

# Public Library Service Model W

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## Global Summary

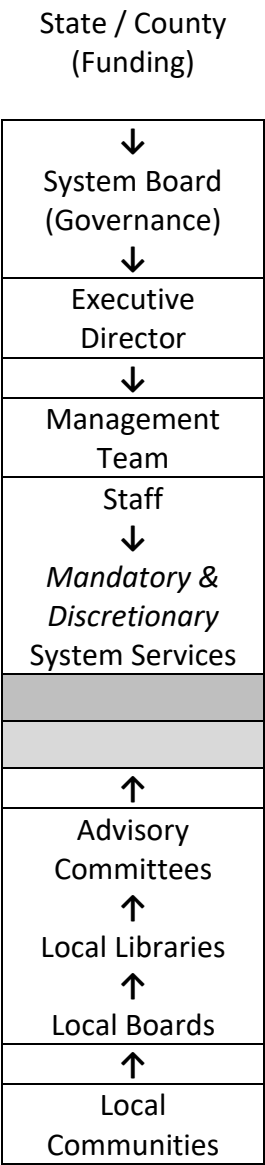
<b>What</b>	Focuses on <b>improving</b> local library services throughout Wisconsin through update of library system standards of service and accountability structure, adoption of a more equitable library system funding formula while maintaining the current successful regional library system structure.
<b>Where</b>	Statewide
<b>When</b>	The timeline would need to be determined but changes could be implemented in the near future.
<b>Why</b>	There is a <b>high level of satisfaction</b> regarding library system services among the state's public libraries (see page 4 of " <i>A Report on Findings from the Public Library System Redesign Survey</i> " <a href="#">here</a> ). This model builds on successes and offers remedies where inequity and dissatisfaction exist.
<b>How</b>	Creation and implementation of revised library system standards followed by changes in the state's library system funding formula will offer all library systems the ability to provide services that better meet the needs of their member libraries.
<b>Structure</b>	The structure currently in place would remain unchanged. The <b>adaptability and flexibility of the current structure</b> offers opportunities for partnerships described in Workgroup Recommendations.
<b>Governance</b>	The current governance structure would remain in place. However, in its role of overseeing library systems' accountability to revised standards of service, DPI would be able to explore additional leadership opportunities.
<b>Funding</b>	The current state aid to library systems formula in WI Stat. 43.24 (1) (a) would be replaced with the equity-based formula outlined in 43.24 (1) (c). This revised formula factors in shared revenue payments instead of local funding which <b>addresses the equity issues</b> that have been identified in the PLSR project.

### How Workgroup Recommendations Relate:

<b>ILS</b>	Change is not required but is readily possible due to current flexibility and scale of ILS consortia in the state. Statewide discovery layer could be implemented.
<b>ILL</b>	The current library system structure supports the existing interlibrary loan structure.

<b>Delivery</b>	The workgroup model proposed could be implemented with no changes to state library system structure. Greater funding for some library systems could expand opportunities.
<b>Collections</b>	Not impacted, but model allows organic partnerships and responsiveness to changing conditions. Greater funding for some library systems could expand opportunities.
<b>Consulting/CE</b>	A statewide portal for CE and additional consulting could be implemented within the existing library system structure. Greater funding for some library systems could expand opportunities.
<b>Technology Support</b>	No change to library system based infrastructure required but larger infrastructure regions could be built through agreements. Greater funding for some library systems could expand opportunities.
<b>Resource Library</b>	This model wouldn't require change to the state's resource libraries but any changes made to resource libraries could easily be adapted in this model.
<b>Chapter 43</b>	A statutory change would be necessary to revise both the library system standards of service and the library system aid formula. A task force to review library system standards could be convened immediately. Following the work of the committee, a legislative change could be sought for both the standards and the funding formula.

Model *W* – System based on current model of 16 Systems as illustrated below



# Public Library Service Model W

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**Model Title:** ***W**isconsin **FORWARD** – a Flexible, Outcome-based, Responsive Way All Resources are Designed to advance the state’s public libraries*

## Summary Description

Maintains current regional library system structure based on county affiliation. Focuses on incremental change in library systems by targeting areas where outcomes can be improved to better serve local library users throughout Wisconsin. Areas targeted for improvement are library system funding formula and library system standards of service.

Current Library System structure is fundamentally sound. The “bottom up” approach gives community libraries a great deal of ownership, keeps citizen boards invested and responsible for oversight, and helps build relationships in a regional area—especially at the county level. The model is cost effective due to economies of scale resulting from sharing costs and resources. Library systems are able to respond to new collaborative opportunities because they are not so large that agility is sacrificed. Incremental change is manageable and risk of failure is minimized.

A task force would be convened to review and revise current library system standards of service using as a springboard the standards recommended in appendices to the 2013 SRLAAW report *Creating More Effective Library Systems*. The new standards would establish an accountability structure that includes measurable uniform feedback from local libraries across the state and would be designed to accomplish improvement at the library system level without damaging services to the member libraries.

Following the work of the task force, legislative change would be sought to incorporate the recommended revised standards as well as to change the state’s library system aid funding formula as outlined below. This revised formula factors in shared revenue payments instead of local funding which addresses the equity issues that are a significant concern and stated goal of the PLSR project.

The current state aid to library systems formula in WI Stat. 43.24 (1) (a) would be replaced with the equity-based formula outlined in 43.24 (1) (c). Rather than wait for the 11.25% funding trigger as specified in the statute, the formula change could be implemented now through a narrow and specific legislative change. An analysis of state aid to library systems allocated for 2019 shows the new funding formula could be adopted at this time without loss of funding to any library system. Library systems in areas where inequity needs to be addressed would see their funding rise, while the funding of other systems would remain stable. For more information see: <https://tinyurl.com/y74dutqm>.

A robust 2019-2021 DPI budget request for increased public library system aid that sustains and builds upon the additional capacity realized in the 2017-2019 biennium would further help alleviate the equity issue.

ADDITIONAL CONSIDERATION: Include an incremental disincentive-funding factor that addresses library systems with fewer than 15 libraries to encourage library systems serving a small number of libraries to merge with another library system. The efficiency of a library system correlates to the number of libraries it serves.

## Structure

Local library system board (appointment based on current statute)

Local library system staff (varies by library system funding and priorities)

- System Director

- Consultants

- Technology infrastructure and support

- Support staff such as business managers

Existing statewide services have service advisory groups

Mandatory library system services would be updated through work of a task force

Statewide discovery layer could be implemented

Services offered beyond the revised library system standards are based on regional availability, cooperative partnerships, funding availability, and local priorities

Online portal could be implemented

Greater funding for some library systems could expand opportunities

## ILS

Discovery layer could be implemented that supports existing regional networks. Because many of the state's ILS consortia are funded with a large percentage of local dollars, it is important to recognize that it would be difficult for the state to impose a structure for ILS services. ILS consortia that form organically based on geography and relationships are stronger and healthier than ones that are forced. Additionally, because more than 95% of transactions are filled within existing consortia statewide, careful analysis must be made before investing state dollars in improving only 5% of transactions.

## **ILL**

The current library system structure supports ILL. The additional layer of staff for ILL in the workgroup report may be unnecessary given less than 5% of the transactions are interlibrary loan.

## **Delivery**

This model does not require changes to the current delivery system. However, the delivery workgroup recommendations could be implemented within this model.

## **Collections**

The current library system structure supports cooperative collections as evidenced by the WI Public Library Consortium. Additional collections and resources could be added.

## **Consulting/CE/Professional Development**

A statewide portal for CE and additional Consulting could be implemented within the existing library system structure. Collaborations are already in place. Additional collaborations and consulting opportunities could be managed by DPI. The DPI could invest in a portal using WISEdata and WISEdash funds or could ask the library systems to contribute. In fact, the DPI could ask library systems to help fund any innovative project they envision.

## **Technology Support**

This plan, which relies on local funding dollars, could be implemented within the current structure because many of the state libraries already use local funding for technology support. Library Systems could help develop the program and may also be able to help fund the initiative with the new funding structure.

## **Resource Libraries**

This model wouldn't require change to the state's resource libraries but any changes made to resource libraries could easily be adapted in this model.

## **Chapter 43**

A statutory change would be necessary to revise both the library system standards of service and the library system aid formula. A task force to review library system standards could be convened immediately. Following the work of the committee, a legislative change would be sought for both the standards and the funding formula.

Recent legislative successes have been built upon the premise of library systems doing valuable work to the benefit of the public libraries, which interact directly with Wisconsin citizens in all corners of the state. There is no reason to believe this request for legislative change wouldn't be successful especially if there is library community consensus.

This model builds on the positive messages of past legislative success and introduces incremental targeted change to improve outcomes for Wisconsin residents without risk of losing hard-earned legislative support. Additionally, the current model maintains the idea of "local control" within a region. This concept has historic support in the legislature and is far more likely to achieve legislative success than a model that replaces the structural importance of counties in favor of centralized funding and control at a state level.

### Key Challenges/Questions with this Model

Determining library systems' desired outcomes and corresponding measurements would be necessary.

Implementation timetable would need to be determined.

Some library systems with a small number of libraries or in areas with more economic stability may not receive additional funding, especially if there is a deduct factor for library system size in the funding formula.

How do we make the process easier for library systems with a small number of member libraries to merge?

Is there a way to incentivize library system collaborations?

It will be important that accountability consequences be designed to accomplish improvement at the library system level without damaging services to the member libraries.

### Key Benefits of this Model:

This model continues the regional structure, which is a cost effective way to leverage resources while allowing for the most customer-driven, **and responsive service program**.

This model allows libraries to have a great deal of input into the program of services provided. Service programs are designed based on regional needs.

This model **does not add any additional layers** of bureaucracy.

This model is cost effective because personnel costs are reflective of the unique market conditions for the region.

This model keeps library system staff and board members in place building relationships and investing in the success of their member libraries.

This model is **incremental** which allows for needed analysis on the identified areas of change as recommended in workgroup reports instead of wholesale change that risks failure.

This model keeps library system boards, which continue the important **relationships** at the county level, are invaluable from an advocacy standpoint, and can be partners in **accountability**.

Changing the formula and revising library system standards will require community consensus and corresponding improvements in Chapter 43. However, the formula change is already in the statute and standards revisions developed in 2013 provide a springboard to jumpstart the work of the task force. Under these circumstances, the requested statutory changes to the legislature can be presented as logical next steps for improvement of a structure that has their strong support rather than as a potentially controversial and divisive overhaul.

This model allows library systems to **build on the recognized successes** of the past instead of on the unknown. Additional funding could be used to help the funding formula address known issues.

This model **empowers DPI** to take a more active role in ensuring quality library system services across the state.

This model continues to build strong relationships in each region as well as between regions and within the state. This network is a powerful and positive force for good for the state's libraries.

This model continues to allow and encourage partnerships of library systems when it is mutually beneficial.

This model encourages library system staff synergy and brainstorming that happens when people see each other regularly.

This model continues to enable counties to leave their library system and join another. This choice provides a natural element of accountability in the structure.

This model does not incur the high costs associated with large-scale changes:

- Legal costs
- Unemployment pay
- Contract buyouts
- Hiring and training costs
- Rebranding and reprinting costs
- Lost opportunity costs due to large scale staffing and process change
- Potential cost of losing hard won trust and goodwill adhering to legislative investment in current library system structure