure 9. LSER Target Ratios

| Population | Target Ratio |
|------------------|--------------|
| Under 10,000 | 80% |
| 10,000 to 29,999 | 90% |
| 30,000 and over | 95% |

The 2021 county library planning committee recommends that the LSER option for exemption be maintained without change.

In 2016, the county library planning committee focused a great deal of its attention on county library standards. Because the library standards had not been updated in nearly twenty years and because the plan vision was to build strong communities through strong libraries, the committee decided to recommend updating the standards as a part of the plan. A subcommittee was formed to investigate the details and report back to the committee. Libraries had changed profoundly, and the sub-committee was charged with the task of offering relevant standards with a sliding population scale instead of a target for a population range. The sub-committee held two lengthy meetings and brought back information to the Act 150 County Library Planning Committee for consideration.

The sub-committee recommended that the word “*Standards*” be changed to the phrase “*Minimums to Exempt*” whenever possible to reflect the fact that recommended levels are not aspirational in nature; they should be considered minimums. While the statute describes the benchmarks as *standards* in 43.11 (3) (d), in the county library plan and in conversation within Waukesha County they are better described as *Minimums to Exempt* from the county library tax as allowed in Wis. Stats. 43.64 (2m).

The *Minimums to Exempt* are based on population of the library municipality, rather than by service area population, since the library’s municipality is the primary source of funding for libraries under the federated governance structure. Figure 10 lists the current population for each municipality.

Figure 10. Population of Waukesha County Library Municipalities, 2020 Census data.

| Library Municipality | Population of Municipality |
|----------------------|----------------------------|
| Big Bend | 1,483 |
| Brookfield | 41,464 |
| Butler | 1,787 |
| Delafield | 7,185 |
| Eagle | 5,690 |
| Elm Grove | 6,513 |
| Hartland | 9,501 |
| Menomonee Falls | 38,527 |
| Mukwonago | 8,262 |
| Muskego | 25,032 |
| New Berlin | 40,451 |
| North Lake | 8,469 |
| Oconomowoc | 18,203 |
| Pewaukee | 24,152 |
| Sussex | 11,487 |
| Waukesha | 71,158 |

After thorough review, the 2016 county library planning committee recommended a complete revision of the county library standards. The proposed *Minimums to Exempt* were no longer tied to the state library standards benchmarks. While the state was in the process of a major revision of the standards, the county library committee did not wish to wait for the state standards to be completed. Therefore, new benchmarks were proposed based on an analysis of actual Waukesha County-specific data based on discussions with county public librarians and citizen input. The committee recommended the adoption of new numerical minimums, the addition of two new measures, and the inclusion of checklist items for the purpose of quality assurance. Finally, the committee recommended that the LSER option for exemption be maintained without change.

The 2021 County Library Planning Committee carefully reviewed the *Minimums to Exempt* established in 2017. The recommendation is to retain each of the numerical standards, but with some adjustments based on inflationary increases in the cost of library materials, changes in community technology needs, and increased demand for electronic material. Additional quality assurance standards are also recommended by the committee. Details of all *Minimums to Exempt* and *Quality Assurance Standards* are included below.

The *Minimums to Exempt* for each factor based on a sliding population scale are shown in full in Appendix B. Each library's actuals vs. the proposed *Minimums to Exempt* are shown in Appendix C.

Materials Expenditures Per Capita

Expenditures on library materials, and the size of libraries' physical collections have continued to change as a result of the growth in the size of digital collections. Yet, despite the trend toward digital, libraries still have a significant demand for physical materials. In fact, physical circulation represents an average of 86% of circulation countywide. Libraries are expected to use their annual materials budget to build a relevant current collection that is reflective of and responsive to their local community. The materials expenditures per capita *Minimum to Exempt* measure is intended to ensure libraries meet the current needs of the community by requiring libraries annually invest a minimum funding level for the purchase of materials, including electronic materials, as determined by materials expenditures based on the size of the municipal population.

The recommended minimum benchmarks for materials expenditures per capita were thoroughly reviewed in the context of local budgets and funding constraints and inflationary increases since the previous plan was developed. In the previous plan, the first 10,000 of the population was calculated at the \$6.00 per capita amount and the decreased rate of \$5.00 per capita was calculated on the portion of the population over 10,000.

After, much discussion, the committee recommends that a change of \$0.25 per capita be phased in gradually in 2023 and 2024:

- 2022 – No change in per capita expenditure requirement.
- 2023 – Increase per capita expenditure for first 10,000 population to \$6.15 and portion of population above 10,000 to \$5.15.
- 2024 - Increase per capita expenditure for first 10,000 population to \$6.25 and portion of population above 10,000 to \$5.25.

The materials per capita Minimums to Exempt based on municipal population are shown in Figure 11. Individual library requirements are shown in Appendix C.

Figure 11. Materials Per Capita Minimums to Exempt

| Population | Expenditures /Capita 2022 | Materials Expenditures 2022 | Expenditures /Capita 2023 | Materials Expenditures 2023 | Expenditures /Capita 2024 | Materials Expenditures 2024 |
|------------|---------------------------|-----------------------------|---------------------------|-----------------------------|---------------------------|-----------------------------|
| 1,000 | \$6.00 | \$6,000 | \$6.15 | \$6,150 | \$6.25 | \$6,250 |
| 1,500 | \$6.00 | \$9,000 | \$6.15 | \$9,225 | \$6.25 | \$9,375 |
| 2,000 | \$6.00 | \$12,000 | \$6.15 | \$12,300 | \$6.25 | \$12,500 |
| 2,500 | \$6.00 | \$15,000 | \$6.15 | \$15,375 | \$6.25 | \$15,625 |
| 3,000 | \$6.00 | \$18,000 | \$6.15 | \$18,450 | \$6.25 | \$18,750 |
| 3,500 | \$6.00 | \$21,000 | \$6.15 | \$21,525 | \$6.25 | \$21,875 |
| 4,000 | \$6.00 | \$24,000 | \$6.15 | \$24,600 | \$6.25 | \$25,000 |
| 4,500 | \$6.00 | \$27,000 | \$6.15 | \$27,675 | \$6.25 | \$28,125 |
| 5,000 | \$6.00 | \$30,000 | \$6.15 | \$30,750 | \$6.25 | \$31,250 |
| 5,500 | \$6.00 | \$33,000 | \$6.15 | \$33,825 | \$6.25 | \$34,375 |
| 6,000 | \$6.00 | \$36,000 | \$6.15 | \$36,900 | \$6.25 | \$37,500 |
| 6,500 | \$6.00 | \$39,000 | \$6.15 | \$39,975 | \$6.25 | \$40,625 |
| 7,000 | \$6.00 | \$42,000 | \$6.15 | \$43,050 | \$6.25 | \$43,750 |
| 7,500 | \$6.00 | \$45,000 | \$6.15 | \$46,125 | \$6.25 | \$46,875 |
| 8,000 | \$6.00 | \$48,000 | \$6.15 | \$49,200 | \$6.25 | \$50,000 |
| 8,500 | \$6.00 | \$51,000 | \$6.15 | \$52,275 | \$6.25 | \$53,125 |
| 9,000 | \$6.00 | \$54,000 | \$6.15 | \$55,350 | \$6.25 | \$56,250 |
| 9,500 | \$6.00 | \$57,000 | \$6.15 | \$58,425 | \$6.25 | \$59,375 |
| 10,000+ | \$5.00 | \$60,000 | \$5.15 | \$61,500 | \$5.25 | \$62,500 |

Hours Open

The number of hours a library is open per week is an important factor in the level of service it is able to provide to citizens. Some libraries have reduced hours over the summer months in response to changes in community needs. Therefore, the requirement for the minimum number of hours open is represented in average hours per week during the school year. The minimums for the number of open library hours per week based on population are shown in Figure 12. Individual library requirements are shown in Appendix C.

Figure 12: Winter Hours Open/Week Minimums

| Population | Hours Open/Week |
|------------|-----------------|
| 1,000 | 35 |
| 1,500 | 35 |
| 2,000 | 35 |
| 2,500 | 36 |
| 3,000 | 38 |
| 3,500 | 39 |
| 4,000 | 40 |
| 4,500 | 41 |
| 5,000 | 43 |
| 5,500 | 44 |
| 6,000 | 45 |
| 6,500 | 46 |
| 7,000 | 48 |
| 7,500 | 49 |
| 8,000 | 50 |
| 8,500 | 51 |
| 9,000 | 53 |
| 9,500 | 54 |
| 10,000+ | 55 |

Full Time Staff Equivalent (FTE)

Libraries are service-based institutions, which means having adequate staffing levels is a key input measure. For a library to effectively serve its community, the number of full-time equivalent (FTE) staff should be related to the size of the population. It should be noted that the *Minimums to Exempt* benchmark is based on the number of staff budgeted, not actual employees. This allows for unforeseen circumstances such as staff vacancies.

The FTE requirements are shown in Figure 13. The minimum number recommended is 2.0 FTE staff members regardless of the size of the library’s community population. Having enough staff to handle daily operations is considered key to a library’s success. The rate of the incremental increase is reduced at several population points as shown in Figure 13. An increase of 1.0 FTE is recommended for each 1,000 of population above 2,000. Economies of scale are achieved once a library reaches a certain size. Therefore, the incremental rate of increase is reduced after a population hits the 10,000 mark. At that point, the changes in staff required grow at a rate of approximately .10 per 500 population. Once a population hits the 25,000 mark, the rate of increase is further reduced. At that population point, the increases in staff required are reduced to a rate of .0095 per 500 population. The three change points are highlighted in yellow in Figure 13.

The complete population table is shown in Appendix B. Individual library requirements are shown in Appendix C.

Figure 13. FTE Staffing Levels Based on Population

| Population | FTE Staffing Minimum Budget | Population | FTE Staffing Minimum Budget |
|------------|-----------------------------|------------|-----------------------------|
| 1,000 | 2.00 | 12,500 | 10.51 |
| 2,000 | 2.00 | 13,000 | 10.62 |
| 3,000 | 3.00 | 13,500 | 10.73 |
| 4,000 | 4.00 | 14,000 | 10.84 |
| 5,000 | 5.00 | 14,500 | 10.94 |
| 6,000 | 6.00 | 15,000 | 11.05 |
| 7,000 | 7.00 | 15,500 | 11.17 |
| 8,000 | 8.00 | 16,000 | 11.28 |
| 9,000 | 9.00 | 16,500 | 11.39 |
| 10,000 | 10.00 | 17,000 | 11.51 |
| 10,500 | 10.10 | 17,500 | 11.62 |
| 11,000 | 10.20 | 18,000 | 11.74 |
| 11,500 | 10.31 | 18,500 | 11.86 |
| 12,000 | 10.41 | 19,000 | 11.98 |

| Population | FTE Staffing Minimum Budget |
|------------|--------------------------------|
| 19,500 | 12.10 |
| 20,000 | 12.22 |
| 20,500 | 12.34 |
| 21,000 | 12.47 |
| 21,500 | 12.59 |
| 22,000 | 12.75 |
| 22,500 | 12.85 |
| 23,000 | 12.98 |
| 23,500 | 13.11 |
| 24,000 | 13.24 |
| 24,500 | 13.38 |
| 25,000 | 13.51 |

| Population | FTE Staffing Minimum Budget |
|------------|--------------------------------|
| 25,500 | 13.64 |
| 26,000 | 13.77 |
| 26,500 | 13.90 |
| 27,000 | 14.03 |
| 27,500 | 14.16 |
| 28,000 | 14.30 |
| 28,500 | 14.44 |
| 29,000 | 14.57 |
| 29,500 | 14.71 |
| 30,000 | 14.85 |
| 30,500 | 14.99 |
| 31,000 | 15.13 |

Collection Size

This *Minimum to Exempt* only reflects the size of the library’s physical collection. While a library’s physical collection size continues to matter to citizens as a majority of patrons are still seeking physical materials, libraries continue to see an increase in the use of digital content. When the current plan was developed about 93% of circulation was physical materials. Based on year-to-date 2021 circulation statistics, it is estimated that 86% of total circulation will be physical materials, a change of 7%.

In the previous plan, the minimum collection size for a population of 2,500 or fewer was 14,000 items. The committee recommendation is to decrease this amount by 7.14% to 13,000, with the rest of the incremental changes remaining the same. At a population of 2,500 there is an incremental increase of 4,000 items per 500 population. At a population of 10,000, the incremental increase is reduced to 1,000 items per 500 population. At a population of 25,000 the increase is reduced to 800 items per 500 population. At a population of 50,000 the increase is reduced to 500 items per 500 population. The reduction in the base amount reduces the requirement for all libraries.

The change points are highlighted in Figure 14 below. Individual library requirements are shown in Appendix C.

Figure 14. Collection Size Based on Population

| Population | Collection Size |
|------------|-----------------|
| 1,000 | 13,000 |
| 1,500 | 13,000 |
| 2,000 | 13,000 |
| 2,500 | 13,000 |
| 3,000 | 17,000 |
| 3,500 | 21,000 |
| 4,000 | 25,000 |
| 4,500 | 29,000 |
| 5,000 | 33,000 |
| 5,500 | 37,000 |
| 6,000 | 41,000 |
| 6,500 | 45,000 |
| 7,000 | 49,000 |
| 7,500 | 53,000 |
| 8,000 | 57,000 |
| 8,500 | 61,000 |
| 9,000 | 65,000 |
| 9,500 | 69,000 |
| 10,000 | 73,000 |
| 10,500 | 74,000 |
| 11,000 | 75,000 |
| 11,500 | 76,000 |
| 12,000 | 77,000 |
| 12,500 | 78,000 |
| 13,000 | 79,000 |
| 13,500 | 80,000 |
| 14,000 | 81,000 |
| 14,500 | 82,000 |
| 15,000 | 83,000 |
| 15,500 | 84,000 |
| 16,000 | 85,000 |
| 16,500 | 86,000 |
| 17,000 | 87,000 |
| 17,500 | 88,000 |
| 18,000 | 89,000 |

| Population | Collection Size |
|------------|-----------------|
| 18,500 | 90,000 |
| 19,000 | 91,000 |
| 19,500 | 92,000 |
| 20,000 | 93,000 |
| 20,500 | 94,000 |
| 21,000 | 95,000 |
| 21,500 | 96,000 |
| 22,000 | 97,000 |
| 22,500 | 98,000 |
| 23,000 | 99,000 |
| 23,500 | 100,000 |
| 24,000 | 101,000 |
| 24,500 | 102,000 |
| 25,000 | 103,000 |
| 25,500 | 103,800 |
| 26,000 | 104,600 |
| 26,500 | 105,400 |
| 27,000 | 106,200 |
| 27,500 | 107,000 |
| 28,000 | 107,800 |
| 28,500 | 108,600 |
| 29,000 | 109,400 |
| 29,500 | 110,200 |
| 30,000 | 111,000 |
| 30,500 | 111,800 |
| 31,000 | 112,600 |
| 31,500 | 113,400 |
| 32,000 | 114,200 |
| 32,500 | 115,000 |
| 33,000 | 115,800 |
| 33,500 | 116,600 |
| 34,000 | 117,400 |
| 34,500 | 118,200 |
| 35,000 | 119,000 |
| 35,500 | 119,800 |

| Population | Collection Size |
|------------|-----------------|
| 36,000 | 120,600 |
| 36,500 | 121,400 |
| 37,000 | 122,200 |
| 37,500 | 123,000 |
| 38,000 | 123,800 |
| 38,500 | 124,600 |
| 39,000 | 125,400 |
| 39,500 | 126,200 |
| 40,000 | 127,000 |
| 40,500 | 127,800 |
| 41,000 | 128,600 |
| 41,500 | 129,400 |
| 42,000 | 130,200 |
| 42,500 | 131,000 |
| 43,000 | 131,800 |
| 43,500 | 132,600 |
| 44,000 | 133,400 |
| 44,500 | 134,200 |
| 45,000 | 135,000 |
| 45,500 | 135,800 |
| 46,000 | 136,600 |
| 46,500 | 137,400 |
| 47,000 | 138,200 |
| 47,500 | 139,000 |
| 48,000 | 139,800 |
| 48,500 | 140,600 |
| 49,000 | 141,400 |
| 49,500 | 142,200 |
| 50,000 | 143,000 |
| 50,500 | 143,500 |
| 51,000 | 144,000 |
| 51,500 | 144,500 |
| 52,000 | 145,000 |
| 52,500 | 145,500 |
| 53,000 | 146,000 |
| 53,500 | 146,500 |

| Population | Collection Size |
|------------|-----------------|
| 54,000 | 147,000 |
| 54,500 | 147,500 |
| 55,000 | 148,000 |
| 55,500 | 148,500 |
| 56,000 | 149,000 |
| 56,500 | 149,500 |
| 57,000 | 150,000 |
| 57,500 | 150,500 |
| 58,000 | 151,000 |
| 58,500 | 151,500 |
| 59,000 | 152,000 |
| 59,500 | 152,500 |
| 60,000 | 153,000 |
| 60,500 | 153,500 |
| 61,000 | 154,000 |
| 61,500 | 154,500 |
| 62,000 | 155,000 |
| 62,500 | 155,500 |
| 63,000 | 156,000 |
| 63,500 | 156,500 |
| 64,000 | 157,000 |
| 64,500 | 157,500 |
| 65,000 | 158,000 |
| 65,500 | 158,500 |
| 66,000 | 159,000 |
| 66,500 | 159,500 |
| 67,000 | 160,000 |
| 67,500 | 160,500 |
| 68,000 | 161,000 |
| 68,500 | 161,500 |
| 69,000 | 162,000 |
| 69,500 | 162,500 |
| 70,000 | 163,000 |
| 70,500 | 163,500 |
| 71,000 | 164,000 |

Number of Public Internet Computers

In today’s technologically driven world, the library is an important source of public internet connectivity in the county. Libraries bridge the digital divide in their communities. While more and more Waukesha County residents bring their own devices to libraries, it is important to recognize that not all residents have equal ability to afford to do so, and to remember the library’s role in equalizing access.

A minimum number of public access internet computers based on population is recommended, but libraries have seen some decrease in demand for these computers in recent years. All devices available to the public with internet access, such as computers, laptops, and tablets qualify in a library’s count. The minimum number of computers for any size population is 2. In the previous plan, an increase of one computer for every 1,000 people was required until a library community population reaches 10,000. At that population size, the requirement was reduced to one computer for every 2,000 people. The committee recommends the minimum number of 2 computers be retained, but an increase of one computer for every 2,000 people be required beyond the minimum. Figure 15 shows the minimum numbers of public internet computers based on population

The requirements for all population sizes are shown in Appendix B. Individual library requirements are shown in Appendix C.

Figure 15. Public Internet Computer Requirements.

| Population | Computers/Internet Devices |
|------------|----------------------------|
| 1,000 | 2 |
| 1,500 | 2 |
| 2,000 | 2 |
| 2,500 | 2 |
| 3,000 | 2 |
| 3,500 | 2 |
| 4,000 | 3 |
| 4,500 | 3 |
| 5,000 | 3 |
| 5,500 | 3 |
| 6,000 | 4 |
| 6,500 | 4 |

| Population | Computers/Internet Devices |
|------------|----------------------------|
| 7,000 | 4 |
| 7,500 | 4 |
| 8,000 | 5 |
| 8,500 | 5 |
| 9,000 | 5 |
| 9,500 | 5 |
| 10,000 | 6 |
| 10,500 | 6 |
| 11,000 | 6 |
| 11,500 | 6 |
| 12,000 | 7 |
| 12,500 | 7 |

| Population | Computers/Internet Devices |
|------------|----------------------------|
| 13,000 | 7 |
| 13,500 | 7 |
| 14,000 | 8 |
| 14,500 | 8 |
| 15,000 | 8 |
| 15,500 | 8 |
| 16,000 | 9 |
| 16,500 | 9 |
| 17,000 | 9 |
| 17,500 | 9 |

| Population | Computers/Internet Devices |
|------------|----------------------------|
| 18,000 | 10 |
| 18,500 | 10 |
| 19,000 | 10 |
| 19,500 | 10 |
| 20,000 | 11 |
| 20,500 | 11 |
| 21,000 | 11 |
| 21,500 | 11 |
| 22,000 | 12 |
| 22,500 | 12 |

Wireless Internet Access

Public wireless Internet access is extremely important for all libraries. Many people have their own devices and rely on libraries for their connection to the Internet. This *Minimum to Exempt* standard requires that county libraries of all size populations offer wireless Internet access as shown in Figure 16.

Figure 16. Wireless Access Requirement

| Population | Wireless Access |
|------------|-----------------|
| ≥1 | Yes |

Quality Assurance Standards

In addition to the numeric *Minimums to Exempt*, a series of *Quality Assurance Standards* are recommended. Because these items are relevant to a library serving any size population and do not include numeric benchmarks, they are proposed as checklist items. Each library board would have to respond “yes” to the requirement in order to meet the quality assurance standard. These *Quality Assurance Standards* are important because they help ensure that the libraries in the county will be well managed and accountable throughout the life of the plan.

The *Quality Assurance Standard* requiring the adoption or review of core library policies is new to the plan and recommended by the committee.

The recommended *Quality Assurance Standards* are:

- ❖ Library board members receive an orientation upon appointment to a library board.
- ❖ The library’s website includes contact information of key staff and board members as well as board agendas and minutes.
- ❖ The library board conducts an annual review of its library director.
- ❖ The library budget includes funding to ensure professional development for the library director and staff.
- ❖ The library has an active strategic plan.
- ❖ The library adopts the core policies included in the Wisconsin Public Library Tier One Standards: 1) Circulation, 2) Collection Management, 3) Computer/Internet Use, 4) Meeting Room Use (as necessary), and 5) Public Behavior (Rules of Conduct) 6) Personnel.

The recommended phase-in for implementation of the new core library policies *Quality Assurance Standard* is shown in Figure 17. Libraries that already have these policies in place would be expected to review each of these policies during the county library plan cycle.

Figure 17. Implementation Dates for Quality Assurance Items

| Quality Assurance Item | Effective Date |
|---|---------------------------------------|
| Circulation Policy | September 30, 2022 for 2023 exemption |
| Collection Management Policy | September 30, 2022 for 2023 exemption |
| Computer/Internet Use Policy | September 30, 2023 for 2024 exemption |
| Meeting Room Use Policy (as necessary) | September 30, 2023 for 2024 exemption |
| Public Behavior (Rules of Conduct) Policy | September 30, 2023 for 2024 exemption |
| Personnel Policy | September 30, 2024 for 2025 exemption |

Standards Implementation

The new policy *Quality Assurance Standards* would become effective according to the schedule in Figure 17. The materials expenditure per capita *Minimum to Exempt* would become effective as described in that section of the plan. All other *Minimums to Exempt* and *Quality Assurance*

Standards are being recommended to take effect immediately upon adoption by the county board of supervisors and the libraries as required in Wis. Stats. 43.11(3)(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 percent of the participating municipalities in the county that contain, according to the most recent estimate prepared under s. 16.96, at least 80 percent of the population of participating municipalities in the county.

Libraries would be allowed a one-time exception during the county library plan cycle for each of the standards items, the numeric *Minimums to Exempt*, as well as the checklist *Quality Assurance Standards*. In other words, in one year, a library could not meet the staffing level and the planning requirements and still qualify for the county library tax exemption. However, the library would need to meet both of those requirements for the remaining four years of the plan. The following year, the library could not meet its materials expenditures requirement and still qualify for the exemption because it had not used an exception on this item in a previous year.

If conditions exist, such as the worldwide pandemic in 2020, that result in all or most libraries being unable to meet a particular standard, libraries will still be able to claim the exemption even if the one-time exception had been used previously. Additionally, any library that meets its LSER ratio (as previously described) automatically qualifies for the county library tax exemption relative to the *Minimums to Exempt* component of the requirement. Standards requirements are in addition to the library's municipal requirement to meet or exceed the county library tax.

Below are the steps established to implement the county library tax exemption based on the requirement that a municipality meet the tax levy requirement as well as the adopted *Minimums to Exempt* for its municipal population or LSER qualification for its municipal population and meet the *Quality Assurance Standards* for all libraries.

- **February** - Libraries file state annual report indicating the necessary data for hours, staffing, materials collection size, materials spending, number of computers and wireless access for the previous year. Reports are due to the state by March 1.
- **May** – The regional library system distributes to each library a letter indicating the library's compliance with the *Minimums to Exempt* and LSER ratio based on the annual report of the previous year and the certification form approved by the library board that it intends to meet the *Minimums to Exempt* and the *Quality Assurance Standards* in the current year or provide a plan for return to compliance.
- **August** – Tax levy exemption information is distributed to libraries and municipalities in August. Exemption and standards compliance documentation is due by September 30 each year.

- **October** – The library system communicates to the county those municipalities that have met the requirements and are eligible to be exempt from the county library tax for the following year’s budget.
- **November** – Waukesha County Board of Supervisors sets the levy for the following budget year. The levy includes exemptions to the county library tax levy for communities with libraries that meet all criteria for exemption.

Goals and Objectives for Strategic Issue #5 – Standards

Goal: Revise the Waukesha County library standards to reflect the changing role of libraries, to create new minimum acceptable levels of resource inputs for library services within the county, and to provide quality assurance checks that will result in improved library services countywide.

Objective: The regional library system will seek the approval for the new *Minimums to Exempt and Quality Assurance Standards* at every library in Waukesha County.

Objective: The regional library system will seek the approval of the *Minimums to Exempt and Quality Assurance Standards* by the Waukesha County Board of Supervisors.

Goal: Monitor compliance with the Minimums to Exempt, Quality Assurance Standards, and municipal requirement to meet or exceed county library tax rate.

Objective: The regional library system will annually certify whether each library and library municipality has met its requirement to quality for the municipal exemption in the county library tax.

Strategic Issue #6. Library Establishment

There are 16 established public libraries in Waukesha County. Since 1986, our state law has required county approval for a township to establish a library or form a joint library with an existing library. However, cities and villages are not required to gain such approval. Municipalities with libraries can choose to abolish those libraries at any time.

State library law allows a county board to disallow a proposed library or a joint library that includes one or more towns because of the potential impact that change could have on the county library tax base. No such prohibition exists for cities and villages. They can form libraries or join with existing libraries when they see fit.

It is critical that any proposed new library demonstrate that it can and will meet the county library *Minimums to Exempt and Quality Assurance Standards* before it is eligible for exemption from the county library tax.

c. New cross-county reimbursements between Outagamie and Waupaca counties

Background: At the June meeting, we identified the addition of cross-county library reimbursements between Outagamie and Waupaca counties as a potential goal for the revised plans.

All Outagamie and Waupaca county libraries are entitled to bill their adjacent county for service to non-residents using the statutory formula under Act 420 and receive the minimum 70% reimbursement, but we have not exercised this option.

Currently only two Waupaca County libraries, Clintonville and New London, receive funding from Outagamie County using the home county formula at 100%. Waupaca County does not reimburse any Outagamie County libraries.

Additional cross-county reimbursements could be incorporated into the revised plans in a number of ways. Examples include:

- Identify individual libraries that should receive reimbursement based on usage.
- Implement billing for all libraries using the statutory minimum.
- Implement budget requests for all libraries using the county funding formula.

Action: The committees may recommend inclusion of additional cross-county reimbursements in the revised plans.

Exhibit: I have calculated hypothetical 2025 cross county reimbursement rates between Outagamie and Waupaca Counties by statutory formula and by county formula. These are included in the packet.

Outagamie and Waupaca County Library Funding by Statutory Formula

Funding Cycle 2023-24-25

| County | Library | Physical Circ | Total Operating Expenditures | Operating Exp from Fed sources | Statutory expenditures | Statutory Cost per Circ | County Circ (Physical) | County Bill at 100% of Statutory Formula | Statutory Minimum Payment (70%) | Adjacent circ as a % of Total |
|-----------|--------------|---------------|------------------------------|--------------------------------|------------------------|-------------------------|------------------------|--|---------------------------------|-------------------------------|
| Outagamie | Clintonville | 51,114 | \$432,251 | \$0 | 432,251 | \$8.46 | 3,541 | \$ 29,957 | \$ 20,970 | 7% |
| Outagamie | New London | 62,368 | \$541,574 | \$0 | 541,574 | \$8.68 | 7,936 | \$ 68,884 | \$ 48,219 | 13% |
| Outagamie | Fremont | 19,127 | \$125,432 | \$440 | 124,992 | \$6.53 | 188 | \$ 1,228 | \$ 860 | 1% |
| Outagamie | Iola | 26,527 | \$223,151 | \$0 | 223,151 | \$8.41 | 25 | \$ 210 | \$ 147 | 0% |
| Outagamie | Manawa | 27,617 | \$260,773 | \$0 | 260,773 | \$9.44 | 517 | \$ 4,880 | \$ 3,416 | 2% |
| Outagamie | Marion | 35,788 | \$156,255 | \$0 | 156,255 | \$4.37 | 421 | \$ 1,840 | \$ 1,288 | 1% |
| Outagamie | Scandinavia | 8,297 | \$61,513 | \$243 | 61,270 | \$7.38 | 12 | \$ 89 | \$ 62 | 0% |
| Outagamie | Waupaca | 154,013 | \$958,305 | \$0 | 958,305 | \$6.22 | 2,702 | \$ 16,806 | \$ 11,764 | 2% |
| Outagamie | Weyauwega | 25,721 | \$205,287 | \$0 | 205,287 | \$7.98 | 233 | \$ 1,859 | \$ 1,301 | 1% |
| Waupaca | Appleton | 584,221 | \$4,697,904 | \$0 | 4,697,904 | \$8.04 | 2,932 | \$ 23,573 | \$ 16,501 | 1% |
| Waupaca | Black Creek | 37,176 | \$199,852 | \$0 | 199,852 | \$5.38 | 14 | \$ 75 | \$ 53 | 0% |
| Waupaca | Hortonville | 81,114 | \$298,710 | \$0 | 298,710 | \$3.68 | 2,923 | \$ 10,757 | \$ 7,530 | 4% |
| Waupaca | Kaukauna | 141,597 | \$1,301,698 | \$0 | 1,301,698 | \$9.19 | 61 | \$ 561 | \$ 393 | 0% |
| Waupaca | Kimberly | 148,558 | \$530,532 | \$0 | 530,532 | \$3.57 | 190 | \$ 678 | \$ 475 | 0% |
| Waupaca | Little Chute | 136,842 | \$544,213 | \$0 | 544,213 | \$3.98 | 2,058 | \$ 8,191 | \$ 5,734 | 2% |
| Waupaca | Seymour | 44,831 | \$244,815 | \$0 | 244,815 | \$5.46 | 0 | \$ - | \$ - | 0% |
| Waupaca | Shiocton | 10,501 | \$64,334 | \$127 | 64,207 | \$6.11 | 16 | \$ 98 | \$ 69 | 0% |

Clintonville and New London are already being reimbursed at the county formula rate rather than the statutory minimum.

Potential additional payment by Outagamie County to Waupaca libraries = \$18,838

Potential payment by Waupaca County to Outagamie libraries = \$30,755

Outagamie and Waupaca County Library Funding by 2020-2024 County Plan Formula
Funding Cycle 2023-24-25

| County | Library | Total Physical & OverDrive Circ | Total Operating Expenditures | Operating Exp from Fed sources | Contract Income | Lease | All Other Income | County Formula Expenditures | County Cost per Circ | County Physical & OverDrive Circ | County Request at 100% of circ Formula | Adjacent as a % of Total |
|-----------|--------------|---------------------------------|------------------------------|--------------------------------|-----------------|-----------|------------------|-----------------------------|----------------------|----------------------------------|--|--------------------------|
| Outagamie | Clintonville | 60,683 | \$432,251 | \$0 | \$0 | \$0 | \$49,032 | \$383,219 | \$6.32 | 4,119 | \$ 26,032 | 7% |
| Outagamie | New London | 77,242 | \$541,574 | \$0 | \$0 | \$0 | \$4,324 | \$537,250 | \$6.96 | 12,197 | \$ 84,891 | 16% |
| Outagamie | Fremont | 21,718 | \$125,432 | \$440 | \$0 | \$0 | \$11,496 | \$113,496 | \$5.23 | 188 | \$ 983 | 1% |
| Outagamie | Iola | 30,494 | \$223,151 | \$0 | \$0 | \$0 | \$3,454 | \$219,697 | \$7.20 | 34 | \$ 245 | 0% |
| Outagamie | Manawa | 31,207 | \$260,773 | \$0 | \$0 | \$0 | \$35,407 | \$225,366 | \$7.22 | 738 | \$ 5,328 | 2% |
| Outagamie | Marion | 38,773 | \$156,255 | \$0 | \$0 | \$0 | \$1,627 | \$154,628 | \$3.99 | 441 | \$ 1,760 | 1% |
| Outagamie | Scandinavia | 9,464 | \$61,513 | \$243 | \$0 | \$0 | \$5,834 | \$55,436 | \$5.86 | 12 | \$ 70 | 0% |
| Outagamie | Waupaca | 181,218 | \$958,305 | \$0 | \$0 | \$0 | \$93,621 | \$864,684 | \$4.77 | 2,977 | \$ 14,200 | 2% |
| Outagamie | Weyauwega | 29,230 | \$205,287 | \$0 | \$0 | \$0 | \$27,334 | \$177,953 | \$6.09 | 288 | \$ 1,754 | 1% |
| Waupaca | Appleton | 762,648 | \$4,697,904 | \$0 | \$0 | \$179,816 | \$122,719 | \$4,395,369 | \$5.76 | 3,577 | \$ 20,604 | 0% |
| Waupaca | Black Creek | 41,661 | \$199,852 | \$0 | \$0 | \$0 | \$2,022 | \$197,830 | \$4.75 | 84 | \$ 399 | 0% |
| Waupaca | Hortonville | 95,695 | \$307,281 | \$0 | \$0 | \$0 | \$20,216 | \$287,065 | \$3.00 | 3,141 | \$ 9,423 | 3% |
| Waupaca | Kaukauna | 167,491 | \$1,301,698 | \$0 | \$0 | \$143,946 | \$17,594 | \$1,140,158 | \$6.81 | 105 | \$ 715 | 0% |
| Waupaca | Kimberly | 174,271 | \$530,532 | \$0 | \$0 | \$0 | \$16,344 | \$514,188 | \$2.95 | 336 | \$ 991 | 0% |
| Waupaca | Little Chute | 154,402 | \$544,213 | \$0 | \$0 | \$0 | \$26,847 | \$517,366 | \$3.35 | 2,058 | \$ 6,894 | 1% |
| Waupaca | Seymour | 54,271 | \$244,815 | \$0 | \$0 | \$0 | \$6,399 | \$238,416 | \$4.39 | 0 | \$ - | 0% |
| Waupaca | Shiocton | 12,357 | \$64,334 | \$127 | \$0 | \$0 | \$439 | \$63,768 | \$5.16 | 16 | \$ 83 | 0% |

Clintonville and New London are already being reimbursed at this rate.

Potential additional payment by Outagamie County to Waupaca libraries = \$24,340

Potential payment by Waupaca County to Outagamie libraries = \$39,109

d. Allocation of OWLS Board seats between Outagamie and Waupaca counties.

Background: The plans determine the allocation of OWLS Board seats between Outagamie and Waupaca counties, which is currently 10 and 5 appointees respectively. At the June meeting we discussed whether this should be revised.

State statute says, "Except as provided in subd. 2., in a federated public library system whose territory lies within 2 or more counties, the system board shall consist of at least 11 and not more than 20 members nominated by the county executive in each county in the system, or by the county board chairperson in a county without a county executive, and approved by each county board in the system. Appointments shall be in proportion to population as nearly as practical, but, except as provided in subd. 2., each county shall be represented by at least one member on the system board. Each county board may appoint one county board member to the system board. The public library board governing the designated resource library shall have at least one member on the system board. The remaining system board members shall include such representatives of the library boards governing public libraries of participating municipalities and counties and public members appointed from the counties at large as the county board determines."

[https://docs.legis.wisconsin.gov/document/statutes/43.19\(1\)\(b\)1](https://docs.legis.wisconsin.gov/document/statutes/43.19(1)(b)1).

| County | 2020 Census Population | % of Pop | Number of Libraries | Number of OWLS Trustees |
|-----------|------------------------|----------|---------------------|-------------------------|
| Outagamie | 190,705 | 79% | 8 | 10 |
| Waupaca | 51,812 | 21% | 9 | 5 |

Action: The committees may recommend changing the allocation of OWLS Board seats in the revised plans.

Exhibit: None

e. County funding with and without e-circulation

Background: In the 2020-2024 county plans, we phased in reimbursement for electronic circulation. The rationale for this, in brief, was that electronic circulation was rapidly increasing as a percentage of physical circ, that like physical circ, e-circ could be reliably counted and connected to the municipal residence of the patron, and that including e-circ in the formula would improve the model for estimating overall library usage by county residents. It was understood by the planning committees and libraries that the inclusion of electronic circulation could cause an individual library's county reimbursement to go up or down depending up on usage patterns.

In practice, Overdrive circulation has been the only type of electronic circ which both matched the plan definition and for which we could access the necessary circulation by municipality statistics. Overdrive remains the primary source of e-circulation for OWLS member libraries.

At the June meeting, it was asked that we review the impact of including electronic circulation by comparing reimbursement amounts calculated by the old and new formulas.

Action: The committees may recommend changes to the county funding formula relating to electronic circulation.

Exhibit: Tables illustrating home county funding with and without e-circulation for 2021-2025 are included in this packet.

f. Brainstorming additional topics to consider

8. Schedule next meeting

Due to the volume of OWLS Board business that we will need to complete in August and the timing of my vacation, I do not recommend stacking the OWLS Board and planning committee meetings again in August.

We will hold the OWLS Board meeting as usual at 6pm on 8/15. Please check your calendars and consider whether we could hold a joint county planning meeting on the evenings of 8/22 or 8/29.

9. Adjourn

Home county reimbursement using old formula - physical circ only

| County | Library | 2021 | 2022 | 2023 | 2024 | 2025 | 5-Year Total |
|-------------------------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| Outagamie | Appleton | \$ 978,849 | \$ 923,305 | \$ 934,999 | \$ 918,925 | \$ 822,154 | \$ 4,578,232 |
| Outagamie | Black Creek | \$ 117,961 | \$ 119,299 | \$ 125,596 | \$ 145,449 | \$ 126,504 | \$ 634,809 |
| Outagamie | Hortonville | \$ 136,433 | \$ 125,666 | \$ 129,445 | \$ 174,681 | \$ 210,672 | \$ 776,897 |
| Outagamie | Kaukauna | \$ 167,798 | \$ 183,232 | \$ 176,561 | \$ 184,552 | \$ 205,484 | \$ 917,627 |
| Outagamie | Kim-Lit | \$ 221,853 | \$ 222,502 | | | | \$ 444,355 |
| Outagamie | Kimberly | | | \$ 96,065 | \$ 101,782 | \$ 109,665 | \$ 307,512 |
| Outagamie | Little Chute | | | \$ 108,906 | \$ 115,918 | \$ 104,528 | \$ 329,352 |
| Outagamie | Seymour | \$ 104,381 | \$ 95,965 | \$ 91,112 | \$ 100,049 | \$ 95,148 | \$ 486,655 |
| Outagamie | Shiocton | \$ 29,635 | \$ 28,818 | \$ 27,182 | \$ 31,974 | \$ 34,453 | \$ 152,062 |
| Waupaca | Clintonville | \$ 136,035 | \$ 119,354 | \$ 119,940 | \$ 114,930 | \$ 112,673 | \$ 602,932 |
| Waupaca | Fremont | \$ 40,114 | \$ 40,674 | \$ 42,193 | \$ 50,859 | \$ 53,856 | \$ 227,696 |
| Waupaca | Iola | \$ 113,340 | \$ 107,383 | \$ 108,590 | \$ 109,281 | \$ 109,188 | \$ 547,782 |
| Waupaca | Manawa | \$ 113,528 | \$ 118,955 | \$ 129,964 | \$ 125,467 | \$ 133,669 | \$ 621,583 |
| Waupaca | Marion | \$ 45,731 | \$ 51,052 | \$ 55,635 | \$ 49,906 | \$ 47,434 | \$ 249,758 |
| Waupaca | New London | \$ 169,380 | \$ 159,414 | \$ 164,439 | \$ 175,909 | \$ 185,855 | \$ 854,997 |
| Waupaca | Scandinavia | \$ 30,297 | \$ 37,078 | \$ 39,779 | \$ 47,140 | \$ 43,580 | \$ 197,874 |
| Waupaca | Waupaca | \$ 383,184 | \$ 375,488 | \$ 403,916 | \$ 379,836 | \$ 393,777 | \$ 1,936,201 |
| Waupaca | Weyauwega | \$ 76,814 | \$ 90,463 | \$ 78,477 | \$ 80,519 | \$ 84,639 | \$ 410,912 |
| Outagamie County Total | | \$ 1,756,910 | \$ 1,698,787 | \$ 1,689,866 | \$ 1,773,330 | \$ 1,708,608 | \$ 8,627,501 |
| Waupaca County Total | | \$ 1,108,423 | \$ 1,099,861 | \$ 1,142,933 | \$ 1,133,847 | \$ 1,164,671 | \$ 5,649,735 |

Home county reimbursement using new formula - physical & e-circ

| County | Library | 2021 | 2022 | 2023 | 2024 | 2025 | 5-Year Total | Impact of new formula over 5 years |
|-------------------------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|------------------------------------|
| Outagamie | Appleton | \$ 1,030,364 | \$ 1,048,486 | \$ 1,009,129 | \$ 1,013,647 | \$ 924,348 | \$ 5,025,974 | \$ 447,742 |
| Outagamie | Black Creek | \$ 116,253 | \$ 116,094 | \$ 121,661 | \$ 142,443 | \$ 125,148 | \$ 621,599 | \$ (13,210) |
| Outagamie | Hortonville | \$ 135,518 | \$ 124,378 | \$ 129,977 | \$ 173,203 | \$ 206,070 | \$ 769,146 | \$ (7,751) |
| Outagamie | Kaukauna | \$ 173,796 | \$ 188,920 | \$ 183,425 | \$ 192,009 | \$ 212,949 | \$ 951,099 | \$ 33,472 |
| Outagamie | Kim-Lit | \$ 224,063 | \$ 226,600 | | | | \$ 450,663 | \$ 6,308 |
| Outagamie | Kimberly | | | \$ 100,448 | \$ 104,840 | \$ 115,259 | \$ 320,547 | \$ 13,035 |
| Outagamie | Little Chute | | | \$ 108,537 | \$ 115,829 | \$ 104,634 | \$ 329,000 | \$ (352) |
| Outagamie | Seymour | \$ 104,851 | \$ 97,587 | \$ 90,592 | \$ 99,663 | \$ 95,935 | \$ 488,628 | \$ 1,973 |
| Outagamie | Shiocton | \$ 31,487 | \$ 31,067 | \$ 28,733 | \$ 32,666 | \$ 34,510 | \$ 158,463 | \$ 6,401 |
| Waupaca | Clintonville | \$ 134,717 | \$ 117,176 | \$ 117,391 | \$ 111,493 | \$ 111,681 | \$ 592,458 | \$ (10,474) |
| Waupaca | Fremont | \$ 39,983 | \$ 39,378 | \$ 41,273 | \$ 48,646 | \$ 52,713 | \$ 221,993 | \$ (5,703) |
| Waupaca | Iola | \$ 118,927 | \$ 112,396 | \$ 113,617 | \$ 111,983 | \$ 111,852 | \$ 568,775 | \$ 20,993 |
| Waupaca | Manawa | \$ 116,207 | \$ 122,796 | \$ 130,631 | \$ 126,592 | \$ 135,664 | \$ 631,890 | \$ 10,307 |
| Waupaca | Marion | \$ 47,817 | \$ 52,575 | \$ 56,259 | \$ 50,132 | \$ 48,411 | \$ 255,194 | \$ 5,436 |
| Waupaca | New London | \$ 172,325 | \$ 165,094 | \$ 169,765 | \$ 176,346 | \$ 184,134 | \$ 867,664 | \$ 12,667 |
| Waupaca | Scandinavia | \$ 30,067 | \$ 36,377 | \$ 38,201 | \$ 45,741 | \$ 43,481 | \$ 193,867 | \$ (4,007) |
| Waupaca | Waupaca | \$ 389,742 | \$ 383,625 | \$ 411,199 | \$ 388,396 | \$ 402,774 | \$ 1,975,736 | \$ 39,535 |
| Waupaca | Weyauwega | \$ 76,169 | \$ 88,314 | \$ 79,986 | \$ 81,052 | \$ 85,832 | \$ 411,353 | \$ 441 |
| Outagamie County Total | | \$ 1,816,332 | \$ 1,833,132 | \$ 1,772,502 | \$ 1,874,300 | \$ 1,818,853 | \$ 9,115,119 | \$ 487,618 |
| Waupaca County Total | | \$ 1,125,954 | \$ 1,117,731 | \$ 1,158,322 | \$ 1,140,381 | \$ 1,176,542 | \$ 5,718,930 | \$ 69,195 |