



# Plan for Library Service

Note: Standards appear on pp 5-9

Adopted by the Dane County Library Board  
April 6, 2000

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

## **Mission Statement**

To provide access to public library services in Dane County for all residents of towns, villages and cities upon which the county library tax is levied, to serve all residents who, because of physical disabilities, find it difficult to access public library services in traditional ways; and to provide services to public libraries throughout Dane County in order to maximize resource sharing and cooperation.

## **Introduction**

The Dane County Library Board was designated by the Dane County Board of Supervisors as the County Library Planning Committee under the provisions of Chapter 43.11(1) Wis. Statutes.

Wisconsin Statutes assign certain responsibilities to this body (emphasis added):

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

This document is intended to meet the planning needs of the county library service and its members as well as meet the requirements of the Statutes outlined above.

### **Background of the Dane County Library Service**

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

The plan itself laid out the primary goals:

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

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

### **Development of this and future Plans**

The Library Board, acting as the County's Library Planning Committee drafted an early version of this plan and then convened an All Board Meeting, which was attended by 24 municipal library board members and fifteen library directors. All but two of the county's public libraries were represented. County Board members facilitated small group discussions using the draft of this plan as a base. At their September 30, 1999 business meeting, the board also held a public hearing at which both written and oral testimony was received.

Based on comments received, the Plan was amended by the Board at its November 2, 1999 meeting and sent to library boards for a final round of comments due to the Board December 3, 1999. Subsequent to the receipt of these comments, the standards proposed as part of the strategy related to Goal 1 were adopted by the County Library Board and by the library boards of Black Earth, Cambridge, Cross Plains, Deerfield, DeForest, Madison, Marshall, Mazomanie, Middleton, Monona, Mount Horeb, Oregon, Stoughton, Sun Prairie, and Verona. These fifteen libraries represent 95% of the municipal population served libraries in Dane County. Resolution 298 Establishing Public Library Standards for Dane County was introduced to the County Board and was passed on March 2, 2000.

The Library Board adopted the Plan for Library Service on April 6, 2000. It is understood that this plan will guide the development of library services in Dane County. It is further understood that library services are dynamic and it is anticipated that this plan will undergo annual revision through the Library Board's annual budget request. It is further anticipated that major revisions of goals and strategies will need to be done on a regular basis with a new plan put forth for consideration every three to five years.

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

**CONTEXT & FISCAL IMPACT:**

Contract-based reimbursement has represented the lion's share of the Dane County Library Service budget since its inception. Contracts, and their resulting payments, are offered annually to each municipal library. Funds generated by the county library tax are used to reimburse costs incurred by each library in serving residents of areas taxed by the county for library service. Until 2001, contract terms also require that libraries participate in a program providing central services such as interlibrary loan, various outreach services, delivery, and payments for serving residents of other municipalities with libraries. In 2001, state law will require 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 will not have a fiscal impact on Dane County, but may, depending on whether and which libraries choose it, have fiscal impacts on municipal libraries.

In 1999, the County began funding a Facilities Reimbursement Program, in addition to its Operating Reimbursement Program. While the Operating Program has been fully funded for years (\$1,642,000 in 1999, \$1,734,700 in 2000; 6-8% increases per year are typical), the Facility Reimbursement Program was initially funded at \$100,000 in 1999 (\$150,000 in 2000); full funding will continue to be sought. Both these programs have administrative and program staff support.

Historically, the Library Service has offered its reimbursement program, combined with its shared services, to libraries while allowing county residents to use and judge the capacity of each library to meet their needs individually. This "vote with their feet" method served residents and local units of government well for many years. However, the impact of shared automation on interlibrary borrowing and the recent changes in state law challenge this system and together have encouraged the development of new strategies to safeguard the integrity of the library service framework in Dane County.

**STRATEGIES:**

To continue the policy that all towns and any villages under 2,500 are better served by remaining under the umbrella of the county library service.

To continue to secure full county funding for the Operating Reimbursement Program.

To increase the funding available for the Facility Reimbursement Program until libraries are fully compensated under the established Facility Reimbursement Formula.

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

To offer, for budget year 2001 and each subsequent year, 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.

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

All public libraries must:

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

**Hours open per calendar year**

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

**Annual Material Expenditures Per Capita**

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

**Annual Acquisitions as a Percent of Holdings**

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

**FTE Staff Per 1,000 population**

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

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

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

appeal any decision to the Dane County Library Board through the appeals process established within this plan.

**Total Book Volumes per capita**

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

**Total Audio per 1,000 population**

Villages up to 2,500 population	120
Villages/cities between 2,500 and 5,000	120
Villages/cities between 5,000 and 10,000	120
Villages/cities between 10,000 and 25,000	120
Villages/cities between 25,000 and 50,000	120
Villages/cities between 50,000 and 99,000	120
Cities over 100,000	100

**Total Video per 1,000 population**

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

**Total Print Periodical Subscriptions per 1,000 population**

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

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

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

Finally, the population used to determine compliance with these standards is municipal population. It is recognized that most libraries serve a significantly larger population base from surrounding areas. However, it is the municipal tax base that is exempted from the county library tax if the standards are met or exceeded, and therefore, the municipal population that should be the basis for the standards. The Wisconsin Official Population Final Estimates issued by the Wisconsin Department of Administration for the most recent year the data is reported is used to determine the standard a specific library must meet in a given year. For example, a municipality requesting an exemption from the 2001 county library tax (used to fund the 2002 county library budget) in the fall of 2001 would use the data submitted on the 2000 annual report to the Department of Public Instruction (due to the Department by March 1, 2001) and the 1999 Wisconsin Official Population Estimates (normally issued in October of 1999) to verify its compliance with these standards. Alternately, at the discretion of the library, documents such as those produced by the Automated Circulation System or the local personnel system may be submitted to demonstrate that standards have been met prior to September 1 of the year for which the exemption is requested.

### **Decision Timeline and Appeals Process**

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

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

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

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

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

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

**STRATEGIES:**

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

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

**Goal: To provide direct library service to residents of areas within the County's taxing jurisdiction not adequately served by other public libraries.**

**CONTEXT AND FISCAL IMPACT:** Library service to the geographically isolated populations within Dane County has largely been provided by the Dane County Bookmobile. It offers weekly service in 21 communities throughout Dane County which do not maintain municipal public libraries. Despite the fact that a number of communities previously served by the bookmobile have begun local libraries, there continues to be great demand for its services. Currently, the bookmobile is staffed by 3.25 FTE library assistants and is supervised by a full-time librarian.

**STRATEGIES:**

To secure capital funding to replace the bookmobile in 2002.

To continue a demographic study of the areas currently or potentially served by the bookmobile and to redesign the service to meet the needs of those residents.

To continue to use the World Wide Web and other technologies to inform users and potential users of the services of the bookmobile.

To increase bookmobile user participation in the Summer Library Program.

To increase participation in the Day Care Library Program by licensed or registered day care providers in the areas taxed by the county for library service.

To develop our partnership with Madison Public Library and the Madison Children's Museum in the Readmobile Project, serving initially at least 3 neighborhoods in our taxing area.

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

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

**STRATEGIES:**

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

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

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

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

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

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

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

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

**GOAL: To enhance the resource sharing of all public libraries within Dane County**

**CONTEXT AND FISCAL IMPACT:** Since 1976, the Dane County Library Service has acted as a county resource library for the South Central Library System. Automation has greatly altered the county role in facilitating interlibrary loan. All public libraries in Dane County are currently members of LINK, a consortium of public libraries in six counties. LINK members share an automation system providing circulation, cataloging, community resource files, acquisitions and serials management. The LINK database fills more than 90 percent of the requests for materials not owned at a local library. While some types of requests are still referred to DCLS, many are referred directly to the system resource library. DCLS continues to fill subject requests and to verify and refer other types of requests.

**STRATEGIES:**

To maintain 100% library participation in the Service Program, including delivery, interlibrary loan and backup reference, and cross-municipal borrowing.

To increase the knowledge of local library staff and board members relative to existing county library services.

To develop collections needed to meet the occasional needs of library users throughout the county for specialized materials.

To continue to participate in and support the development of the LINK consortium.

To encourage the transition to more direct interloan channels for those libraries continuing to funnel requests through the County Library Service.

To evaluate the need for the Interloan portion of the program in light of technological developments and increasing fiscal constraints.

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

**STRATEGIES:**

To continue membership in the South Central Library System.

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

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

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

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

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

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

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

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