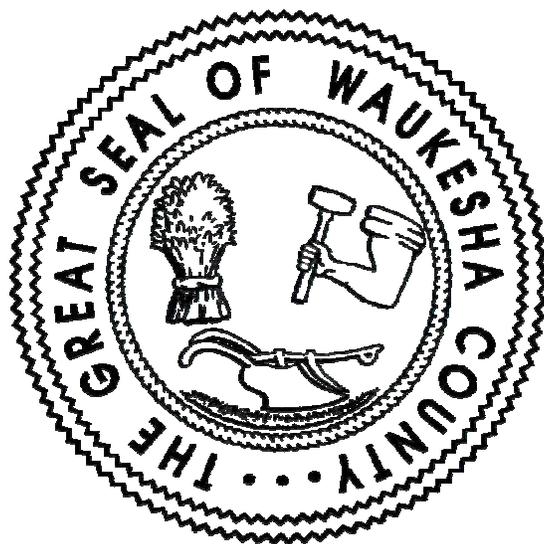


# Waukesha County



## Waukesha County Federated Library System Strategic Plan 2008 – 2010 Executive Summary (revised 7/07)

# Waukesha County Mission Statement:

“The mission of Waukesha County government is to promote the health, safety and quality of life of citizens while fostering an economically vibrant community. We are committed to delivering effective, high quality programs and services in a courteous and fiscally prudent manner.”

**Department Statement of Purpose:** (formerly department mission statement)

Waukesha County Federated Library System is, as its name implies, a federated operation. The System Board and staff are not in charge of the 16 independent libraries in the System. Independent library boards and local municipal councils govern the member libraries. The System coordinates activities allowed by law and established by contract. It is the mission of the Waukesha County Federated Library System (WCFLS) to ensure access to a high quality of customer service to all county residents by working in partnership with member public libraries to develop and coordinate effective cooperative library services.

# Department Critical Issues

(Please list the broad, critical issues that the department must address to successfully fulfill its mission, as derived from the department environmental scan or other analysis.)

**Integrated Library System Review.** As recommended by the Act 150 Committee and included in the Waukesha County Library Services Plan, encourage the CAFÉ Council to evaluate the effectiveness of the CAFÉ shared automation system and share the results with the WCFLS Board.

**Fund Balance Initiative.** Develop a plan for the WCFLS fund balance that designates appropriate reserves for future items such as the Wide Area Network and undesignated reserves. Then develop a plan to draw down reserves to a targeted level by implementing one-time cost programs from a consensus of member libraries.

**Implement standards.** Implement Standards incorporated in County Ordinance 21-4. Standards include hours open, staffing levels, materials budgets, size of materials collections and the Library Service Effort Ratio. By State Law - ss. 43.11(3)(d), Wis. Stat., the County Board must act on exemptions to County levy for any non-complying municipalities by September 1 of each year.

**Local Planning efforts.** Make local planning efforts for member libraries a major priority, especially for those member libraries that are presently below current standards. Set up procedure to ensure that all libraries have plans whether or not they work with the system to develop them.

**Review Databases.** Work with area schools, other systems, and the state library division to review databases held by the system and work towards potential cooperative purchasing.

## Waukesha County Strategic Outcomes

- A safe county
- An economically vibrant county
- An environmentally responsible county
- A well-planned county
- A county that assists at-risk citizens
- A county that provides customers with quality programs and services
- A county that provides cost-effective services delivered with competence and skill

# Environmental Scan or Analysis –

(Please use this portion of the plan to provide information obtained from your environmental scan or stakeholder analysis. Provide any comment or explanation to support key goals or any change in “direction” your department is planning to take. Please keep in mind, and reference the Seven County Outcomes and the County Environmental Scan that form the basis of, not only individual department plans, but also the *overall County plan*.)

## Legal Context

A federated library system must spend its state funds in a manner consistent with state law. The Division for Libraries, Technology and Community Learning (DLTCL) must approve the plan and budget. The checklist that WCFLS will file based on the budget as approved by the WCFLS board in June can be found in Appendix 1.

## Overview

Waukesha County has only played a part in library services planning, funding and delivery since 1981, while local municipalities have been in the library services business for decades - in many cases for over a century.

The Waukesha County Federated Library System (WCFLS) was established under Wisconsin Statute 43.15 by action of the Waukesha County Board of Supervisors in January 1981. A seven-member board governs the System. Only the residents of the 18 municipalities without their own libraries pay the county library tax. The remaining library municipalities are exempt from the county library levy because they tax themselves locally at a higher mill rate than that of the county. This is as provided for in Wisconsin Statute 43.64. The WCFLS Board distributes the county tax revenues to provide reimbursement to libraries for serving residents located outside their municipal boundaries. WCFLS adjusts payments to libraries for use by one library municipality's residents at another municipality's library. WCFLS receives funds from the state allocated on a formula basis. The formula is based upon population, area, and the level of municipal and county funding. The state aid is used to provide services to member libraries. Services include interlibrary exchange of materials, professional performers for children's summer library programs, delivery services, automation, continuing education, and more. The Waukesha Public Library is the designated resource library. It provides specialized services on a contract basis.

Residents living in areas of the county that don't have libraries use municipal libraries. Circulation to these non-residents makes up about 17% of total System circulation. Non-library community residents are taxed only based on their circulation, regardless of usage or their opportunity to use libraries. They also do not contribute towards capital costs.

Residents from municipalities with libraries use libraries in other municipalities. This crossover borrowing, where people pay taxes to one community's library while using another, accounts for almost 10% of total circulation. The level of crossover borrowing rose with the joint library for the City and Village of Pewaukee, but the new buildings there and in New Berlin are drawing back users more quickly than anticipated and leveling off the problems engendered.

Although borrowing from outside Waukesha County equals 3% of total circulation, it reaches 10 to 12% of total circulation at border libraries. An increase in demand for library service from residents living outside System borders is anticipated. Some libraries receive reimbursement for serving intersystem patrons and some do not. Paying for non-resident and crossover usage and looking for solutions to address funding inequities have been major concerns in our System. In addition, actual and potential municipal reorganizations contribute to funding concerns. Continued westward movement of urban populations places increased demands on existing library buildings and infrastructure. Passage in April 2006 of Act 420 requires payments for some of this use, that of non-library community residents in adjacent counties for 2008. WCFLS assists member libraries in calculating these payments this year for those payments to our libraries. It also calculates the payments that must be made from Waukesha County to adjacent counties.

### **WCFLS Provides Cost effective services.**

Despite the low state aid level, the System must still fill the same requirements as any other system. As befits a county that provides cost effective services delivered with competence and skill, WCFLS has one of the lowest levels of system staffing, whether measured by percent of state aid costs, total full time equivalents, or staff per capita.

A comprehensive study of Library Governance Options was done to assist in planning for these changes. See: <http://www.wcfls.lib.wi.us/lgo/index.htm>

The growth in number of technologically sophisticated library users will mean that Library System and member library staff will be expected to provide increasingly higher levels of service, so continuing education will be important. The Library System will be called upon for leadership to ensure public libraries remain players in the information technology field by providing training to keep pace with developing technology. The Library System will need to partner with member libraries to aid in decision making when choosing new technologies and training staff.

### **WCFLS Provides Well Planned Operations**

In the Fall of 2006, County Board Chair James Dwyer appointed a Library Planning Committee pursuant to the provisions of Wisconsin Act 150. The Act calls upon counties to periodically appoint planning committees to consider library service issues. The committee was asked to prepare a report to be delivered to the County Board in sufficient

time to allow action prior to July 1, 2006. Paul Kanter, Chair of the Town of Delafield, chaired this committee. Numerous meetings were held between September 2005 and March 30, 2006, when the committee adopted its report of recommendations for the plan. The committee recommended the County Board accept this plan for the period 2007 to 2011, and further recommends future Act 150 committees be appointed every five years.

The County Board approved the Plan that we presented in April at its June 2006 meeting. The plan noted that the Library Governance Options Study was still underway at the time of our report, so we needed to re-convene in November to make recommendations that were held pending the results of the study. The committee met November 16 and December 7 and dealt with the issues. The addendum to the plan presented to the County Board in July of 2007 and accepted. Specifically the committee resolved to:

1. endorse the continuation of the Waukesha County Federated Library System as a federated system.
2. recommend to the County Board that, pursuant to Act 420, the County Board study and enact legislation that would address crossover borrowing inequities, and do that in conjunction with a study of library funding as in Section 4 of the *Waukesha County Library Services Plan*.
3. reaffirm support for Section 15 (district legislation).
4. urge WCFLS to assist libraries and municipalities that want to consider the possibilities of forming library districts.
5. reject the open door proposal found in the Library Governance Options Study.
6. recommend that WCFLS draft a site plan for future libraries by the end of the second quarter of 2007, and to present a final report by the end of 2007

The Library Governance Options Report is available at:

<http://www.wcfls.lib.wi.us/lgo/index.htm>

A summary of the Act 150 Recommendations may be found in Appendix 2. The Act 150 Report as accepted by the County Board in June 2006 is available at:

<http://www.wcfls.lib.wi.us/150/index.htm>

## Strategic Outcome - Objective Worksheet

Strategic Outcome: A well planned county

Objective: 1. Implement standards. Implement Standards incorporated in County Ordinance 11-4. Standards include hours open, staffing levels, materials budgets, size of materials collections and the Library Service Effort Ratio. By State Law - ss. 43.11(3)(d), Wis. Stat., the County Board must act on exemptions to County levy for any non-complying municipalities by September 1 of each year.

**Objective Owner: Waukesha County Federated Library System**

Action Steps To Complete This Objective:	Individuals Involved	Target Date To Complete:
1. Libraries file annual report indicating the necessary data for hours, staffing, materials collection size and materials spending for the year prior.	T. Hennen and staff, member libraries	Mar. of 2007 to 2010
2. System Director files report with the Waukesha County Federated Library System Board regarding the libraries that have met standards and should be granted an exemption based on annual report data.	T. Hennen	May of 2007 to 2010
3. Member libraries may submit documentation indicating extenuating circumstances for not having met the standards in the past and/or for budgetary plans to do so in the current calendar year.	T. Hennen and staff, member libraries	May of 2007 to 2010
4. System Board submits a report to the County Executive and the County Board indicating which libraries it judges should be granted exemption. Libraries recommended for non-exemption may submit additional documentation directly to the County Board and County Executive for additional	T. Hennen and staff, member libraries	July of 2007 to 2010
5. County Board considers exemption issues and determines exemption eligibility as indicated in ss 43.64 (2m). Presentations to the county oversight committee by libraries that are considered ineligible for exemption would be encouraged.	T. Hennen, County Board, County Executive.	August 30, 2007 to 2010
6. County Board sets the levy for 2008 purposes. The levy includes exemptions to the county levy for communities with libraries except those that the county deems ineligible for exemption because of failure to meet the standards.	T. Hennen, County Board, County Executive.	November 30, 2007 to 2010

**Evidence of Success** (KOI, Target Indicator and Thresholds): Report on libraries that have achieved standards.

## Strategic Outcome - Objective Worksheet

Strategic Outcome: A well planned county federated library system

**Objective: 2.** Local Planning efforts. Make local planning efforts for member libraries a major priority, especially for those member libraries that are presently below current standards. Set up procedure to ensure that all libraries have plans whether or not they work with the system to develop them. The reason for doing the local planning efforts is to assist libraries in planning for excellence as recommended by the WCFLS Board and to assure that all libraries will continue to be able to meet minimum county standards while aiming for the level of state standards they define locally.

**Objective Owner: Waukesha County Federated Library System**

<b>Action Steps To Complete This Objective:</b>	<b>Individuals Involved</b>	<b>Target Date To Complete:</b>
1. Develop library plans for at least 2 libraries per year through 2010	Tom Hennen, Claudia Backus, Nancy Fletcher.	December of 2007 through 2010
2. Continue to provide reporting method for member libraries to demonstrate their plans are current, in effect, and meet WCFLS guidelines.	Claudia Backus, Library Staff.	1st quarter 2008, ongoing through 2010

**Evidence of Success** (KOI, Target Indicator and Thresholds):

Existence of WCFLS assisted plans.  
Production of report on plans in effect using WCFLS guidelines.

**Strategic Outcome: A well planned county federated library system**

**Objective: 3. Maximize the funding from other counties going to member libraries. Use technology and software to increase the ability of libraries to serve their users in a cost effective manner.**

1. Integrated Library System Review. As recommended by the Act 150 Committee and included in the Waukesha County Library Services Plan, the County Board authorized a committee to study the library funding distribution formula. A revised formula ordinance was introduced to the County Board in August. , encourage the CAFÉ Council to evaluate the effectiveness of the CAFÉ shared automation system and share the results with the WCFLS Board.

Tom Hennen,  
Claudia Backus,  
Mellanie Mercier.

2nd Quarter 2010

2. Develop a plan for the WCFLS fund balance that designates appropriate reserves for future items such as the Wide Area Network and undesignated reserves. Then develop a plan to draw down reserves to a targeted level by implementing one-time cost programs from a consensus of member libraries.

Tom Hennen and  
staff

June 2009

**Evidence of Success (KOI, Target Indicator and Thresholds):**

CAFÉ decides to endorse current operation or consider a replacement integrated library system vendor based on review. Board approval of fund balance plan the designates reserves as required by the state.

**Strategic Outcome - Objective Worksheet : Cost effective services delivered with competence and skill**

**Strategic Outcome: Continue to improve operational efficiency so that the County's library tax remains well below the State average.**

**Objective 4: County-wide Average Library Tax per \$250,000 equalized value. (note includes capital cost transfer from non-library communities to library communities.**

**Objective Owner: Waukesha County Federated Library System**

<b>Action Steps To Complete This Objective:</b>	<b>Individuals Involved</b>	<b>Target Date To Complete:</b>
1. Calculate capital and operating costs in all 37 municipalities in the county annually.	Tom Hennen	In time for annual budget submission.

**Evidence of Success (KOI, Target Indicator and Thresholds):** Reduction in the aggregate county-wide cost of library services per \$250,000 property.

# Appendix 1 – State Requirements for Federated Library Systems

WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION  
DIVISION FOR LIBRARIES, TECHNOLOGY, AND COMMUNITY LEARNING

CERTIFICATION OF COMPLIANCE FOR CALENDAR YEAR 2008

**S.43.24(2) For a public library system to qualify for and maintain its eligibility for state aid under this section it shall ensure that all of the following are provided:**

## **Membership Agreements**

*(a) Written agreements to provide, to any resident of the system area, the same library services, on the same terms, that are provided to the residents of the municipality or county that established the member library, except for the group programming preference authorized under s. 43.15 (4) (c) 4., and to provide for the interlibrary loan of materials among all participating public libraries, as evidenced by agreements with those libraries.*

A copy of the agreement with a list of all members signing it will be provided to the division by January 15.

## **Resource Library Agreement**

*(b) Backup reference, information and interlibrary loan services from the system resource library, including the development of and access to specialized collections, as evidenced by a written agreement with that library.*

A signed copy of the resource library agreement will be provided to the division by January 15.

## **Reference referral and interlibrary loan**

*S.43.24(2)(d) Referral or routing of reference and interlibrary loan requests from libraries within the system to libraries within and outside the system*

*List ongoing activities related to this requirement:*

- The System coordinates public library interlibrary loan services in Waukesha County. Three groups among the WCFLS member libraries exist: CAFÉ consortium, Menomonee Falls, and New Berlin public libraries. Allowing member library staffs to do a combination of placing holds on each other's automated systems and sending emails enables resource sharing among these four different groups. Library users may request items from other WCFLS member

libraries for materials that are not available at their local library. These three different groups loaned 5,588 items to each other. When materials are not found within the System, member libraries send requests to other libraries outside of our Library System primarily by using a statewide-automated interlibrary loan system called WISCAT ILL. A new software program was implemented for WISCAT ILL, which enables libraries to do more direct borrowing. WCFLS member libraries received 10,113 items from outside the Library System. The WCFLS Office continued to act as a clearinghouse for member libraries by researching and requesting items that were not available from other libraries on WISCAT ILL.

- The System Reference Service helps libraries in Waukesha County with the more difficult and time-consuming questions asked by their users. Sixteen questions were answered in 2008: Waukesha Public Library, the System's resource library, answered four questions; the System's reference librarian answered four questions; and assistance with eight more complex medical questions was provided through the System's contract with the Waukesha Memorial Hospital Medical Library. The System and member libraries co-operatively purchased subscriptions to additional reference databases available through the Internet.

### **In-service training**

  x   **S.43.24(2)(e) *In-service training for participating public library personnel and trustees.***

*List ongoing activities related to this requirement:*

- The System offers workshops and other training opportunities to library staff at all 16 public libraries in Waukesha County. The System sponsored three reference workshops and three sharing sessions attended by 70 library staff members. A workshop addressing library services for people with mental health issues was held with 60 library staff members attending. Several sessions on serving the Hispanic community attracted 60 participants. The WCFLS collaboration with the Library Council of Southeastern Wisconsin resulted in 4 excellent programs on the following topics: marketing, teen services, customer service and new technology for libraries. These sessions were well attended by 280 people. In addition, the System contracts with other library systems to allow all our member libraries' staff to attend their training programs at no charge, more than doubling training opportunities. The System offered \$1,000 in grants to 10 member library staff to attend conferences and other continuing education programs.
- In 2008 the Waukesha County Library System hosted over 100 guests at a gala dinner honoring library trustees and supporters. Guest speaker, crime novelist Sean Chercover, shared his experiences as a private detective and mystery writer with the enthusiastic audience. Trustees were also encouraged to attend the legislative listening program held in July 2008.

## **Delivery and communication**

  x   *S. 43.24 (2)(fm) Electronic delivery of information and physical delivery of library materials to participating libraries.*

*List ongoing activities related to this requirement:*

- Daily van delivery is provided to System member libraries and academic libraries in the county. Because of van delivery service, Waukesha County residents can borrow and return library materials to any System member library, and those materials will be delivered to the library that owns them. The System's daily van delivery service handled 762,749 items in 2008, saving all libraries substantial sums in postage and handling costs.
- The Waukesha County Federated Library system staff worked with a graphic designer and a young adult services consultant on developing a marketing initiative focused on bringing young adults into member libraries. Youth-oriented attractive floor banners in addition to tabletop banners were designed with input from member libraries' teen advisory groups. In addition, the young adults services consultant worked with numerous libraries to develop a presence on FaceBook. Two newsletters, the *LibraryConnection* and the *TrusteeConnection*, continued to be published and distributed to County supervisors and public library trustees. "Speak Up For Libraries," also continued. This is a campaign to disperse information to library supporters throughout the County. Over 300 library supporters have signed up through member libraries.
- The System's web site is friendly to page reader software for the visually impaired as well as to modems of all speeds. The System offers information about member libraries, System activities and links to other sites at [www.wcfls.lib.wi.us](http://www.wcfls.lib.wi.us). The System's web site is comprised of 200 pages that were requested over 156,000 times during 2008.

## **Service agreements**

  x   *S.43.24(2)(g) Service agreements with all adjacent library systems.*

  x   A copy of the agreement with adjacent systems with a list of all systems signing the agreement will be provided to the division by January 15.

## **Professional consultation**

  x   *S. 43.24(2)(h) Professional consultant services to participating public libraries.*

*List ongoing activities related to this requirement:*

- The System has staff that routinely consult with members on special needs, automation, reference, interlibrary loan, children's and adult services as well as administrative and building services.
- We have made local planning efforts for member libraries a major priority in the last several years, especially for those member libraries that are presently below current standards.

## Service to users with special needs

***S.43.24(2)(k) Promotion and facilitation of library service to users with special needs.***

*List ongoing activities related to this requirement:*

- The System received a Library Services and Technology Act grant to increase library services relative to mental health issues. A workshop on dealing with difficult customers and individuals with mental illness presented by Mark Willis, author of *Dealing with Difficult People in the Library*, and staff of the Mental Health Association in Waukesha County was attended by over 60 individuals from member libraries and other libraries and library systems from around the region. In addition, several workshops were conducted at member libraries by the Mental Health Association. Mini-grants were provided to member libraries and over \$8,000 of library materials were purchased to improve library collections in the area of mental health and illness. The System also works with member libraries to coordinate home delivery of library materials throughout the county. Over 6,900 deliveries were made in 2008 to individuals throughout the county who could not get to their local libraries due to illness, age, disability or other special needs.

## Other types of libraries

***S.43.24(2)(L) Cooperation and continuous planning with other types of libraries in the system area which results in agreements with those libraries for the appropriate sharing of library resources to benefit the clientele of all libraries in the system area.***

The System will have agreements with other types of libraries, or if the System participates in a cooperation agreement with a multitype organization to meet the purposes of this goal, there is established a clear link between the System and the individual members of the multitype organization. A copy of the agreement with a list of all signing libraries will be provided to the division by January 15.

Other types of libraries in the system area have had an opportunity to review and comment on the plan.

## Library Technology and Resource Sharing Plan

***S.43.24(2)(m) Planning with the division and with participating public libraries and other types of libraries in the area in regard to library technology and the sharing of resources. By January 1, 2000, and every 5th January 1 thereafter, the public library system shall submit to the division a written plan for library technology and the sharing of resources.***

Member public libraries and other types of libraries in the system area have had an opportunity to review and comment on the plan.

A copy of the written plan, including any revisions and amendments, for library technology and resource sharing is attached to this document.

## **Other service programs**

*S.43.24(2)(i) Any other service programs designed to meet the needs of participating public libraries and the residents of the system area, as determined by the public library system board after consultation with participating public libraries.*

List each “other” service program individually with ongoing activities and new or priority activities for the plan year under each program. For instance, if the system provides a bookmobile service program, list ongoing activities and new or priority activities for the bookmobile program. (Do not lump miscellaneous activities under a single “other” program.)

### **Children’s services**

- We pay for and provide Summer Reading Program materials for all our member libraries. We also pay for and contract with two or three programmers to put on a program at each of our member libraries each summer.

## **Administration**

The system will not expend more than 20 percent of the state aid projected to be received in the plan year for administration.

## **Budget**

A copy of your public library system budget by service program category and fund source for the plan year (see attached guidelines) is attached.