

NOTICE OF MEETING

JOINT COUNTY LIBRARY PLANNING COMMITTEE

November 3, 2014

6:30 P.M.

Plymouth Public Library
130 Division Street
Plymouth, WI

AGENDA

Call to Order

Certification of Compliance with Open Meeting Law

Public Hearing to Consider the Draft Plan for County Library Service in Ozaukee and Sheboygan County 2016 – 2020

Close Public Hearing at 7:30 p.m.

Adjournment

Prepared by:
Kay Lorenz, Recording Secretary

Approved By:
Steve Ruggieri, Chairperson

NOTE: The committee welcomes all visitors to listen and observe, but only committee members and those invited to speak will be permitted to speak. Persons with disabilities needing assistance to attend or participate are asked to notify the County Board Chairman/Administrator's Office at 920-459-3103 prior to the meeting so that accommodations may be arranged.

NOTE: A majority of the members of the County Board of Supervisors or of any of its committees may be present at this meeting to listen, observe and participate. If a majority of any such body is present, their presence constitutes a "meeting" under the Open Meeting Law as interpreted in *State ex rel. Badke v. Greendale Village Board*, 173 Wis. 2d 553 (1993), even though the visiting body will take no action at this meeting.

NOTE: Members of the public are invited to offer comments on topics which may or may not appear on the Agenda, and Committee members may discuss such matters, but no action may be taken by the Committee on non-Agenda topics. Individual speakers may be limited to no more than five minutes.

POSTED
10.28.14
10:15 AM

DRAFT 10-20-14
Plan for Joint County Library Service
2016-2020
in
Ozaukee and Sheboygan Counties

Ozaukee County

Cedarburg Public Library
Frank L. Weyenberg Library of Mequon and Thiensville
Oscar Grady Public Library in Saukville
U.S.S Liberty Memorial Public Library in Grafton
W.J. Niederkorn Library in Port Washington

Sheboygan County

Cedar Grove Public Library
Elkhart Lake Public Library
Kohler Public Library
Lakeview Community Library in Random Lake
Mead Public Library in Sheboygan
Oostburg Public Library
Plymouth Public Library
Sheboygan Falls Memorial Library

Eastern Shores Bookmobile

County Library Service Planning in Ozaukee and Sheboygan Counties

County library service is established when a county adopts a county plan for library service. This plan is created by a county library planning committee. The committee considers the needs of residents without libraries and their resources and services. The committee makes recommendations to the County Board on making library service available to all county residents by libraries, on improving services in the county and the method and level of county funding to implement the plan. The original and subsequent plans for library service in Ozaukee and Sheboygan County were created by a county library planning committee.

Statutory Requirements

Wisconsin's Legislature, through its debate and eventual adoption of what became Chapter 43 of Wisconsin Statutes, established a governmental policy toward public libraries. Because Chapter 43 outlines certain responsibilities for counties, it is important to summarize what that policy is:

- The importance of free access for all Wisconsin's residents to knowledge, information, and diversity of ideas;
- The critical role played by public, school, special, and academic libraries in providing that access;
- The major educational, cultural, and economic asset that is represented in the collective knowledge and information resources at the libraries in Wisconsin;
- The importance of public libraries to the democratic process; and
- That the most effective use of Wisconsin's library resources can occur only through interlibrary cooperation among all types of libraries and with the effective use of technology.

Executive Summary of Joint Ozaukee Sheboygan Counties' Library Services Plan – 2016-2020

- **Recommendation of Re -Allocation of System Board Membership:**
System Board Membership will recommend that two members in at-large positions will become participating library board member positions. The allocation of System Board membership will continue to maintain the same balance between the librated and non-librated representation based on population.

The rationale for the change is that library board members are more familiar with library programs and resources that are available to public libraries. This change would still leave six member-at-large positions on the ESLS Board. The Public Library Advisory Committee (PLAC) agreed with the proposed recommendation and further recommended changes should be made at the expiration of the member-at-large terms.

- **Recommendation states that the Committee recommends that there be no operational standards for the counties' public libraries as criteria to qualify for the exemption from the county library tax.**
- **Recommendation makes no recommendation on compensation for crossover borrowing.**

- **Recommendation 100% reimbursement funding level for public libraries:**

Each county will increase their reimbursement level by 1% per year for the duration of this county library service plan, 2016-2020.

The rationale is that this continues the previous committee's recommendation to phase in the reimbursement goal over a period of years. In Sheboygan County, the reimbursement level would increase from 94% in 2016 to 98% in 2020. In Ozaukee County, the reimbursement level would increase from 86% in 2016 to 90% in 2020.

The public libraries in Ozaukee County include: Cedarburg Public Library, Frank L. Weyenberg Library of Mequon and Thiensville, Oscar Grady Public Library in Saukville, W.J. Niederkorn Library in Port Washington, and U.S.S Liberty Memorial Public Library in Grafton.

Sheboygan libraries consist of Lakeview Community Library in Random Lake, Mead Public Library in Sheboygan, Sheboygan Falls Public Library, Kohler Public Library, Plymouth Public Library, Cedar Grove Public Library, Oostburg Public Library, and Elkhart Lake Public Library.

The Bookmobile serves communities in Ozaukee and Sheboygan counties.

The following services that libraries provide for their communities are:

Collections

DVDs and videocassettes	Electronic audio	Digital magazines	Music compact discs
Magazines and Newspapers	Books	Die Cutting Service	Recorded books
	Electronic books		
Large print books	Reference materials	Computer software	
Job searching materials	Community information	Local author archives	
	Local history resources	Seed catalog	

Services

Internet access	Wireless access	Interlibrary loan information	Seed sharing
Printer/Copier	Scanner	Audiovisual equipment	Teen Centers
	Exam proctoring		
EasiCat	Independent study areas	Literacy Services	Meeting rooms
	Fax service		
Computers for public use	Job search information, training	Access to electronic information	
Remote access to library catalogs	Laminating service	Notary Service	Homebound Service
Makerspaces	Scan to email services	Tax forms	Community Display Space

Programming

STEM / STEAM Programming (Science, technology, Engineering, Mathematics (and Art)			
Early Childhood Literacy	Lifelong Learning	Author Visits	Craft Programs
Business and Investing Services	Book discussion group	Internet use training	
Field Trips for Schools, Scout, and other organizations			
Children's story hours	Instructional	Classes on electronic content and online databases	

From January 1, 2013 through December 31, 2013, a total of 432,647 (books, magazines, videos, compact discs) library materials were checked out of the public libraries by non-librarians. In 2013, therefore, non-librarian circulation represented nearly 19% of the total circulation in the System as 2,291,016 total items

were circulated in 2013. To purchase 432,647 items would total over \$6,489,705. (Massachusetts Library Association Library Value Calculator).

With the incorporation of technology into library services, library use has changed considerably in the past several years. Circulation, historically the best measure of library use, may no longer be adequate to measure the full ensemble of services a library now offers. In the past, a library patron typically looked up a topic in the "Reader's Guide to Periodical Literature," found citations for magazine articles, found the magazines, and checked them out. Today, a person can use the Internet (particularly with the help of content rich site such as BadgerLink) to search a topic, find a magazine article in full text, and print off the information. In this scenario, the person received the information, and in all likelihood used library services to do so, but never checked out an item.

Libraries have dramatically expanded their access to information beyond their own walls. Offering Internet access is crucial to a modern day library. All public libraries offer Internet access to the public. Many of them do so via high speed data lines with paid subscriptions to information providers. This offers non-librarians "value added" Internet access and thereby makes quality information available to all regardless of age, wealth, social status, gender, political or religious belief. Libraries will be ever more important to bridge the gap of the growing information divide. Even as technology continues to bring changes to our society, the fundamental core beliefs of the importance of education as a public good in a democratic society remain steadfast. The library continues to be the institution that best fulfills the role as "university of the people."

In Ozaukee and Sheboygan counties, there are areas where broadband access is not available. In some areas there is only one provider to choose from. Providing public access to an array of technologies, including the Internet, shared catalogs, and computers as tools for living in a modern day world, is an important service goal for the public libraries. Implementing technologies to improve library efficiency and effectiveness is equally important as all system libraries strive to make the best use of tax dollars while providing the best possible library service.

Ozaukee and Sheboygan Libraries and the Bookmobile collections and programming numbers:

Total	Books	920,036
	Electronic books	76,555
	Audio books	52,439
	Electronic audio	20,782
	Video materials	76,237
	Electronic video	321
	Other materials	12,294
	Databases	95
	Magazine Subscriptions	1,706
	Children's programming	2,428 programs with 63,468 children attending
	Young Adult	145 programs with 3,163 Young adults attending
	Other programming	861 programs with 12,420 people attending

- **Recommendation to continue the Bookmobile Service.**

Recommendation continues the Bookmobile Service to non-librariied areas of the Counties and specifies payment for this service on the basis of each County’s share of the use of this service, averaging the use over the prior three years, and includes funding for replacement of the vehicle.

The bookmobile serves the two county area. The collection contains 30,435 books, audio materials, and DVDs. In 2013, there were 12,093 people coming to use this service. The mobile library offers Summer Reading Programs for all ages. In 2013, over 200 people participated. Circulation for that year was 75,490 items that would be equal to about \$1,132,350 to purchase in 2013.

The vehicle, through a Verizon connection, provides patrons with “real-time” access to their accounts and provides limited reference service to patrons. It is equipped with color printers. The catalog, EasiCat is available to patrons to use as well. The Bookmobile pays the same Easicat network and cooperative service fees as the member libraries. Teachers at Lincoln-Erdman and Howards Grove Middle School are able to instruct students in the use of EasiCat because the bookmobile stops there. It contributes to Tumblebooks and Overdrive e-book collections and it provides information on using those collections. The patrons have access to the staff through e-mail in the Eastern Shores building or on the vehicle.

Currently, the Eastern Shores Bookmobile makes stops in Ozaukee and Sheboygan County.

Ozaukee County

Stepping Stones, Belgium
 Belgium, Chestnut & Main Street
 St. Mary’s Church Lake Church, Town of Fredonia
 Belgium Gardens Assisted Living, Belgium
 Evelyns II, Assisted Living Facility, Town of Fredonia

Waubeka, CTH Z and 1st Street, Town of Fredonia
 St. John Lutheran Church, Fredonia
 Divine Savior Catholic School, Fredonia
 Northern Ozaukee School District, Fredonia

Sheboygan County

Ada Fire Department, Herman
 Child Care Center, Lakeland College, Herman
 Herman Town Hall – Franklin
 Glenbeulah Community Center
 Rocky Knoll Town of Plymouth
 New Hope U.M. Church, Greenbush
 Mitchell Town Hall, Parnell Road
 Cascade, Madison Avenue
 St. Paul Lutheran Church, Cascade
 Waldo Memorial Hall
 Hingham Reformed Church, Town of Lima
 Gibbsville Reformed Church, STH 32, Town of Lima

Town Wilson Fire Station
 Mapledale Village, Town of Sheboygan
 Lincoln Erdman E.S. Town of Sheboygan
 Saron United Church of Christ, Town of Sheboygan Falls
 Johnsonville CTH JM, Town of Sheboygan Falls
 St. Paul’s Lutheran School, Howards Grove
 Bill’s Piggly Wiggly, Howards Grove
 Howards Grove Children’s Center
 Harvest Home Assisted Living, Howards Grove
 Howards Grove Middle School
 Haven, Town of Mosel

- **Recommendation to support Technology Initiative Plan:**

Recommendation provides technology training so residents are able to use not only electronic library resources but also resources provided by the county, state and federal government, and the counties’ businesses.

There was consensus amongst the Public Library Advisory Committee (PLAC) that the libraries would coordinate with the Resource Library and the System Office. Eastern Shore libraries are providing technology to residents, and the need is to advance the skills of library staff in assisting and training residents in their use of electronic resources. Additional funding would not need to be requested.

Recommendation provides enhancements to the EasiCat library service at the cost of \$12,900 each year for a universal searching tool that will collect results from the EasiCat catalog, the local library electronic information resources, the Wisconsin Digital Library, BadgerLink electronic resources and other searchable materials available to all patrons. Libraries will be purchasing devices such as tablets, to use the searching tools. The Committee understands the importance of this initiative and refers further discussion of the technology initiative to the ESLS Board to begin working in conjunction with the libraries to determine a funding mechanism for the \$12,900 annual expense. Grant money through the Library Science and Technology Act would be applied to purchase mobile library computer stations to use in communities and non-librariated areas.

Recommendation supports additional electronic materials at member libraries. The PLAC recommends the purchase of e-content materials be fulfilled through the Resource Library contract. Currently, the Resource Library spends much of the money it receives from ESLS on non-fiction materials.

Future County Plans of 2021-2025

- Recommendation that each county shall enter into an agreement with Eastern Shores Library System to administer this Joint Ozaukee Sheboygan counties' County Library Service Plan or any county library service plan approved by either county.
- Before the end of 2018, a joint county library planning committee shall be established by each County Board according to Wisconsin Stat. 43.11 to review and revise the county plan.
- This committee should include sufficient members to represent the following demographic factors: librariated residents, non-librariated residents, urban, and rural residents. The committee should be representative of different geographic areas of the counties.
- Each County will appropriate sufficient funds in the 2019 budget to cover the expenses of the committee's work and to conduct surveys of libraries and system residents to gather input on library services.
- A report to each County Board shall be made of this committee's findings and recommendations by December, 2019.

Committee members

Terry Anewenter	Member at Large – Non-Libraried	Town of Port Washington
Dan Becker	County Board Member – Librariied	Port Washington
Nanette Bulebosh	Member at Large – Non-Libraried	Town of Rhine
Donald Dohrwardt	County Board Member – Non-Libraried	Fredonia
Garrett Erickson	Public Librarian – Mead Public Library	Sheboygan
Jen Gerber	Resident at Large – Librariied	Grafton
William Goehring	Library System Board Member	Town of Sherman
Brian Hoffmann	County Board Member – Non Librariied	Town of Wilson
Elizabeth McCartney	Member at Large – Non Librariied	Town of Plymouth
Joseph Rintelman	Member at Large – Non-librariied	Town of Cedarburg
Steve Ruggieri	Public Library Board Member	Cedarburg
Nancy Szatkowski	Library System Board Member, Librariied	Mequon
Betsy Vogel	Member at Large – Librariied	Sheboygan Falls
Thomas Wegner	County Board Member – Librariied	Plymouth

History of County Library Service and Planning

Sheboygan County

The Sheboygan County Plan for Library Service was adopted in 1978 by the Sheboygan County Board. The plan is the work of a 1978 Sheboygan County Library Planning Committee, whose purpose was to establish county library service and to create a library system in Sheboygan County. The Committee reviewed the results of a federally funded countywide library service demonstration project in 1977 and 1978. The County's plan extended library services and bookmobile service for the first time to all residents of the County. Prior to this, libraries extended service through contracts to neighboring townships or through individual fees. In 1986, Sheboygan County amended its ordinance to establish Eastern Shores Library System as a joint agency of Ozaukee and Sheboygan Counties and entered into a new agreement with Eastern Shores Library System.

The 1979 Plan governed countywide library service through 2000. The 1979 Plan did not specify a method or level of funding beyond the first year for countywide library service. Beginning in 1981, the Library System used a method that reflected the use of the libraries by the 31,000+ residents and the operating expenses of the libraries. This method was funded at various percentages of full funding until 1992.

In 1993, a County Library Planning Committee looked at how the libraries were reimbursed for library services, how the county provided funds for county library service and how the library system functioned as the administrator of county library service funding. The Library System and Sheboygan County came to an agreement on funding for the countywide library service and the role the Library System plays in the disbursing county funds for countywide library service. This agreement replaced the countywide library service funding formula that includes library use and expenses as factors. In 1993, the county's funding was \$504,150. For each of the years 1994 to 1996, the County's funding would increase by the Consumer's Price Index (CPI) plus 1 percent. The agreement also affirmed that the Library System is a conduit of county funds to the libraries and only retains county funds for bookmobile service and liability insurance for board members.

In 1996, a County Library Planning Committee looked at how county library service should be funded, what library services should be provided to non-librarians, what should be the allocation of System Board membership and the role of the Library System in county library service. The Committee recommended county funding for library automation, discontinuing bookmobile service, revising the funding formula to reflect library use and library expenses and standards for receiving county library service funds and library system services. However, the County made few changes in county library services. The County increased its funding by 6% to \$600,000 for 1997 and then continued the indexing of the CPI plus 1% for the years 1998 to 2000. It did not support county funding for library automation. It made bookmobile service a responsibility of the library system and it also attempted to establish standards for receiving county library service funds and library system services. The Library System could not carry out the last recommendation because it was contrary to Wisconsin Statutes.

In 2000, a County Library Planning Committee took a comprehensive approach to the county library service plan. Using guidelines from the recently enacted Act 150 of the Wisconsin Legislature, the Committee addressed all the statutory requirements for a county library service plan: membership on the Library System Board, reimbursement of public libraries serving non-librarians, library service to non-librarians, improvement of library service county-wide, and contracts for administering the library service plan. The 2001 - 2005 County Library Services Plan established a method to apportion the Library System board members between Ozaukee and Sheboygan Counties, increased the reimbursement of public libraries from

70% to 85%, provided the capital funding for the shared library automation network, increased awareness of library services to the homebound and among home-schooling parents, and contracted with Eastern Shores Library System to administer the County Library Service Plan. This Committee also recommended that in five years a new County Library Planning Committee review and revise the County Library Service Plan.

Meeting in 2004, the County Library Planning Committee made recommendations for a 2006-2010 plan on membership on the Library System, moving the reimbursement level from 85% to 90%, continuing bookmobile service to non-librariated municipalities, approved the role of the library system in the Sheboygan County Detention Center Inmate Libraries, continuing the administration of the plan by the Library System and that a joint county library planning committee be formed with Ozaukee County.

Sheboygan County levies a special county library tax on residents of seventeen towns and villages that do not operate public libraries. The money gathered from this tax is distributed to member libraries and the bookmobile for the library service they give to the 36,000+ non-librariated residents.

Ozaukee County

The Ozaukee County Plan for Library Service was adopted in 1986 by the Ozaukee County Board. The plan is the work of a 1984 - 1986 Ozaukee County Library Planning Committee that reviewed the results of a county library service demonstration project and demonstration of library system services. The plan extended library services and bookmobile service to residents of Ozaukee County municipalities that did not operate a library. The plan extended library system services to all libraries in Ozaukee County. Upon approval of the plan by the County Board and the Department of Public Instruction, Ozaukee County joined Sheboygan County in the establishment of the Eastern Shores Library System, and entered into an agreement with the Library System. This made it possible for municipalities that operated public libraries to authorize their libraries to join the library system. The five public libraries in Ozaukee County became members of the Eastern Shores Library System.

The 1987 County Library Service Plan provided funding for reimbursing libraries that provided library service to residents of the county without a library. It recognized the autonomy of the public libraries in their operations. It stated that municipalities with libraries would be exempt from the county library tax if they met the exemption criteria. The plan allocated system board membership based upon population. The bookmobile service to non-librariated areas was part of the original plan.

The 2000 - 2005 County Library Services Plan recognized the potential for the efficient and effective use of technology to improve library services countywide. In addition to reimbursing libraries for serving non-librariated residents and bookmobile service, the 2000 Plan provided funding for the capital investment in a shared library automation project among the public libraries in Eastern Shores Library System. This project was implemented in 2001 and is now known as EasiCat. This investment spurred increased use of library services. It also created an increased level of cooperation and collaboration among the public libraries. EasiCat also attracted the interest of Lakeland College, who joined EasiCat in 2002.

In 2004, a County Library Services Planning Committee took a cautious approach in their recommendations for a 2006 - 2010 plan. They recommended maintaining the reimbursement at the 85% level, continuing the bookmobile service for the five year plan, establishing minimum requirements to establish a new public library in a non-librariated municipality, future studies on different county library service organizations, continuing the contract with the Library System to administer the Plan, support legislative efforts to modify the county library tax exemption method, and to create a county library planning committee in 2009. Subsequently this plan

was modified by the County Board which changed the method of reimbursement and created a commission that studied different county library service organizations and the exemption method.

Ozaukee County library service is funded by a county library tax levied on the residents of municipalities that do not operate a public library. Thus, those whom receive the county library service pay for the county library service they use. Municipalities that operate public libraries may qualify for an exemption from that county library tax.

Joint Ozaukee & Sheboygan County Library Service Planning

A historic meeting took place on April 23, 2009. Appointees from Ozaukee and Sheboygan County met as a Joint County Library Service Planning Committee. As noted above each county undertook county library service planning independently even though residents of both counties frequently used libraries in the other county. The purpose of the joint committee was to recognize this interaction and to coordinate the county library services available to both counties' residents. It was especially important to coordinate the bookmobile service available to both counties' residents.

The result of the Joint County Library Service Planning Committee was a report to each County Board for a 2011-2015 County Library Service Plan that provided a coordinated approach to funding and providing county library services. The report requested the each county provide the same level of reimbursement to all libraries serving non-librariated residents. The Committee's recommendation was to set a goal of reimbursing the libraries for 100% of their costs, but to achieve that goal over a number of years. This report advocated for a 90% level of reimbursement over the first two years and then increase the level by 1% each year resulting in a 93% level by 2015. The report also included a proportional method for funding bookmobile service and for the replacement of the vehicle. It also recommended continuing the joint county library planning process in any subsequent county library service planning efforts.

Notwithstanding the Committee's recommendation that both counties adopt the report without substantial changes, Ozaukee County initially adopted a plan that did not provide the same level of reimbursement to libraries serving its non-librariated residents. However, at the end of 2011, the County Board approved a change in the plan to reimburse all libraries at the 85% level. Sheboygan County did adopt the recommendation for reimbursing Sheboygan County libraries at the higher levels of reimbursement, but reimbursed Ozaukee County libraries at the 85% level.

Both Counties adopted the bookmobile service recommendation for proportional funding of the service and replacement. They also adopted the recommendation to continue a joint county library planning process. This historic endeavor demonstrated the collaboration by both counties on services that are desired and needed by their residents.