



Waukesha County **Library Services Plan** 2017-2021



Approved by the
Waukesha County Board of Supervisors

July 26, 2017

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

Finally, the language in the ordinance that commits library system reserve funds to offset potential county library funding shortfalls in section 11-8 (c) numbers 5. and 6. and 11-8 (d) is recommended for removal. It was discussed by the county library planning committee and considered to be outdated language in light of the fact that the regional library system board is a separate governmental entity statutorily responsible for making decisions about its own reserve fund. *(The code was revised on July 25, 2017 to remove language requiring library system reserve funds be used to fund county library budget requests.)*

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

Goal: Continue to fund the libraries in accordance with the statute and the county ordinance while making changes to the ordinance as recommended by the committee: an administrative adjustment to the inter-library loan data used, and removal or revision of language that requires the regional library system to fund a county library tax deficit.

Objective: The regional library system will compile the data for the previous year's inter-library loan circulation data and, beginning in 2017, include Waukesha County information within the distribution formula spreadsheet and Jefferson County inter-library loan information at the end of the spreadsheet for the purpose of analysis only.

Objective: Upon adoption of the county library plan, the regional library system will request a change to the ordinance to remove section 11-8 (6) and reword sections 11-8 (c) numbers 5. and 6. So that they appropriately indicate that the regional library system board has the authority for its own reserve fund.

Strategic Issue #5. Standards

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

standards in place since 2001 reflect a rate of 85% of the basic level of the state numbers on the following four standards: staffing level, hours of service, collection size, and materials expenditures.

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

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

Figure 8. LSER Library Data from 2015

	A	B		C		D		
Library	Resident use of All Libraries	Library Lending to Other Library Community Residents		Resident Use of Own Library		Total Lending to Own Residents and Other Community Residents	Library Service Effort Ratio (Column D Divided by A)	Target Rate
Big Bend	14,359	1,171	+	7,302	=	8,473	59.01%	80%
Brookfield	559,236	109,970	+	493,587	=	603,557	107.93%	95%
Butler	18,301	13,550	+	14,548	=	28,098	153.53%	80%
Delafield	91,007	36,360	+	71,901	=	108,261	118.96%	80%
Eagle	54,370	2,773	+	35,312	=	38,085	70.05%	80%
Elm Grove	82,162	33,420	+	62,452	=	95,872	116.69%	80%
Hartland	119,369	44,711	+	93,666	=	138,377	115.92%	90%
Menomonee Falls	368,622	12,390	+	295,076	=	307,466	83.41%	95%
Mukwonago	108,184	21,558	+	101,610	=	123,168	113.85%	80%
Muskego	230,241	18,552	+	215,741	=	234,293	101.76%	90%
New Berlin	354,435	28,247	+	304,377	=	332,624	93.85%	95%
North Lake	82,900	9,028	+	45,421	=	54,449	65.68%	80%
Oconomowoc	159,505	10,591	+	132,989	=	143,580	90.02%	90%
Pewaukee	277,146	59,528	+	207,917	=	267,445	96.50%	80%
Sussex	153,641	54,227	+	138,186	=	192,413	125.24%	90%

Waukesha	846,155	89,017	+	754,192	=	843,209	99.65%	95%
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Because larger libraries are assumed to be better able to address the needs of their own residents, population based LSER targets were developed. The population categories and target ratios are indicated in Figure 9.

Figure 9. LSER Target Ratios

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

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

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

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

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

Figure 10. Population of Waukesha County Library Municipalities, 2015 data.

Library Municipality	Population of Municipality
Big Bend	1,296
Brookfield	37,859
Butler	1,827
Delafield	7,111

Library Municipality	Population of Municipality
Eagle	5,460
Elm Grove	5,956
Hartland	9,167
Menomonee Falls	35,928
Mukwonago	7,629
Muskego	24,410
New Berlin	40,195
North Lake	8,402
Oconomowoc	16,464
Pewaukee	21,981
Sussex	10,743
Waukesha	71,316

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

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

Materials Expenditures Per Capita:

Expenditures on physical library materials, and the size of libraries' physical collections have changed as a result of the growth in the size of digital collections. Because of this shift, this existing standard was carefully examined and the minimum requirements reflect this technological change. Despite the trend toward digital, libraries still have a significant demand for physical materials. In fact, physical circulation represents an average of 93% of circulation countywide. Libraries are expected to use their annual materials budget to build a relevant current collection that is reflective of and responsive to their local community. The materials expenditures per capita *Minimum to Exempt* measure is intended to ensure that libraries meet the current needs of the community by requiring that libraries annually invest a minimum

funding level for the purchase of materials, including electronic materials, as determined by materials expenditures based on the size of the municipal population. The recommended minimum benchmarks for materials expenditures per capita were thoroughly reviewed in the context of local budgets and funding constraints and are shown in Figure 11. It should be noted that the per capita expenditure amount is recommended to decrease beginning at the population level of 10,000 as seen in Figure 11. The first 10,000 of the population is calculated at the \$6.00 per capita amount and the decreased rate of \$5.00 per capita is calculated on the portion of the population over 10,000. Individual library requirements are shown in Appendix C.

Figure 11. Materials Per Capita Minimums to Exempt

Population	Expenditures /Capita	Materials Expenditures
1,000	\$6.00	\$6,000
1,500	\$6.00	\$9,000
2,000	\$6.00	\$12,000
2,500	\$6.00	\$15,000
3,000	\$6.00	\$18,000
3,500	\$6.00	\$21,000
4,000	\$6.00	\$24,000
4,500	\$6.00	\$27,000
5,000	\$6.00	\$30,000
5,500	\$6.00	\$33,000
6,000	\$6.00	\$36,000
6,500	\$6.00	\$39,000
7,000	\$6.00	\$42,000
7,500	\$6.00	\$45,000
8,000	\$6.00	\$48,000
8,500	\$6.00	\$51,000
9,000	\$6.00	\$54,000
9,500	\$6.00	\$57,000
10,000+	\$5.00	\$60,000

Hours Open:

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

Figure 12: Winter Hours Open/Week Minimums

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

Full Time Staff Equivalent (FTE) 40 hours/week per 1,000 Population

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

The most important asset of any library goes home at night—the library staff.

~Rev. Timothy Healy

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

Figure 13. FTE Staffing Levels Based on Population

Population	FTE Staffing Minimum Budget
1,000	2.00
2,000	2.00
3,000	3.00
4,000	4.00
5,000	5.00
6,000	6.00
7,000	7.00

Population	FTE Staffing Minimum Budget
8,000	8.00
9,000	9.00
10,000	10.00
10,500	10.10
11,000	10.20
11,500	10.31
12,000	10.41

Population	FTE Staffing Minimum Budget
12,500	10.51
13,000	10.62
13,500	10.73
14,000	10.84
14,500	10.94
15,000	11.05
15,500	11.17
16,000	11.28
16,500	11.39
17,000	11.51
17,500	11.62
18,000	11.74
18,500	11.86
19,000	11.98
19,500	12.10
20,000	12.22
20,500	12.34
21,000	12.47
21,500	12.59
22,000	12.75

Population	FTE Staffing Minimum Budget
22,500	12.85
23,000	12.98
23,500	13.11
24,000	13.24
24,500	13.38
25,000	13.51
25,500	13.64
26,000	13.77
26,500	13.90
27,000	14.03
27,500	14.16
28,000	14.30
28,500	14.44
29,000	14.57
29,500	14.71
30,000	14.85
30,500	14.99
31,000	15.13
31,500	15.28

Collection Size

A library's collection size continues to matter to citizens as a majority of patrons are still seeking physical materials. As libraries transition to digital content, the size of the physical collection will likely decrease over time. The *Minimums to Exempt* may be reduced in future years. However, during the timeline of this plan, an investment in physical materials (books, DVDs, audio recordings, magazines) is still considered key to successfully meeting community needs. As shown in Figure 10, the minimum collection for a population of 2,500 or fewer is 14,000 items. At a population of 2,500 an incremental increase of 4,000 items per 500 population is recommended. At a population of 10,000, the incremental increase is reduced to 1,000 items per 500 population. At a population of 25,000 the increase is reduced to 800 items per 500 population. At a population of 50,000 the increase is reduced to 500 items per 500 population. The change points are highlighted in Figure 14 below. Individual library requirements are shown in Appendix C.

Figure 14. Collection Size Based on Population

Population	Collection Size
1,000	14,000
1,500	14,000
2,000	14,000
2,500	14,000
3,000	18,000
3,500	22,000
4,000	26,000
4,500	30,000
5,000	34,000
5,500	38,000
6,000	42,000
6,500	46,000
7,000	50,000
7,500	54,000
8,000	58,000
8,500	62,000
9,000	66,000
9,500	70,000
10,000	74,000
10,500	75,000
11,000	76,000
11,500	77,000
12,000	78,000
12,500	79,000
13,000	80,000
13,500	81,000
14,000	82,000
14,500	83,000
15,000	84,000
15,500	85,000
16,000	86,000
16,500	87,000
17,000	88,000
17,500	89,000
18,000	90,000

Population	Collection Size
18,500	91,000
19,000	92,000
19,500	93,000
20,000	94,000
20,500	95,000
21,000	96,000
21,500	97,000
22,000	98,000
22,500	99,000
23,000	100,000
23,500	101,000
24,000	102,000
24,500	103,000
25,000	104,000
25,500	104,800
26,000	105,600
26,500	106,400
27,000	107,200
27,500	108,000
28,000	108,800
28,500	109,600
29,000	110,400
29,500	111,200
30,000	112,000
30,500	112,800
31,000	113,600
31,500	114,400
32,000	115,200
32,500	116,000
33,000	116,800
33,500	117,600
34,000	118,400
34,500	119,200
35,000	120,000
35,500	120,800

Population	Collection Size
36,000	121,600
36,500	122,400
37,000	123,200
37,500	124,000
38,000	124,800
38,500	125,600
39,000	126,400
39,500	127,200
40,000	128,000
40,500	128,800
41,000	129,600
41,500	130,400
42,000	131,200
42,500	132,000
43,000	132,800
43,500	133,600
44,000	134,400
44,500	135,200
45,000	136,000
45,500	136,800
46,000	137,600
46,500	138,400
47,000	139,200

Population	Collection Size
47,500	140,000
48,000	140,800
48,500	141,600
49,000	142,400
49,500	143,200
50,000	144,000
50,500	144,500
51,000	145,000
51,500	145,500
52,000	146,000
52,500	146,500
53,000	147,000
53,500	147,500
54,000	148,000
54,500	148,500
55,000	149,000
55,500	149,500
56,000	150,000
56,500	150,500
57,000	151,000
57,500	151,500
58,000	152,000
58,500	152,500

Number of Public Internet Computers

This is a recommended **new** requirement. A minimum number of public access internet computers based on population is recommended. In today's technologically driven world, the library is the main source of public internet connectivity in the county's libraries. This role has been increasing in importance as libraries bridge the digital divide in their communities. While many Waukesha County residents bring their own devices to libraries, it is important to recognize that not all residents have equal ability to afford to do so, and to remember the library's role in equalizing access. All devices that are available to the public with internet access, such as computers, laptops, and tablets qualify in a library's count. Figure 15 shows the minimum numbers of public internet computers based on population. The minimum number of computers for any size population is 2. An increase of one computer for every 1,000 people

is recommended until a library community population reaches 10,000. At that population size, the requirement is reduced to one (1) computer for every 2,000 people. The requirements for all population sizes are shown in Appendix B. Individual library requirements are shown in Appendix C.

Figure 15. Public Internet Computer Requirements.

Population	Computers/Internet Devices	Population	Computers/Internet Devices
1,000	2	12,000	11
1,500	2	12,500	11
2,000	2	13,000	12
2,500	2	13,500	12
3,000	3	14,000	12
3,500	3	14,500	12
4,000	4	15,000	13
4,500	4	15,500	13
5,000	5	16,000	13
5,500	5	16,500	13
6,000	6	17,000	14
6,500	6	17,500	14
7,000	7	18,000	14
7,500	7	18,500	14
8,000	8	19,000	15
8,500	8	19,500	15
9,000	9	20,000	15
9,500	9	20,500	15
10,000	10	21,000	16
10,500	10	21,500	16
11,000	11	22,000	16
11,500	11	22,500	16

Wireless Internet Access

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

Figure 16. Wireless Access Requirement

Population	Wireless Access
≥1	Yes

Quality Assurance Standards

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

- ❖ Library board members receive an orientation upon appointment to a library board;
- ❖ The library’s website includes contact information of key staff and board members as well as board agendas and minutes;
- ❖ The library board conducts an annual review of its library director;
- ❖ The library budget includes funding to ensure professional development for the library director and staff; and
- ❖ The library has an active strategic plan.

The recommended phase-in for implementation of the *Quality Assurance Standards* is shown in Figure 17.

Figure 17. Implementation Dates for Quality Assurance Items

Quality Assurance Item	Effective Date
Board Member Orientation	Immediately*
Website Information	Immediately*
Performance Review of Director	September 30, 2018 for 2019 exemption
Budget for Professional Development	September 30, 2018 for 2019 exemption
Strategic Plan in Place	September 30, 2018 for 2019 exemption

*Immediately is defined as the first exemption process that occurs once the standards have been approved.