



Plan for Library Service

Note: Standards appear in Goal 4

Adopted by the Dane County Library Board
July 3, 2014

Further incorporating:

Resolution 185, 2011-2012

Adopted by the Dane County Board of Supervisors
December 15, 2011

And

Resolution 98, 2013-14

Adopted by the Dane County Board of Supervisors
October 3, 2013

Mission Statement

The Dane County Library Service is dedicated to bringing a full range of library services to each resident of Dane County's towns, and the villages of Blue Mounds, Brooklyn, Cottage Grove, Dane, Maple Bluff, Rockdale, and Shorewood.

Introduction

The Dane County Library Board has been 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 each previously-revised Plan for Service, the plan has continued to evolve through each annual budget process. Despite these annual adjustments, the commitment to fully funding library payment programs while achieving compliance with county standards continues, as does the struggle to develop 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. Primarily motivated by the keenly-felt obligation to assure taxpayers that library service is being administered and delivered in the most cost-effective way possible, these efforts are also driven by a concern that the current model may not be sustainable in the long term given changes in library usage coupled with changes in the tax base that supports the County Library Service.

In the four years since this plan was formally revised, some of the predicted changes have occurred, while others remain in the uncertain future:

- **New Municipal Library in Cottage Grove:**

Current status: After a failed referendum in 2008, the Village Board dissolved the Library Board. The Friends of the Cottage Grove Library remain an active non-profit organization and continue to hold title to the land purchased for the library.

Fiscal Impact: The Village of Cottage Grove represents about 4% of the property value taxed by the county for library service.

Service Impact: Currently, the Bookmobile offers 5 hours of service in Cottage Grove weekly. This would cease should the village exempt itself from the county tax.

- **New Municipal Library in Fitchburg:**

Current status: The city of Fitchburg opened its new library in July, 2011.

Fiscal Impact: The City of Fitchburg represented about 17% of the property value taxed by the county for library service in 2011, the year the city first exempted itself from the County Library Tax. This exemption did cause an increase in the county tax rate in subsequent years.

Service Impact: The Bookmobile realigned its schedule and, since July, 2011, has established service in four additional communities.

- **Status of current staff and ongoing hiring freeze:**

Current status: The budgeted FTE for the Library Service in 2014 is 7.05. The most recent reduction from 7.25 to 7.05 occurred in 2010. Prior to 2003, annual staffing was 9.25 FTEs. This downsizing caused a change in mission and a significant reduction in the services delivered both to residents of our service area and to libraries throughout the county. The Library Service currently has no vacancies; a hiring delay of 6 weeks continues to be the policy of the county.

Fiscal Impact: Because monies once appropriated to the Library Service remain under the control of the Library Board, should a vacancy occur and the position not be filled, the funding for that position will lapse into the Library's General Fund.

Service Impact: Vacancies occurring within a small staff always cause service interruptions. The Library Service strives to minimize any such service interruptions by keeping sufficient limited term employees on call.

- **Library Service Relocation:**

Current status: The Library Service relocated to the Job Center in the fall of 2011. The 5,000 square feet allocated to the Library Service is adequate to hold the library collections and to provide sufficient work space for staff. The bookmobile and Readmobile are housed in a garage built for that purpose adjacent to the facility which provides direct access to the library collections. The location of the Job Center allows efficient access to highways, minimizing travel times to the various communities served by the Bookmobile and Readmobile. Being located in a shared facility always carries with it the possibility that the county's priorities for space utilization may shift, requiring that the library be relocated once again. The Library Board understands the need to plan with this possibility in mind.

Fiscal Impact: Relocating a library requires a significant one-time outlay. At the current Job Center location, the Library Service pays the county's general fund both rent and a share of utilities and maintenance. Appropriate commercial space is, however, likely to be triple net and cost more on a square foot basis. The location

of any possible office/collection/garage space may be more or less convenient to remote service locations and therefore, could potentially result in higher operating costs.

Service Impact: The current location is convenient and efficient relative to existing service locations. Relocating would certainly negatively impact service delivery in the short term and may well impact service delivery longer term.

- **Aging vehicles**

Current status: The direct services offered are dependent on two vehicles, a bookmobile and a readmobile. The current bookmobile was purchased in 2003 and is at the end of its functional life. The County's capital plan calls for it to be replaced in 2015. The Readmobile, is older (2000), but less heavily used, and is scheduled to be replaced in 2019.

Fiscal Impact: Significant repair costs have been incurred to keep the bookmobile on the road in recent years, requiring an increase in the relevant budget line item. Replacing the Bookmobile will require a capital budget of approximately \$285,000; should a CNG fueled vehicle and generator be desired, that will likely raise the cost by at least \$30,000. The Readmobile is a much less expensive vehicle and will not be a capital project.

Service Impact: As service vehicles age, they spend a greater share of their time in the repair shop. This interrupts the service schedule, and ultimately affects usage.

Reviewing these many, multi-faceted issues clarifies the uncertain environment within which the Library Board must plan for the future of library service in Dane County. Such a planning environment is not so very different from the ones most public service agencies operate within. With the understanding that any plan is subject to revision and that such revision might well be required should the operating environment change significantly, the Library Board proposes the following goals and strategies for the near future.

Goal 1: 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 in many formats 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. Since 2009, the Bookmobile has been staffed by the Library Director, 3.3 FTE library assistants, augmented by LTE

library clerks averaging another .5FTE annually. The staff is assisted by the Outreach Librarian who develops and delivers the summer reading program.

Bookmobile use patterns underwent a significant shift when the city of Fitchburg opened its first library in the summer of 2011. The bookmobile previously served four communities within that city with weekly bookmobile visits. Discontinuing service to Fitchburg created opportunities to establish service in smaller and sometimes more remote communities within Dane County. Use of the bookmobile in the new communities served has grown. Between 2012 and 2013, use of the bookmobile countywide increased over 9.5%.

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 on a specific theme. This service has remained relatively constant over the last several years and is much appreciated by the participants. In 2014, monthly service was provided to fourteen centers caring for over 300 children.

The County Library Service also provides specialized services with the Readmobile to and through partner community agencies such as Headstart programs. The Readmobile is a vehicle 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 managed by the Outreach Librarian.

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 2 for details.

STRATEGIES

- To explore other delivery mechanisms for serving residents of the areas taxed by the county for library service, including any made feasible by new technology.
- To continue to enhance on line access to library resources for all residents.
 1. To continue to participate in the Wisconsin Public Library Consortium buying programs
 2. To continue to assist readers of all ages in accessing online resources.
 3. To secure budget increases needed to support access to online resources.
- To develop the book, magazine, and media collections to serve the needs of bookmobile patrons, current and future.
 1. To secure budget increases equal to inflation to allow the updating of the print collections for adults, children, and those needing large print.
- To secure budget increases needed to support the development of collections of emerging formats.

- 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.
 1. Gather and analyze visit and checkout data on a sampling basis.
 2. Seek information about potential service points in communities not currently served by the Bookmobile.
 3. Annually make adjustments to schedules as usage and resources dictate.
- To explore ways to further extend bookmobile service in non-librariated areas.
 1. Seek the additional funds needed to accomplish this service expansion.
 2. Develop alternative delivery methods that will promote efficiency in the delivery of service.
- To continue to use the media, electronic communication, and social media to inform users and potential users of the services of the bookmobile.
 1. Provide weekly newspapers in targeted areas with regular bookmobile service updates.
 2. Explore the efficacy of electronic mail to users in targeted areas as a means of increasing awareness and use of the bookmobile.
 3. Maintain the currency of the existing website (www.dcls.info) and facebook pages, including information about the bookmobile and other services offered.
 4. Enact a policy to guide the Library's use of various social media.
- To plan for the replacement of the Bookmobile in 2015.
 1. Develop and defend a 2015 Capital Budget Request.
 2. Develop bid specifications to insure that a vehicle suitable to the needs of the Service is obtained.
 3. Utilizing the services of the Purchasing Division, solicit bids for a new bookmobile in 2015.
 4. After the bid is awarded, work with the successful vendor to make sure the vehicle is delivered as specified and on time.
- To develop and expand the Readmobile program.
 1. Maintain service to current partners.
 2. Seek new partners within our taxing jurisdiction.
 3. Continue to explore ways to use Readmobile visits to promote ongoing services to daycare facilities
 4. Continue to seek outside funding for collection enhancement and program development.
 5. Plan for the replacement of the Readmobile in 2019.

Goal 2: To develop and deliver library services county-wide to individuals who experience barriers in accessing traditional library services.

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

- At a minimum, to maintain the current level of basic services to those unable to access traditional library services.
- 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 to extend the reach of services without the need for add
- 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 fully utilize the various social media to both deliver and publicize all available library services.

Goal 3: To maintain full access to library service within Dane County for every resident of Dane County.

CONTEXT & FISCAL IMPACT:

Contract-based reimbursement continues to consume the majority of the annual library levy. Contracts, and their resulting payments, are offered annually to each municipal library in Dane County. Funds generated by the county library tax are used to reimburse costs incurred by each public library in Dane County 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 because no municipalities currently choose it. Any future fiscal impact for both the county and for other municipal libraries will depend on whether and which libraries may choose it.

In 1999, the County began funding a Facilities Reimbursement Program, in addition to its Operating Reimbursement Program. This program acknowledges that municipalities build and operate larger library buildings than would be needed if they limited service to local residents and provides funding for a share of the costs incurred because of these larger buildings. Full funding for the program was achieved in 2002, after a three year phase-in. This program is only available to libraries choosing the standard contract with Dane County.

A third reimbursement program was necessitated by a change in Wisconsin law, effective 2008. Under Wisconsin Statutes 43.12 (1), counties are required to pay public libraries in adjacent counties 70% of their actual costs for serving that county's residents of areas taxed by the county for library service.

With the exception of a five year period (2004-2008), the Library Service has maintained full funding of all reimbursement programs throughout its history.

STRATEGIES

- To continue the policy that all towns and any villages with a population under 2,500 are better served by remaining under the umbrella of the County Library Service.

- To maintain full county funding for the Operating Reimbursement Program and the Facility Reimbursement Program without compromising direct service programs.
- To continue to evaluate and improve the methodology and measurements used for each reimbursement program.
- 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 seek funding sufficient to reimburse libraries in adjacent counties as required by 43.12 Wisconsin Statutes.

Goal 4: To insure compliance with the County Standards for Public Libraries as developed through the county planning process and adopted by the County Board.

Context and Fiscal Impact: 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 cannot be emphasized strongly enough that all standards 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 a point consistent with the minimums currently attained by public libraries in Dane County. 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 the minimum level. The document, “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. At the same time, changes in the publishing industry are a constant and a given. Such developments, coupled with technology advancements, will, no doubt require a re-examination of these standards within the time frame of this plan.

These standards were established in accordance with Wisconsin Statutes 43.11(3)(d) by Resolution 185, 2011-12 of the Dane County Board of Supervisors, and subsequently amended by Resolution 98, 2013-14.

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 2009 Department of Public Instruction publication, *Public Library Space Needs; a planning outline*, by Anders Dahlgren and its corresponding worksheet.

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 must 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 2014 county library tax (used to fund the 2015 county library budget) in the fall of 2014 would use the data submitted on the 2013 annual report to the Department of Public Instruction (due to the Department by March 1, 2014) and the 2013 Wisconsin Official Population Estimates (normally issued in October of 2013) 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 July 1 of the year for which the exemption is requested.

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 five 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 integrated library system.
- Annually compensate all other standards-compliant public libraries within Dane County, including those libraries which have been granted provisional exemptions based on accepted plans to achieve compliance, for the cost of services provided to residents of the library's municipality. Service shall be measured by checkouts; the compensation model shall be that established by Dane County Library Board for

compensating municipal libraries for serving residents of areas taxed by the county for library service.

- meet or exceed the following minimum quantitative standards based on the Wisconsin Official Population Final Estimates issued by the Wisconsin Department of Administration for the most recent year:

Minimum Hours open annually per capita

		RANGE
Villages up to 2,500 population	1	1,000 to 1,875 hours
Villages/cities between 2,500 and 5,000	.75	1875 to 2,250 Hours
Villages/cities between 5,000 and 10,000	.45	2,250 to 2,500 Hours
Villages/cities between 10,000 and 25,000	.25	2,500 to 3,000 Hours
Villages/cities between 25,000 and 50,000	.12	3,000 to 3,250 Hours
Villages/cities between 50,000 and 99,000	.065	3,250 to 3500 Hours
Cities over 100,000	.05	3,500 to 12,500 hours

Minimum FTE Paid Staff Per Capita

		RANGE
Villages up to 2,500 population	.001 (1 FTE minimum total)	1.00 to 2.00 FTE
Villages/cities between 2,500 and 5,000	.0008	2.00 to 4.00 FTE
Villages/cities between 5,000 and 10,000	.0008	4.00 to 7.00 FTE
Villages/cities between 10,000 and 25,000	.0007	7.00 to 15 FTE
Villages/cities between 25,000 and 50,000	.0006	15 to 25.00 FTE
Villages/cities between 50,000 and 99,000	.0005	25 to 40.00 FTE
Cities over 100,000	.0004	40 to 120.00 FTE

Minimum Public Internet Access Workstations per capita

		RANGE:
Villages up to 2,500 population	.001	1 to 3 Workstations
Villages/cities between 2,500 and 5,000	.001	3 to 5 Workstations
Villages/cities between 5,000 and 10,000	.001	5 to 7 Workstations
Villages/cities between 10,000 and 25,000	.0007	7 to 13 Workstations
Villages/cities between 25,000 and 50,000	.0005	13 to 25 Workstations
Villages/cities between 50,000 and 99,000	.0005	25 to 50 Workstations
Cities over 100,000	.0005	50 to 125 Workstations

Minimum Annual Material Expenditures Per Capita

		Range:
Villages up to 2,500 population	\$6.00	\$6,000 to \$14,250 Total
Villages/cities between 2,500 and 5,000	\$5.70	\$14,250 to \$28,500 Total
Villages/cities between 5,000 and 10,000	\$5.70	\$28,500 to \$54,000 Total
Villages/cities between 10,000 and 25,000	\$5.40	\$54,000 to \$127,500 Total
Villages/cities between 25,000 and 50,000	\$5.10	\$127,500 to \$240,000 Total
Villages/cities between 50,000 and 99,000	\$4.80	\$240,000 to \$340,000 Total
Cities over 100,000	\$3.40	\$340,000 to \$850,000 Total

Minimum Total Items Held per capita

		RANGE
Villages up to 2,500 population	8	8,000 to 16,250 Total items
Villages/cities between 2,500 and 5,000	6.5	16,250 to 28,500 Total items
Villages/cities between 5,000 and 10,000	5.7	28,500 to 44,000 Total items
Villages/cities between 10,000 and 25,000	4.4	44,000 to 85,000 Total items
Villages/cities between 25,000 and 50,000	3.4	85,000 to 160,000 Total items
Villages/cities between 50,000 and 99,000	3.2	160,000 to 250,000 Total items
Cities over 100,000	2.5	250,000 to 625,000 Total items

Minimum Annual Item Acquisitions as a Percent of Holdings

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

Total Print and Electronic Periodical Subscriptions per capita

		RANGE
Villages up to 2,500 population	.024	24-45 Total subscriptions
Villages between 2,500 and 5,000	.018	45-75 Total subscriptions
Villages between 5,000 and 10,000	.015	75-100 Total subscriptions
Villages/cities between 10,000 and 25,000	.010	100-150 Total subscriptions
Villages/cities between 25,000 and 50,000	.006	150-250 Total subscriptions
Villages/cities between 50,000 and 99,000	.004	250-300 Total subscriptions
Cities over 100,000	.003	300-750 Total subscriptions

These 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 from the county library tax on an annual basis, not to exceed three 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 Library Board shall review and approve such plans as appropriate and shall authorize provisional exemptions.

No library will be granted an exemption while not in compliance for more than three 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 the Plan for Library Service.

Should a municipality establish for the first time a library under Wisconsin Statutes Chapter 43.52, that library may be granted provisional exemptions in the first three years of its existence. Exemptions shall be contingent on the annual acceptance by the County Library Board of a plan to bring the library into full compliance with all standards by year four of its operation.

Should the newly established library meet all county standards in year four of its existence, but fail to meet county standards relating to collection size in a future year, it may be granted one additional provisional exemption in the first ten year period of its existence. This additional provision is contingent on the submission of a plan to return the library to full compliance which is acceptable to the Dane County Library Board.

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, 1819 Aberg Av., Madison, WI 53704. 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 5: To maximize the efficiency and effectiveness of library services for all residents of Dane County.

CONTEXT & FISCAL IMPACT: For the last twenty years, Wisconsin law has required the county to levy a tax in any municipality without a legally-established public library sufficient to reimburse municipal libraries within the county and in adjacent counties for serving those residing in the municipalities taxed by the county. While this state law requires reimbursement at 70% of actual costs, Dane County has historically reimbursed costs at 100% for almost fifty years; its reimbursement programs also require municipal libraries to reimburse other municipal libraries in Dane County for serving their residents. 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 45 years, although the addition of a library in the city of Fitchburg did cause a distinct shift. Previous to the creation of this library, the county taxed approximately 28% of the property in Dane County and counted 25% of the total county population as its primary patron base. In 2013, two years after the opening of the

Fitchburg Public Library, the county taxes 23% of the property in Dane County, and counts 18.5% of the population as its primary patron base. The potential for further shifts in population and tax base exist as annexation continues and as additional communities explore the option of establishing local libraries. Ultimately both factors result in a shrinking buffer between libraries. This increased ease of access to multiple libraries for much of the population, serves to increase the amount of non-resident use experienced by each municipal library, as well as the likelihood that residents of a municipality with a library will opt to use a library in another community. This has resulted in some libraries owing other libraries more money for serving their residents than the county owes the library for serving residents taxed by the county.

It is apparent to many that the structure, organizational, and financial, that has served Dane County residents well since 1966 cannot be trusted to deliver in the same fashion in the future. Significant resources in the last ten years have been devoted to studying the feasibility of alternative organizational structures. Several reports have been published and are available at www.dcls.info; however, the overwhelming conclusion was that political will does not exist to re-organize the delivery of library service in any way currently authorized by the statutes; that no alternative organizational method will produce measurable cost-savings; and that, in the absence of potential cost-savings, creating political will would be difficult, if not impossible. At the same time, the financial structure of the reimbursement programs is also called into question as library services encompass materials offered remotely as well as services and programs that do not involve the loaning of library material.

STRATEGIES:

To examine current reimbursement programs to determine the continued viability of the data elements used to represent library use, and to explore alternatives to determine if another model or models will more equitably compensate libraries for the service they provide to non-residents.

To seek input from all stakeholders, including library users from every taxing jurisdiction, as well as elected municipal and county officials, regarding future plans Dane County may develop for library service delivery.

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 6: To continue to be a partner in a dynamic public library system that 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 by that county's library directors and serve two year terms.

The governance and services of the Library System are largely defined by Chapter 43 of the Wisconsin Statutes and supported with state aid provided through the Universal Service Fund. In addition to these state-funded and mandated services, the South Central Library System offers a number of technology services to its members on a cost-recovery basis.

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 participate and encourage all Dane County libraries to participate in ongoing system planning in order to insure System services to libraries that meet their technical support, continuing education, and consulting needs.

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