

Outagamie Waupaca Library System

3373 West Brewster Street • Appleton, WI 54914 • 920-832-6190

A joint meeting of the Outagamie County Library Services Planning Committee and the Waupaca County Library Services Planning Committee will be held **Thursday, September 12, 2024 at 6:00 p.m.** in the OWLS meeting room at 3373 West Brewster Street **and** online via GoToMeeting.

Agenda

1. Call to order and roll call
 - a) Introduction of guests
2. Approve or make changes to the agenda
3. Approve minutes of the August 29, 2024 meeting
4. Public participation
5. Correspondence
6. Review drafts of updated 2025-2029 plans
7. Discussion and possible action on newly drafted provisions
 - a) Include, revise, or exclude in-system adjacent county reimbursements by county formula per defined criteria and thresholds
 - b) Include, revise, or exclude additional funding for electronic resources
 - c) Include, revise, or exclude additional funding for direct system support
 - d) Additional strategies to promote equitable access to library service
8. Planning for public hearings
9. Adjourn

Committee members and members of the public are invited to join the meeting from your computer, tablet or smartphone using this link:

<https://global.gotomeeting.com/join/675253365>

You can also dial in using your phone.

United States (Toll Free): 1 866 899 4679 or United States: +1 (571) 317-3116

Access Code: 675-253-365

Committee members who are unable to attend are requested to notify the OWLS office. If special accommodations are necessary for attendance at this meeting, please contact the Outagamie Waupaca Library System at 920-832-6190 to make arrangements.

**Outagamie County Library Service Planning Committee and
Waupaca County Library Services Planning Committee
Joint Meeting**

August 29, 2024, Meeting Minutes

The meeting was called to order at 6:03p.m. by Chair pro-tem Woodward.

PRESENT FOR OUTAGAMIE COUNTY COMMITTEE: Mitesh Ajmera, Bobbie Buchholtz, Cindy Fallona, Peter Gilbert, Wendy Hartman, Cathy Thompson, Veronica Woodward.

PRESENT FOR WAUPACA COUNTY COMMITTEE: Mitesh Ajmera, Bobbie Buchholtz, Cindy Fallona, Diane Forsythe, Michelle Frola (arrived at 6:10), Peter Gilbert, Steve Hart, Wendy Hartman, Cathy Thompson, Veronica Woodward.

OTHERS PRESENT: Bradley Shipps and Kristin Laufenberg serving as OWLS staff support.

EXCUSED: Tyler Baeten, B Looker, Angela Ver Voort, for both counties. Mike Hankins and Lila Malvik-Shower for Waupaca County.

Forsythe moved, seconded by Buchholtz, to approve the agenda as presented. Motion carried.

Fallona moved, seconded by Hart, to approve the July 18, 2024 meeting minutes as presented. Motion carried.

There was no public participation.

Email correspondence from Appleton Public Library Director, Colleen Rortvedt, dated August 29, 2024 was shared with the committees.

Shipps and Laufenberg reported on the discussion of OWLS member library directors at their meeting at Hortonville Public Library earlier in the day.

Chair pro-tem Woodward facilitated a discussion of the following topics:

- a) In-system cross county reimbursements by statutory formula or by county formula. Four possible implementations were considered.
 - 1 – No change
 - 2 – Codify Clintonville and New London status quo in the Outagamie County plan
 - 3 – Codify Clintonville and New London status quo in the Outagamie County plan and add the same provision to the Waupaca County plan.
 - 4 – Extend opportunity to be reimbursed using county formula to libraries in adjacent in-system counties in both plans.

The committees directed Shipps to work on option 3, drafting a provision that would codify the longstanding precedent of Outagamie County reimbursing the Clintonville and New London libraries according to the statutory formula. The provision would authorize application of the county formula for reimbursement to libraries in Waupaca County in municipalities with territory in both counties (New London) or libraries in Waupaca County that exceed a threshold of circulation to Outagamie County residents as a percentage of total circulation using the county definition of circulation which includes electronic circulation (Clintonville). The committees further directed Shipps to include a parallel provision in the Waupaca County plan which would extend the same privilege to any Outagamie County libraries that might cross that circulation threshold in the future. No new libraries would qualify to be reimbursed using the county formulas in either county based on 2023 statistics.

b) Methods for smoothing funding volatility for libraries and for counties.

Library feedback on this topic was mixed. Appleton Public Library opposes the inclusion of a smoothing provision. Four libraries indicated interest in measures to reduce volatility to enable better planning. Ten libraries did not state a clear position one way or the other and two libraries were not represented at the directors meeting. Given the lack of consensus among stakeholders and potential unanticipated consequences of a smoothing provision the committees decided not to pursue a provision addressing funding volatility.

c) Guidelines or requirements for maintenance of patron records.

There was consensus among the committee members that this is adequately addressed in Appendix B, number 8.

d) Provisions related to net lender compensation or net borrower penalties.

There was consensus among committee members that this cannot be adequately addressed in county plans that apply to only a subset of the libraries in the resource sharing consortium. Any concerns would be more appropriately addressed by OWLSnet.

e) Funding requests outside of the formula: capital, electronic resources, system support, and workforce development

Library feedback was mixed with the most interest expressed around funding for electronic resources. The committees directed Shipps to draft provisions related to system support and electronic resources for further consideration.

f) Additional topics to consider

The committees did not identify any additional topics for inclusion on the next agenda at this time.

The committee reviewed draft sections updated for 2025-2029 plans including the recommended funding methodology, goals and objectives, and appendices. Committee members are invited to submit suggestions and corrections to Shipps. No action will be taken regarding approval until the complete plans are drafted.

The next meeting is tentatively scheduled for Thursday, September 12th at 6:00pm pending confirmation that a quorum of both committees will be available.

If the plan drafts are completed at the September meeting, public hearings could be scheduled in each county by the end of October.

Having completed the agenda, the meeting was adjourned by Chair pro-tem Woodward at 8:28 pm.

Respectfully submitted,

Bradley Shipps
OWLS Director

DRAFT

Outagamie County Library Service Plan: 2025-2029

Introduction

Wisconsin counties that participate in public library systems are responsible for providing library services to county residents who reside outside of communities that maintain their own libraries. Because Outagamie County is a member of the Outagamie Waupaca Library System (OWLS), it is required to engage in regular planning to ensure that county residents have access to adequate library services.

While county library service plans can address any appropriate issues, Wisconsin Statutes Section 43.11 requires that the Outagamie County plan address at least the following:

- How public library service will be provided to residents of those municipalities in Outagamie County not maintaining a public library.
- The method and level of funding to be provided by the County in order to implement services described in the plan, including the reimbursement of municipal libraries for providing countywide library service.
- A method for allocating membership on the OWLS Board between Outagamie and Waupaca Counties.

In May 2024, the ten members of the OWLS Board residing in Outagamie County were designated to serve as the planning committee, and it developed this plan. A public hearing will be held, and the plan will be presented to the County Board of Supervisors for approval. It is intended for this plan to supersede the Outagamie County Library Service Plan: 2020-2024.

Review of the 2020-2024 County Library Service Plan

The Library Planning Committee's review of library service in Outagamie County indicates that the 2020-2024 Plan has been generally effective. Public libraries in the county have continued to do a good job of making high quality library services available to all residents of the county. They offer great value to the community, are open and welcoming to all, and provide a neutral, safe place for meetings. Participation in OWLS has been good for public libraries and library service in the county, and OWLS has done a good job of coordinating countywide library service. The principles articulated in the 2020-2024 Plan (Appendix B) continue to be valid and have guided the development of this plan.

The 2020-2024 Plan phased in the inclusion of electronic circulation in the funding formula. The decision to revise the formula was based on changes in library service and use due to the increasing availability and high demand for digital resources which allow patrons to make use of library collections without visiting the library building. This trend identified by the planning committee in 2019 has continued over the current plan period.

The COVID-19 pandemic had a profound impact on library service during the plan period. Physical circulation decreased 55% between 2019 and 2020 and then gradually rebounded to reach 78% of 2019 circulation in 2023. Use of electronic materials has increased each year. Total circulation of OverDrive items in 2019 was equal to approximately 12% of physical material circulation. Between 2019 and 2023, OverDrive circulation increased by over 50% to equal approximately 23% of physical circulation. Further growth in electronic circulation has been hindered by the size of the collection. Libraries cannot afford to purchase enough items to meet demand, and waiting lists for popular titles are extremely long.

Because eligible expenditures increased 8% over the plan period, and total combined physical and electronic circulation decreased, Outagamie County libraries' average cost per circulation increased from \$4.02 in 2019 to \$5.03 in 2023.

Circulation to county residents living outside of communities with libraries decreased from 28% of total circulation in 2019 to 26% in 2023. During the period covered by the Plan, the County's payments to municipal libraries increased at an average of 2.4% per year.

The 2020-2024 Plan recommended maintaining library funding at 100% of the formula for providing countywide library service, a threshold first achieved in 2014 and successfully maintained through 2024 with one exception in 2021.

Another issue the plan addressed was to encourage the appointment of non-residents to library boards, especially those from the towns making the greatest use of the library. Local libraries were also encouraged to consider including youth members on their boards.

Finally, the committee considered another issue facing some Outagamie County public libraries. Libraries in municipalities located near the county line sometimes provide significant levels of service to residents of other counties, and OWLS regularly works to see that these libraries are compensated for their efforts. In 2024, the library boards and OWLS initiated billing of Winnebago County on behalf of Outagamie County libraries for service provided to Winnebago County residents who reside outside of communities that maintain their own libraries.

History of Funding

Because of the switch in funding methodologies that occurred in 2000, libraries were being funded at different percentage levels of the new formula. The 2000-2004 Plan attempted to hold libraries harmless by freezing payments to libraries with higher funding levels and increasing payments to libraries with lower funding levels. While this approach helped, there was still a large variation in funding levels among libraries.

Because it was not equitable for some libraries to be receiving reimbursements at a higher level than other libraries, the 2005-2009 Plan included a funding methodology that was more aggressive in moving libraries to the same funding percentage. Beginning in 2007, all libraries, except the Oneida Community Library, were funded at the same percentage level (78%) of the county funding formula. (The funding methodology for the Oneida Community Library is set in a separate agreement between Outagamie County and the Oneida Tribe of Indians of Wisconsin.)

This action required significant cuts in funding to some libraries. In 2005, two libraries received cuts, and one library did not receive a funding increase. In 2006, three libraries received funding cuts, and four libraries did not receive increases. In 2007, four libraries received funding cuts.

Because the amount and cost of library service provided to the county by municipal libraries had increased more rapidly than the county’s reimbursements, the funding level dropped from 88.5% in 2000 to 75.8% in 2004. While the downward trend was reversed between 2005 and 2009, little progress was made as the funding level only increased from 79.0% in 2005 to 80.4% in 2009.

The biggest challenge for Outagamie County in the 2010 to 2014 Plan was to make better progress toward the goal of reimbursing municipal libraries at 100% of the funding formula for providing countywide public library service. Under the previous funding methodology, which called for increasing the funding level 1% a year, it would have taken 20 years to achieve 100% funding of the reimbursement formula.

Failure to fully compensate libraries for the county service they provide contributes to disparity in the levels of support for library service between municipalities with libraries and the remainder of the county. A result of receiving less than 100% funding is that municipal residents provide higher levels of support to subsidize the use of their libraries by non-residents.

Beginning in 2010, the budget request contained an amount sufficient to increase the overall funding level by 4% each year in order to fund all libraries at the 100% level by 2014. The 2015-2019 Plan maintained the same formula, and all libraries were funded at 100% for those five years.

The 2020-2024 Plan revised the formula to phase in reimbursement for electronic circulation over the plan period. The libraries were funded at 100% of the formula, subject to the phase-in percentage, for all of the plan years except 2021.

Year:	2010	2011	2012	2013	2014-2020	2021	2022-2024
Funding Level:	84%	88%	92%	96%	100%	97.4%	100%

Rationale for the 2025-2029 Plan

The Planning Committee has concluded that the current system of paying for library services (i.e., residents of communities with libraries support them through their local property taxes, and all other county residents pay for library service as part of their county taxes) has been fair and equitable for all parties.

Equitable funding for library service is a priority for the OWLS Board, for the libraries providing the service, and for their municipalities. Consequently, the Committee recommends that the county funding level be maintained at 100% of the county formula for the duration of this plan. Because library reimbursements are exempt from the county’s levy limits, Outagamie County is in a position to provide full funding to municipal libraries without any impact on other county programs.

However, the Committee fully understands the economic difficulties facing all levels of government and that the recommended funding methodology is only possible because of the levy exemption. It

is understood by all parties that should library payments no longer be exempt from county levy limits the recommended funding methodology would need to be revisited.

As in the past, it is recommended that the county board regularly appoint ten members to the OWLS Board. It is also recommended that OWLS continue to be the agent to coordinate the annual budget process.

Deleted: i

The committee recommends the following funding methodology, which is based on a modification of the statutory funding formula and which assumes that the amount the county taxes for library payments continues to be exempt from the county's levy limits.

Recommended Funding Methodology

1. Determine Each Library's Cost of Service
 - a. A library's total operating expenditure in a given year, less capital expenditures, rent, or net lease costs, and expenditures from federal sources, fines, fees, gifts, grants, or donations, is divided by the total number of items loaned (i.e., circulation) during the same year to determine the library's cost per loan.

Electronic circulation will be included as part of the total circulation provided by a library if that library includes an amount in its annual operating budget to purchase or lease items in electronic format.

An electronic circulation is defined as an individual electronic file, corresponding to a commercial work, cataloged as a distinct resource, and made available for a limited, defined time period on an electronic device. As such "uses" or "hits" of electronic databases or similar files will not be considered "circulation." In order for an electronic circulation to count for reimbursement, OWLS must be able to obtain data from the content vendor that identifies the user's municipality.

Commented [BS1]: Based on definition of electronic circulation in the 2023 annual report instructions.

- b. A library's cost per loan is multiplied by its number of loans to county residents living in jurisdictions that do not maintain libraries to determine the library's cost of service provided to the county.
2. This plan recommends continuing funding at 100% of the formula.
3. Determine Each Library's Payment
 - a. Each library's payment will be determined by multiplying its cost of county service by the funding level for the particular budget year.
 - b. Each library's payment under the county formula will be compared to the statutory minimum funding level for that library. If a library's funding under the county's formula is less than the required state minimum, its appropriation will be increased to the required minimum amount.

4. Annually, OWLS will coordinate the budget request process and will submit a budget request equaling the total of the payment amounts for all county libraries.
5. The OWLS Board will monitor the effectiveness of this funding methodology and recommend any changes to Outagamie County. In 2029, this methodology will be evaluated by a new County Library Planning Committee.
6. OWLS member libraries that are located in Waupaca County may request funding according to the funding methodology described in this plan when one or more of the following criteria is met.
 - a. The municipality has territory in both counties.
 - b. The library's circulation to Outagamie County residents who reside outside of communities that maintain their own libraries exceeds 5% of the library's total circulation, using the definition of circulation in this plan.
7. The Oneida Community Library's payment will continue to be based on the methodology negotiated between Outagamie County and the Oneida Tribe of Indians of Wisconsin.

Formatted: Indent: Left: 0.5", No bullets or

Formatted

Commented [BS2]: New London Public Library meets both criteria, and the Clintonville Public Library meets b.

Goals and Objectives

Goal A: To continue membership in OWLS in order to ensure that all residents of Outagamie County have access to all library services provided by all public libraries in the county and library system.

Objectives:

1. Outagamie County shall regularly meet all statutory requirements in order to continue its membership in OWLS. (2025-2029)
2. Outagamie County shall regularly appoint ten members to the OWLS Board in accordance with this plan and with Section 43.19, Wisconsin Statutes. (2025-2029)
3. Outagamie County shall designate the OWLS Board to coordinate the implementation of countywide library services. (2025-2029)
4. Outagamie County shall encourage all municipal libraries in the county to continue their memberships in OWLS. (2025-2029)
5. OWLS shall continue working with neighboring systems and counties to resolve intersystem service inequities so that Outagamie County libraries are compensated adequately for providing services to residents of other systems. (2025-2029)

Goal B: To compensate public libraries at 100% of the funding methodology included in this plan for providing service to county residents residing in jurisdictions without local libraries.

Objectives:

1. OWLS shall annually collect circulation and expenditure data from municipal public libraries in the county and prepare a library budget request based on the County's funding methodology. (2025-2029)
2. OWLS shall annually submit the library budget request to Outagamie County in accordance with county and statutory deadlines. (2025-2029)
3. Outagamie County shall annually appropriate funding to compensate municipal libraries for providing services to residents of jurisdictions without local libraries. (2025-2029)
4. Outagamie County shall pay its annual library appropriation to OWLS for distribution to the appropriate municipal libraries. (2025-2029)

Goal C: To engage in continuous planning and education regarding the provision of public library services to Outagamie County residents.

Objectives:

1. The OWLS Board shall annually review this plan and shall forward to the County Board any recommended revisions. (2025-2029)
2. The County Board shall appoint a library planning committee to revise this plan or develop a new county library service plan whenever warranted. (2025-2029)
3. The County Board shall appoint a library planning committee to revise this plan or develop a new county library service plan. (2029)
4. OWLS shall annually contact library directors and county officials to inform them of options for appointing non-residents and youth to local library boards and shall encourage them to make such appointments. (2025-2029)
5. OWLS shall regularly provide detailed statistical information to all municipal libraries about services provided to residents of all jurisdictions within the county. (2025-2029)
6. Outagamie County shall encourage all municipal libraries in the county to regularly share information with town and county officials about library use by their constituents. (2025-2029)

Appendix A

Outagamie County Planning Committee Members - Appointed May 2024

Mitesh Ajmera
315 W. River Rd
Appleton, WI 54915

Tyler Baeten
34 Adams Way
Little Chute, WI 54140

Roberta Buchholtz
611 Pleasant Way
Seymour, WI 54165

Cindy Fallona, Kaukauna PL Trustee
301 W. Morningside Drive
Kaukauna, WI 54130

Peter Gilbert
1908 N Clark Street
Appleton, WI 54911

Wendy Hartman
N1058 Vander Maazen Dr
Greenville, WI 54942

B Looker, Appleton PL Trustee
208 E. Circle St
Appleton, WI 54911

Cathy Thompson, County Supervisor
330 East Winnebago Street
Appleton, WI 54911

Angela Ver Voort
N6429 Twelve Corners Road
Black Creek, WI 54106

Veronica Woodward
W7044 Puls Farm Place
Greenville, WI 54942

Support for Committee

Bradley Shipps
Kristin Laufenberg
Outagamie Waupaca Library System
3373 West Brewster Street
Appleton, WI 54914

Appendix B

Guiding Principles

In order to develop a plan, it is necessary to articulate the underlying principles and assumptions that inform and shape the plan. This plan has been developed in the context of the principles and assumptions listed below. These principles are based on statutory requirements, history, or current practices.

1. All Outagamie County residents should have convenient access to high quality library services and should be free to use any public library in the county or library system.
2. Outagamie County should continue to rely on its existing municipal libraries to provide countywide library service. There is no need for the county to implement a new structure to provide additional library services.
3. The county has a responsibility to fairly compensate municipal libraries for providing countywide service.
4. The county should continue to contract with OWLS, and OWLS should continue to contract with the individual municipal libraries to ensure that countywide service is provided.
5. Public libraries within Outagamie County currently provide sufficient access to a high level of services. Any future county library service plans should attempt to preserve this level of access and services.
6. Because municipal libraries are making satisfactory efforts to provide appropriate services, this plan need not recommend any minimum service standards. However, all municipal libraries are encouraged to develop services in accordance with the Wisconsin Public Library Standards.
7. Local library boards have autonomous authority for determining local library service programs. This authority includes a responsibility to plan and deliver local library services in the most cost-effective manner possible.
8. Local libraries have a responsibility to collect and report the circulation and financial data used to determine county budget requests as accurately as possible.
9. Outagamie County encourages municipalities to appoint non-residents to their public library boards so that all county residents are represented in decision-making regarding library policies and operations.

Waupaca County Library Service Plan: 2025-2029

Introduction

Wisconsin counties that participate in public library systems are responsible for providing library services to county residents who reside outside of communities that maintain their own libraries. Because Waupaca County is a member of the Outagamie Waupaca Library System (OWLS), it is required to engage in regular planning to ensure that county residents have access to adequate library services.

While county library service plans can address any appropriate issues, Wisconsin Statutes Section 43.11 requires that the Waupaca County plan address at least the following:

- How public library service will be provided to residents of those municipalities in Waupaca County not maintaining a public library.
- The method and level of funding to be provided by the County in order to implement services described in the plan, including the reimbursement of municipal libraries for providing countywide library service.
- A method for allocating membership on the OWLS Board between Outagamie and Waupaca Counties.

In May 2024, the OWLS Board was appointed to serve as the planning committee, and it developed this plan. A public hearing will be held, and the plan will be presented to the County Board of Supervisors for approval. It is intended for this plan to supersede the Waupaca County Library Service Plan: 2020-2024.

Review of the 2020-2024 County Library Service Plan

The Library Planning Committee's review of library service in Waupaca County indicates that the 2020-2024 Plan has been generally effective. Public libraries in the county have continued to do a good job of making high quality library services available to all residents of the county. They offer great value to the community, are open and welcoming to all, and provide a neutral, safe place for meetings. Participation in OWLS has been good for public libraries and library service in the county, and OWLS has done a good job of coordinating countywide library service. The principles articulated in the 2020-2024 Plan (Appendix B) continue to be valid and have guided the development of this plan.

The 2020-2024 Plan phased in the inclusion of electronic circulation in the funding formula. The decision to revise the formula was based on changes in library service and use due to the increasing availability and high demand for digital resources which allow patrons to make use of library collections without visiting the library building. This trend identified by the planning committee in 2019 has continued over the current plan period.

The COVID-19 pandemic had a profound impact on library service during the plan period. Physical circulation decreased 47% between 2019 and 2020 and then gradually rebounded to reach 71% of 2019 circulation in 2023. Total circulation of OverDrive items in 2019 was equal to approximately 9% of physical material circulation. Between 2019 and 2023, OverDrive circulation increased by 35% to equal approximately 17% of physical circulation. Further growth in electronic circulation has been hindered by the size of the collection. Libraries cannot afford to purchase enough items to meet demand, and waiting lists for popular titles are extremely long.

Because eligible expenditures increased 2% over the plan period, and total combined physical and electronic circulation decreased, Waupaca County libraries' average cost per circulation increased from \$4.21 in 2019 to \$5.69 in 2023.

Circulation to county residents living outside of communities with libraries increased from 42% of total circulation in 2019 to 43% in 2023. During the period covered by the Plan, the County's payments to municipal libraries increased at an average of 2.9% per year.

The 2020-2024 Plan recommended maintaining library funding at 100% of the formula for providing countywide library service, a threshold first achieved in 2014 and successfully maintained through 2024.

Another issue the plan addressed was to encourage the appointment of non-residents to library boards, especially those from the towns making the greatest use of the library. The Fremont and Marion library boards have added county appointments during the plan period. Local libraries were also encouraged to consider including youth members on their boards.

Finally, the committee considered another issue facing some Waupaca County public libraries. Libraries in municipalities located near the county line sometimes provide significant levels of service to residents of other counties, and OWLS regularly works to see that these libraries are compensated for their efforts. In 2022, OWLS initiated billing of Winnebago County on behalf of the Neuschafer Community Library for service provided to Winnebago County residents who reside outside of communities that maintain their own libraries, and in 2023, that billing was extended to include all Waupaca County libraries with eligible circulation.

History of Funding

Because of the switch in funding methodologies that occurred in 2000, libraries were being funded at different percentage levels of the new formula. The 2000-2004 Plan attempted to hold libraries harmless by freezing payments to libraries with higher funding levels and increasing payments to libraries with lower funding levels. While this approach helped, there was still a large variation in funding levels among libraries.

Because it was not equitable for some libraries to be receiving reimbursements at a higher level than other libraries, the County Finance Committee directed that the distribution of funds to libraries be reviewed and that libraries be brought "to equity by the 2007 budget year." Consequently, the 2005-2009 Plan included a funding methodology that was more aggressive in

moving libraries to the same funding percentage, and beginning in 2007, all libraries were funded at the same percentage level (82%) of the county funding formula.

This action required significant cuts in funding to some libraries. In 2005, the Marion library received a cut, and the Fremont, New London, Scandinavia, and Weyauwega libraries did not receive funding increases. In 2006, the Fremont and New London libraries received funding cuts, and the Scandinavia and Weyauwega libraries did not receive increases. In 2007, the New London, Scandinavia, and Weyauwega libraries all received funding cuts.

The biggest challenge for Waupaca County in the 2010 to 2014 Plan was to make better progress toward the goal of reimbursing municipal libraries at 100% of the funding formula for providing countywide public library service. Failure to fully compensate libraries for the county service they provide contributes to disparity in the levels of support for library service between municipalities with libraries and the remainder of the county. A result of receiving less than 100% funding is that municipal residents provide higher levels of support to subsidize the use of their libraries by non-residents.

Beginning in 2010, the budget request contained an amount sufficient to increase the overall funding level by 3% each year in order to fund all libraries at the 100% level by 2014. The 2015-2019 Plan maintained the same formula, and all libraries were funded at 100% for those five years.

The 2020-2024 Plan revised the formula to phase in reimbursement for electronic circulation over the plan period. The libraries were funded at 100% of the formula, subject to the phase-in percentage, for all of the plan years.

Year:	2010	2011	2012	2013	2014-2024
Funding Level:	88%	91%	94%	97%	100%

Rationale for the 2025-2029 Plan

The Planning Committee has concluded that the current system of paying for library services (i.e., residents of communities with libraries support them through their local property taxes, and all other county residents pay for library service as part of their county taxes) has been fair and equitable for all parties.

Equitable funding for library service is a priority for the OWLS Board, for the libraries providing the service, and for their municipalities. Consequently, the Committee recommends that the county funding level be maintained at 100% of the county formula for the duration of this plan. Because library reimbursements are exempt from the county's levy limits, Waupaca County is in a position to provide full funding to municipal libraries without any impact on other county programs.

However, the Committee fully understands the economic difficulties facing all levels of government and that the recommended funding methodology is only possible because of the levy exemption. It is understood by all parties that should library payments no longer be exempt from county levy limits the recommended funding methodology would need to be revisited.

As in the past, it is recommended that the county board regularly appoint five members to the OWLS Board. It is also recommended that OWLS continue to be the agent to coordinate the annual budget process.

The committee recommends the following funding methodology, which is based on a modification of the statutory funding formula and which assumes that the amount the county taxes for library payments continues to be exempt from the county's levy limits.

Deleted: TK¶

Recommended Funding Methodology

1. Determine Each Library's Cost of Service
 - a. A library's total operating expenditure in a given year, less capital expenditures, rent, or net lease costs, and expenditures from federal sources, fines, fees, gifts, grants, or donations, is divided by the total number of items loaned (i.e., circulation) during the same year to determine the library's cost per loan.

Electronic circulation will be included as part of the total circulation provided by a library if that library includes an amount in its annual operating budget to purchase or lease items in electronic format.

An electronic circulation is defined as an individual electronic file, corresponding to a commercial work, cataloged as a distinct resource, and made available for a limited, defined time period on an electronic device. As such "uses" or "hits" of electronic databases or similar files will not be considered "circulation." In order for an electronic circulation to count for reimbursement, OWLS must be able to obtain data from the content vendor that identifies the user's municipality.

Commented [BS1]: Based on definition of electronic circulation in the 2023 annual report instructions.

- b. A library's cost per loan is multiplied by its number of loans to county residents living in jurisdictions that do not maintain libraries to determine the library's cost of service provided to the county.
2. This plan recommends continuing funding at 100% of the formula.
3. Determine Each Library's Payment
 - a. Each library's payment will be determined by multiplying its cost of county service by the funding level for the particular budget year.
 - b. Each library's payment under the county formula will be compared to the statutory minimum funding level for that library. If a library's funding under the county's formula is less than the required state minimum, its appropriation will be increased to the required minimum amount.
4. Annually, OWLS will coordinate the budget request process and will submit a budget request equaling the total of the payment amounts for all county libraries.

5. The OWLS Board will monitor the effectiveness of this funding methodology and recommend any changes to Waupaca County. In 2029, this methodology will be evaluated by the next County Library Planning Committee.

6. OWLS member libraries that are located in Outagamie County may request funding according to the funding methodology described in this plan when one or more of the following criteria is met.

a. The municipality has territory in both counties.

b. The library's circulation to Waupaca County residents who reside outside of communities that maintain their own libraries exceeds 5% of the library's total circulation, using the definition of circulation in this plan.

Formatted: Indent: Left: 0.5", No bullets or

Formatted

Commented [BS2]: No Outagamie County libraries currently meet these criteria. Hortonville is closest with 3% cross-county circ in 2023.

Goals and Objectives

Goal A: To continue membership in OWLS in order to ensure that all residents of Waupaca County have access to all library services provided by all public libraries in the county and library system.

Objectives:

1. Waupaca County shall regularly meet all statutory requirements in order to continue its membership in OWLS. (2025-2029)
2. Waupaca County shall regularly appoint five members to the OWLS Board in accordance with this plan and with Section 43.19, Wisconsin Statutes. (2025-2029)
3. Waupaca County shall designate the OWLS Board to coordinate the implementation of countywide library services. (2025-2029)
4. Waupaca County shall encourage all municipal libraries in the county to continue their memberships in OWLS. (2025-2029)
5. OWLS shall continue working with neighboring systems and counties to resolve intersystem service inequities so that Waupaca County libraries are compensated adequately for providing services to residents of other systems. (2025-2029)

Goal B: To compensate public libraries at 100% of the funding methodology included in this plan for providing service to county residents residing in jurisdictions without local libraries.

Objectives:

1. OWLS shall annually collect circulation and expenditure data from municipal public libraries in the county and prepare a library budget request based on the County's funding methodology. (2025-2029)
2. OWLS shall annually submit the library budget request to Waupaca County in accordance with county and statutory deadlines. (2025-2029)
3. Waupaca County shall annually appropriate funding to compensate municipal libraries for providing services to residents of jurisdictions without local libraries. (2025-2029)

4. Waupaca County shall pay its annual library appropriation to OWLS for distribution to the appropriate municipal libraries. (2025-2029)

Goal C: To engage in continuous planning and education regarding the provision of public library services to Waupaca County residents.

Objectives:

1. The OWLS Board shall annually review this plan and shall forward to the County Board any recommended revisions. (2025-2029)
2. The County Board shall appoint a library planning committee to revise this plan or develop a new county library service plan whenever warranted. (2025-2029)
3. The County Board shall appoint a library planning committee to revise this plan or develop a new county library service plan. (2029)
4. OWLS shall annually contact library directors and county officials to inform them of options for appointing non-residents and youth to local library boards and shall encourage them to make such appointments. (2025-2029)
5. OWLS shall regularly provide detailed statistical information to all municipal libraries about services provided to residents of all jurisdictions within the county. (2025-2029)
6. Waupaca County shall encourage all municipal libraries in the county to regularly share information with town and county officials about library use by their constituents. (2025-2029)

Appendix A

Waupaca County Planning Committee Members - Appointed May 2024

Mitesh Ajmera
315 W. River Rd
Appleton, WI 54915

Tyler Baeten
34 Adams Way
Little Chute, WI 54140

Roberta Buchholtz
611 Pleasant Way
Seymour, WI 54165

Cindy Fallona, Kaukauna PL Trustee
301 W. Morningside Drive
Kaukauna, WI 54130

Diane Forsythe
N2279 Country Lane
Waupaca, WI 54981

Michelle Frola
E1862 Lake Shore Drive
Iola, WI 54945

Peter Gilbert
1908 N Clark Street
Appleton, WI 54911

Michael Hankins
Clintonville PL Trustee
80 Rohrer St
Clintonville, WI 54929

Steve Hart, New London PL Trustee
218 W. Spring Street
New London, WI 54961

Wendy Hartman
N1058 Vander Maazen Dr
Greenville, WI 54942

B Looker, Appleton PL Trustee
208 E. Circle St
Appleton, WI 54911

Lila Malvik-Shower
Waupaca County Supervisor, Iola PL Trustee
N9303 Pleasant Hill Rd
Iola, WI 54945

Cathy Thompson
Outagamie County Supervisor
330 East Winnebago Street
Appleton, WI 54911

Angela Ver Voort
N6429 Twelve Corners Road
Black Creek, WI 54106

Veronica Woodward
W7044 Puls Farm Place
Greenville, WI 54942

Support for Committee

Bradley Shipp
Kristin Laufenberg
Outagamie Waupaca Library System
3373 West Brewster Street
Appleton, WI 54914

Appendix B

Guiding Principles

In order to develop a plan, it is necessary to articulate the underlying principles and assumptions that inform and shape the plan. This plan has been developed in the context of the principles and assumptions listed below. These principles are based on statutory requirements, history, or current practices.

1. All Waupaca County residents should have convenient access to high quality library services and should be free to use any public library in the county or library system.
2. Waupaca County should continue to rely on its existing municipal libraries to provide countywide library service. There is no need for the county to implement a new structure to provide additional library services.
3. The county has a responsibility to fairly compensate municipal libraries for providing countywide service.
4. The county should continue to contract with OWLS, and OWLS should continue to contract with the individual municipal libraries to ensure that countywide service is provided.
5. Public libraries within Waupaca County currently provide sufficient access to a high level of services. Any future county library service plans should attempt to preserve this level of access and services.
6. Because municipal libraries are making satisfactory efforts to provide appropriate services, this plan need not recommend any minimum service standards. However, all municipal libraries are encouraged to develop services in accordance with the Wisconsin Public Library Standards.
7. Local library boards have autonomous authority for determining local library service programs. This authority includes a responsibility to plan and deliver local library services in the most cost-effective manner possible.
8. Local libraries have a responsibility to collect and report the circulation and financial data used to determine county budget requests as accurately as possible.
9. Waupaca County encourages municipalities to appoint non-residents to their public library boards so that all county residents are represented in decision-making regarding library policies and operations.

Additional funding for electronic resources

Rationale

Libraries are unable to meet patron demand for digital materials for several reasons:

- Demand is increasing for materials in digital formats
- Digital formats usually cost libraries more than physical formats
- Libraries are stretching collection budgets to buy more formats of the same titles
- Digital borrowing has less “friction” than borrowing physical items. The patron does not have to make a trip to the library or even wait until it is open.
- In this way, digital collections make library service more accessible to county residents who live farther from libraries.

Proposal

Designate an amount of county funding each year that libraries may use for purchases in digital collections that are accessible to all county residents.

Distribute the funds to libraries using the same formula we currently use to assign WPLC buying pool shares to the libraries for the statewide collection (based 25% on population and 75% on OverDrive usage).

Or, rather than a simple allocation, incentivize municipalities to allocate more funding for libraries’ digital collections that are accessible to all county residents by designating an amount of county funding each year that OWLS may use to match library purchases in the InfoSoup Advantage Overdrive collection.

We might request a flat amount of funding from each county or a percentage of the funding formula.

Example

Assume Outagamie County allocates \$20,000 and Waupaca County allocates \$5,000, we could assign each library a fund for purchases in the InfoSoup Advantage OverDrive account. Generally, these funds are used to fill local holds to reduce long wait times.

Total Matching Funds		\$20,000				
			2023		2023	
	Digital collections share	<u>Average %</u>	<u>* Popul Est.</u>	<u>%</u>	<u>O. Circ</u>	<u>%</u>
Appleton	\$12,724.21	63.6%	75,700	61.9%	178,427	64.2%
Black Creek	\$296.83	1.5%	1,340	1.1%	4,485	1.6%
Hortonville	\$923.60	4.6%	3,344	2.7%	14,581	5.2%
Kaukauna	\$2,121.16	10.6%	17,701	14.5%	25,894	9.3%
Kimberly	\$1,698.70	8.5%	7,608	6.2%	25,713	9.3%
Little Chute	\$1,445.17	7.2%	12,168	10.0%	17,560	6.3%
Seymour	\$652.38	3.3%	3,496	2.9%	9,440	3.4%
Shiocton	\$137.94	0.7%	924	0.8%	1,856	0.7%
Total	\$20,000.00	100.0%	122,281	100.0%	277,956	100.0%

Total Matching Funds		\$5,000				
			2023		2023	
	Digital Collections Share	<u>Average %</u>	<u>* Popul Est.</u>	<u>%</u>	<u>O. Circ</u>	<u>%</u>
Clintonville	\$747.09	14.9%	4,686	18.4%	9,569	13.8%
Fremont	\$173.62	3.5%	685	2.7%	2,592	3.7%
Iola	\$274.86	5.5%	1,233	4.9%	3,968	5.7%
Manawa	\$264.10	5.3%	1,428	5.6%	3,591	5.2%
Marion	\$225.49	4.5%	1,307	5.1%	2,986	4.3%
New London	\$1,171.17	23.4%	7,485	29.5%	14,874	21.4%
Scandinavia	\$81.21	1.6%	369	1.5%	1,168	1.7%
Waupaca	\$1,783.14	35.7%	6,392	25.2%	27,206	39.2%
Weyauwega	\$279.31	5.6%	1,826	7.2%	3,510	5.1%
Total	\$5,000.00	100.0%	25,411	100.0%	69,464	100.0%