

**CHAPTER 11
FEDERATED LIBRARY SYSTEM**

TABLE OF CONTENTS

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Sec. 11-1.	Federated library system - Established.....	1
Sec. 11-2.	Board.	1
Sec. 11-3.	Director.	2
Sec. 11-4.	County tax levy.	2
Sec. 11-5.	Alternate qualification for exemption.	3
Sec. 11-6.	Exemption from County Tax Levy for Library Funding.....	4
Sec. 11-7.	Inter-County Reimbursement.	5
Sec. 11-8.	Library Tax Levy Distribution Formula.....	5

**CHAPTER 11
FEDERATED LIBRARY SYSTEM**

Sec. 11-1 Federated library system - Established.

There is established pursuant to Wisconsin Statute Sections 43.15(4) and 43.19, a federated public library system and board with a territory consisting of the county library service areas of Waukesha County and Jefferson County.

(Res. No. 135-10/80, 10-28-80; Mo. of 4-17-84, as amended, Rule 27; Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

Sec. 11-2 Board.

- (a) There is a Federated Library System Board.
- (b) The board shall consist of the minimum number allowed under Wisconsin Statute 43.19(1)(b)1.
 - 1. Appointments shall be in proportion to the population as nearly as practical and shall be reviewed upon updates to the United State Census.
 - 2. All Waukesha County members shall be appointed by the Waukesha County Executive and shall be approved by the Waukesha County Board. At least one of these members shall be a member of the Governing Board of the Resource Library.
 - 3. All Jefferson County members shall be appointed by the County Board Chairperson of Jefferson County and shall be approved by the Jefferson County Board.
 - 4. Members shall be appointed for terms of three (3) years.
 - 5. Each County Board may appoint at least one (1) and no more than two (2) County Board Members amongst its allocated membership.

(c) The Federated Library System Board shall perform its duties according to section 43.19 of the Wisconsin Statutes with regard to system wide functions and services, and Waukesha County shall be the fiscal agent of the joint county agency.

(Res. No. 135-10/80, 10-28-80; Res. No. 216-3/84, 3-27-84; Mo. of 4-17-84, as amended, Rule 27; Ord. 154-130, 4/11/00, Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

Cross reference - Boards and commissions generally, ' 4-95.

Sec. 11-3 Director.

The director of the federated library system shall have the duties and responsibilities, qualifications, training and experience as prescribed in the job specification on file in the office of the county clerk.

(Ord. No. 143-168, 3-30-89, Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

Sec. 11-4 County tax levy.

(a) *Purpose.* The total county library tax levy for provision of funds for public library service shall be the nonresident share of cost and shall be levied in accordance with Section 43.64, Wisconsin Statutes.

(b) *Definitions.* For purposes of this section:

1. *Resident* shall mean a Waukesha County resident living in a Waukesha County public library community.
2. *True Nonresident (TNR)* shall mean a Waukesha County resident living in a Waukesha County community without a public library.
3. *True Nonresident (TNR) Library Circulation* shall mean the total annual amount of circulation (electronic or physical) that a Waukesha County municipal library lends to residents of Waukesha County communities without libraries.
4. *True Nonresident (TNR) Ratio of Use* shall mean the percentage obtained by dividing the total circulation of library materials to residents of Waukesha County communities without libraries by the total circulation of library materials within Waukesha County.
5. *Crossover Circulation* shall mean the borrowing of library materials, in person or by interlibrary loan, from a Waukesha County library by residents of another Waukesha County library community.
6. *Revenues* shall mean total library revenue excluding revenue related to the purchase or lease/contract of fixed assets as defined in Section 7-99 received by a local library.
7. *Expenditures* shall mean all library budgeted expenditures except expenditures for the purchase or lease/contract of fixed assets as defined in Section 7-99.
8. *Current Year Budget* shall mean the sum of all Waukesha County system library budgets adopted by the individual system library boards for the year in which the levy is imposed excluding budget related to the purchase or lease/contract of fixed assets as defined in Section 7-99.

9. *Net Allowable Costs* shall mean the sum of all Waukesha County library current year budgets, adjusted for prior year actual expenditures and revenues that shall be determined by calculating the sum of the difference of actual year-end figures for allowable expenditures and revenues and either reducing or increasing the current year budget adopted by the Waukesha County library boards accordingly. When prior-year revenues exceed expenditures, the current year budget is reduced by that amount. When the prior-year expenditures exceed revenues, the current-year budget is increased by that amount.
10. *Fixed assets* shall mean assets that are tangible, have a life greater than one year, and individually cost more than \$5,000, as defined in Section 7-99.

(c) *Formula.* The tax levy imposed upon Waukesha County municipalities without libraries and municipalities with libraries not exempt pursuant to Section 11-4(d) shall be determined by multiplying the Net Allowable Costs by the TNR Ratio of Use. If the federated library system board allocates state funds to local libraries for crossover circulation costs, then state funds allocated for such purposes shall be excluded from the definition of revenues in this section.

(d) *Determination of materials circulation.* By July 1 of each calendar year, library system staff shall determine the percentages of library materials circulation the previous calendar year for nonresident, resident and crossover circulation. Circulation reports shall be approved by the federated library system board and used for the current year levy calculations and the following year's budget distributions.

(e) *Exemption from Waukesha County library levy.* In order to be exempt from the county tax pursuant to Sections 43.11, 43.12, and 43.64, Wisconsin Statutes, a municipality must achieve compliance with the minimum standards adopted by the Waukesha County Board in the Library Services Plan. When member libraries claim exemption from the county levy, they agree to recognize state standards as prescriptive measures to encourage quality library services and agree to comply with all numerical standards as adopted by the Waukesha County Board in the County Library Services Plan. Any community that applies to exempt itself from the county library tax levy after establishing a new library either as a municipal library or as a joint library as defined in Chapter 43 of Wisconsin Statutes must meet the numerical standards before receiving said exemption. At the end of three years of operation, it may use the alternate standard indicated in Section 11-5 of the Code. Municipalities must also meet the minimum appropriation required in state statute to exempt from the Waukesha County library levy.

(Ord. No. 144-109, ' 2, 9-7-89; Ord. No. 155-59, ' 4, 10-10-2000; Ord. No. 158-24, '1, 06/10/03; Ord. No. 163-29, 08-26-08; Ord. No. 166-33, '1, 08-02-11, Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)
(Enrolled Ordinance No. 181-07, effective 06-06-2026)

Sec. 11-5 Alternate qualification for exemption.

(a) Any library in the system shall qualify for exemption from the Waukesha County library tax levy if it meets the library service effort ratio, as established in the following paragraph, even if it does not meet the four numerical standards noted in this chapter.

(b) The Library Service Effort Ratio.

1. *Home Community* shall mean, for the purpose of calculating the Library Service Effort Ratio, all individuals residing within the geographic boundary of a municipal or joint municipal library community.
2. *Other Library Community* shall mean, for the purpose of calculating the Library Service Effort Ratio, all residents of municipal or joint municipal library communities within Waukesha County that are not part of the home community.
3. *Library Services Effort Ratio (LSER)* shall mean items lent by a library to home community residents plus items lent by a library to other Waukesha County library community residents divided by total items borrowed by that community's residents at all libraries in the county. Population groupings and target ratios for LSER are defined as follows:
 - a. Under 10,000 population 80%
 - b. 10,000 to 29,999 90%
 - c. Over 30,000 95%

(c) The federated library system will use the Library Services Effort Ratio as follows:

1. Library communities would use the ratio to determine if there are deficiencies in material offerings or service provision.
2. Ratios would be monitored on an annual basis and be used as a tool to assist communities in serving their residents' needs.
3. If a community is below the suggested service level ratio, the library will need to take specific action to pinpoint the problem area.
4. The library will work with the Federated System to identify the problems and develop a course of action to improve the service ratio.
5. The system will work with local libraries that do not meet the standard and devise a program that would enhance service and improve the ratio. These discussions may lead to greater investment in library services on the part of the library community.

(Ord. No. 155-59, '7, 10-10-2000 to be effective 01-01-2002; Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

Sec. 11-6 Exemption from County Tax Levy for Library Funding.

(a) Each Waukesha County municipality which seeks exemption from the county library tax shall, no later than September 30 of each year, submit a written application to the Federated Library System director, in a form approved by that director.

(b) Each application shall be supported by a duly enacted ordinance or resolution of the

governing body of the municipality submitting the application and shall represent that the municipality will appropriate, for library operational expenses, at least the amount determined by applying the calculation of section 43.64(2), Wisconsin Statutes.

(c) Upon receipt of a properly submitted application, the Federated Library Director shall forward the original application to the Waukesha County Board, with copies to the Waukesha County Clerk and the Department of Administration director.

(Ord. No. 155-117, ' 1, 02-13-2001; Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

Sec. 11-7 Inter-County Reimbursement.

(a) Inter-county library use shall mean use by nonresidents, as defined in this chapter, at libraries in adjacent counties as specified in sec. 43.12(2), Wisconsin Statutes.

(b) The inter-county reimbursement amount shall be the amounts specified in Wisconsin Statute 43.12(1) and 43.12(2) as due to libraries in adjacent counties for inter-county library use by nonresidents. The director of the federated library system will assist the county clerk in collecting and verifying the data necessary to determine payments.

(Ord. No. 162-38, 07-27-2007; Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

Sec. 11-8 Library Tax Levy Distribution Formula.

(a) Purpose. To provide a method of levy distribution that incorporates a stability component while working towards a fair distribution of levy dollars based on a Waukesha County library's True Nonresident (TNR) Library Circulation and Net Crossover Circulation.

(b) Definitions. For purposes of this section:

1. *Circulation* shall mean materials borrowed from a library in the year prior to the year in which the Library Tax is levied.
2. *True Nonresident (TNR) Library Circulation* shall mean the total annual amount of circulation (electronic or physical) that a Waukesha County municipal library lends to residents of Waukesha County communities without libraries.
3. *Crossover Lending (COL) Circulation* shall mean the lending of library materials, in person or by inter-library loan, by a Waukesha County municipal library to residents of another Waukesha County municipal library community.
4. *Crossover Borrowing (COB) Circulation* shall mean the borrowing of library materials, in person or by inter-library loan, from a Waukesha County municipal library by residents of another Waukesha County municipal library community.

5. *Net Crossover (COC) Circulation* shall mean a Waukesha County library community's total annual Crossover Lending Circulation, less its total annual Crossover Borrowing Circulation.
 6. *Net COC/TNR* shall mean the sum of a Waukesha County library's total annual True Nonresident Library Circulation and Net Crossover Circulation (in person or by inter-library loan).
 7. *Positive Net COC/TNR* shall mean, for each Waukesha County library with a positive Net COC/TNR the proportion of the sum of all Positive Net COC/TNR.
 8. *Allowable Costs* shall mean the sum of all Waukesha County library current year budgets, adjusted for prior year actual expenditures and revenues that shall be determined by calculating the sum of the difference of actual year-end figures for allowable expenditures and revenues and either reducing or increasing the current year budget adopted by the Waukesha County library boards accordingly. When prior-year revenues exceed expenditures, the current year budget is reduced by that amount. When the prior-year expenditures exceed revenues, the current-year budget is increased by that amount.
 9. *Act 150 Minimum* shall mean the minimum amount of Waukesha County Library Levy that a library must receive according to Wisconsin Statutes Section 43.12(1)(b).
 10. *Unadjusted Distribution Goal* shall be calculated as the sum of a library's Act 150 Minimum plus any excess revenue multiplied by each library's proportional Positive Net COC/TNR. Excess revenue is defined as remaining County Library Levy revenue after Act 150 minimum provided.
- (c) The County Library Levy Distribution Formula determines funding for Waukesha County member libraries through the following steps:
1. An initial allocation is intended to provide stability in funding. If there is an increase in the Waukesha County Library Levy, each library will receive an increase of 50% of the percentage increase in allowable expenditures. If that increase is insufficient to fund a library's Act 150 minimum, their allocation will be further increased to that amount. If the overall Waukesha County Library Levy remains flat or decreases, there is no funding allocated at this stage, except to increase a library's funding to meet its Act 150 Minimum, if necessary.
 2. The second allocation for each library's annual share of the Waukesha County Library Levy shall be determined from the remaining annual levy after the initial allocation. If there is a remaining surplus, only libraries with a "Positive Net COC/TNR" that are below their unadjusted distribution goal will receive the remaining funds, allocated based on the proportion each of these libraries is under their unadjusted distribution goal.

- (d) If the stability adjustment in subsection 1. results in a deficit, whereby the total distribution exceeds available Library Levy, a decrease is applied proportionally based on the preliminary distribution, excluding libraries that received a step up to their Act 150 Minimum, until the total reduction is sufficient to offset the deficit.
- (e) During years when the Library Tax Levy decreases, the prior year distributions are first stepped up to the Act 150 minimum, if necessary. Decreases are then applied proportionately to libraries who exceed their unadjusted distribution goal based on the remaining amount to get to the unadjusted distribution goal.

(Ord. No. 163-29, 08-26-08; Ord. No. 166-33, "2, 3; 08-02-1; Ord. No. 169-49, 9/09/14; Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

Section 11-8(c)5 was amended by Enrolled Ordinance 172-017, effective 08/11/2017. This ordinance also repealed sections 11-8(c)(6) and 11-8(d).
(Enrolled Ordinance No. 181-07, effective 06-06-2026)