



Required by Wis. Stat. §§ 43.17(5) and 43.24(3)

GENERAL INFORMATION

Library System

Outagamie Waupaca Library System

Describe significant needs and problems that influenced the development of this and other system plans.

The development of the 2026 system plan builds upon previous planning activities and previous plans. While many of the system's needs and problems do not change dramatically from year to year, new issues regularly arise, and ongoing issues experience a shift in focus or urgency. STRATEGIC PLAN In 2023, OWLS and NFLS completed a joint strategic planning process, which generated five high-level goals: sustainability and organizational health, explore and expand collaboration, equity of access, technology support and readiness, and cultivate innovation. Those goals inform this document. DELIVERY Delivery costs have increased steeply over the past several years, and in early 2025 our delivery vendor terminated service to the northwest portion of the state. Service in our region remained stable, but the long-term sustainability of service remains a concern. OWLS and OWLSnet member libraries support the launch of delivery pilot projects to increase equity of access to rapid, efficient delivery services as recommended in the PLSR report. INFORMATION TECHNOLOGY Local governments and agencies have been a frequent target of cybercrime, leading OWLS to invest significant resources in modernizing and securing our network infrastructure through upgrades in hardware, new software, and specialized staff training. Recent significant changes in IT vendors' licensing models and pricing are driving additional changes to operations. FUTURE OF SYSTEMS OWLS continuously participates in or monitors statewide processes and discussions relating to ensuring a strong future for Wisconsin's public library systems. OWLS has continued to investigate opportunities for collaboration with neighboring systems, counties, and libraries that are mutually beneficial. One objective in our new strategic plan is to explore the feasibility of a merger between NFLS and OWLS. In late 2025, we are conducting a merger feasibility exploration facilitated by WILS. FINANCIAL POSITION The increase in state aid to public library systems as well as high interest revenue in 2023-2025 have enabled OWLS to maintain current services and pursue objectives from our new strategic plan. However, due to inflationary pressures, OWLSnet fees increased by 2% in 2025, and will increase another 3% in 2026. Large annual increases in health insurance premiums place further strain on the operating budget. The system's financial position appears to be secure for 2026 and 2027. FUNDING FOR NONRESIDENT SERVICE OWLS libraries provide a high volume of service to non-residents. Excellent progress has been made in achieving and maintaining equitable county funding. Both Outagamie and Waupaca Counties have funded municipal libraries at or near 100% of their respective funding formulas since 2014. OWLS member libraries receive adjacent county funding from Brown, Calumet, Waushara, and Winnebago Counties. However due to the treatment of consolidated county libraries in statute, funding inequities remain. Shawano County became a consolidated county library at the end of 2017, which means that the Marion and Clintonville libraries are unable to bill for services provided to residents of Shawano County residing outside of municipalities with libraries. An intersystem agreement with NFLS provides compensation for a portion of this service. Another significant inequity exists between Portage County and Waupaca County. The Waupaca Area Public Library provides a significant level of service to Portage County residents, but because Portage County operates a consolidated county library and does not bill adjacent counties, they are not required to pay for the service their residents receive. OWLS will continue to monitor these situations and work with member libraries and adjacent library systems to determine the most effective methods for achieving equity in library services between systems, counties, and libraries. In addition, OWLS will continue to pursue legislative remedies to address inequities should it be deemed appropriate.

Did the library system consult member libraries in the development of this plan?

Yes, the library system included member libraries in the development of this plan.

If yes, describe the planning environment and process for this system plan. Include how member libraries are involved in plan development and review:

This year's plan reflects input from a variety of sources. The OWLS professional staff meet throughout the year to discuss issues important to the future of the system. The professional staff also met individually with staff from the Appleton Public Library, Nicolet Federated Library System, and member libraries on many occasions. Youth Services Meetings are held regularly to give OWLS children's librarians an opportunity to share with each other and with system representatives. The Administrative Advisory Committee of OWLSnet meets every other month. Input from the directors, children's librarians, and AAC meetings was considered in the development of the plan. In 2025 OWLS scheduled six meetings of member directors. Many of the priorities outlined in this plan were derived from those discussions. The OWLS Board meets every other month, holding a number of discussions and taking a variety of actions that contributed to the development of this plan. In addition to these regular events, data gathering from the joint strategic planning process in 2023 and the Technology & Resource Sharing plan in 2024 informed this year's plan development.

Does the library system have a formally appointed advisory committee under Wis. Stat. § 43.17(2m)?

No, the library system does not have a formally appointed advisory committee.

If the system appoints an advisory committee under Wis. Stat. § 43.17(2m), describe how the system makes appointments, posts meetings, and how the advisory committee reports to the library system board. Include a list of any additional system planning documents with the period covered and attach any planning documents which have not previously been provided to the Division:

	ASSURANCES	
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The following plan and compliance document provides assurance that your public library system intends to comply with all statutory requirements for public library systems for calendar year 2026. Indicate, with a Y or N, your system's intent to comply with each system requirement and provide the requested information under each system requirement.

Wis. Stat. § 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

☒ [Y] Wis. Stat. § 43.24(2)(a) Written agreements that comply with Wis. Stat. § 43.15(4)(c)4 with all member libraries.

☒ [Y] The system will provide a sample copy of the agreement with a list of all members signing and the dates signed to the Division by January 15.

If the system is providing the sample copy and list of members signing through a publicly available webpage, provide the URL here:

Resource Library Agreement

☒ [Y] Wis. Stat. § 43.24(2)(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.

☒ [Y] The system will provide a signed copy of the resource library agreement to the Division by January 15.

If the system is providing the resource library agreement through a publicly available webpage, provide the URL here:

Reference Referral, Interlibrary Loan, and Technology

☒ [Y] Wis. Stat. § 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.

For each reference, referral, interlibrary loan, and technology service listed below, indicate with a Y or N whether your system intends to provide the service. If your system intends to provide reference, referral, interlibrary loan, and technology services that are not shown here, please list those services in Others.

☒ [N] Reimbursed member libraries for ILL

☒ [N] Maintained ILL Clearinghouse

☒ [N] Contracted for ILL Clearinghouse

☒ [Y] Maintained a shared database of member library bibliographic records and holdings

☒ [Y] Utilized WISCAT to promote interlibrary loan

☒ [N] Maintained a system interlibrary loan plan

Indicate new or priority activities relating to this requirement for the plan year (if none, indicate so):

[1] The OWLSnet ILS exploration committee will present a report to AAC in November 2025, and in January 2026, AAC will select an ILS product. Pending those results, OWLS may launch an ILS migration project in 2026. [2] OWLS will work with AAC to explore models for improving funding of the Infosoup Advantage Overdrive collection.

Others:

[1] OWLS will continue to improve ILS workflows and roll out new features. [2] OWLS will maintain and improve the InfoSoup public access catalog via Bibliocommons and provide OWLSnet member libraries with customized library apps via Capira. [3] OWLS will continue to provide OWLSnet members with access to electronic resources including Ancestry Library Edition and Tumblebooks. [4] OWLS will maintain PC time management and print management solutions for public access PCs and wireless devices in the library. [5] OWLS will monitor total network bandwidth usage and request upgrades for individual library connections as needed. [6] OWLS cataloging staff will work to improve bibliographic data quality and catalog search results. [7] OWLS will continuously review and update OWLSnet policies and procedures with AAC. [8] OWLS IT staff will monitor and update network infrastructure and security practices as needed.

Other Comments:

	ASSURANCES (cont'd)	
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Inservice Training and Professional Consultation

[Y] Wis. Stat. § 43.24(2)(e) Inservice training for participating public library personnel and trustees.

The Division interprets inservice training to incorporate a range of in-person and virtual continuing education opportunities.

For each inservice training listed below, indicate with a Y or N whether your system intends to provide the opportunity. If your system intends to provide inservice training to participating public library personnel and trustees that is not shown here, please list those opportunities in Others below Professional Consultation.

[Y] Conducted workshops for member library staff and trustees

[Y] Maintained a calendar of CE events

[Y] Provided scholarships and grants for member library staffs

[N] Maintained a professional collection for system and member library staffs

Indicate new or priority activities relating to the inservice training requirement for the plan year (if none, indicate so):

[1] If we implement a new ILS in 2026, the project will involve extensive training for OWLS and member library staff. [2] OWLS IT staff are creating training videos to replace Infosec cybersecurity training. [3] After skipping 2025 due to staff leave, OWLS will resume hosting Hoot Con to provide training for member library staff in 2026.

Identify the names and email addresses of continuing education staff employed by the system for continuing education services:

See Appendix A.

If the system contracts with another system or entity to plan and conduct continuing education services, list that system or entity and provide a link to, or copy of, the current agreement:

See Appendix B.

Professional Consultation

[Y] Wis. Stat. § 43.24(2)(h) Professional consultant services to participating public libraries.

For each professional consultant service listed below, indicate with a Y or N whether your system intends to provide the service. If your system intends to provide professional consultant services that are not shown here, those services are listed in Others.

[Y] Public library administration and governance

[Y] Adult services

[Y] Youth services

[Y] Library automation

[N] Building and remodeling

[Y] Technical services

[Y] Interlibrary loan and resource sharing

[Y] Staff development (certification, CE, etc.)

[Y] Planning and evaluation, standards

[Y] Collection development

[Y] Legal issues

[Y] Public relations

[Y] Reference and information services

[Y] Inclusive Services

Indicate new or priority activities relating to the professional consultant services requirement for the plan year (if no change from current year, indicate so):

In 2026, NEWI member systems will explore the possibility of creating a shared consultant position to serve the whole region, funded by our increases in state aid to public library systems.

Identify consultants, specific service areas, and related activities. If the consultant is employed by a member library, indicate the library and the consultant's title:

See Appendix C.

	ASSURANCES (cont'd)	
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Others:

Since 2019, OWLS has provided financial and staff support for several member libraries to participate in the WILS Strategic Planning Cohort for small libraries.

Other Comments:

All members of the OWLS professional team are involved in new director orientation. Upon request, the OWLS professional team will visit member libraries and provide consulting reports in the areas of general library organization or workflow analysis. The OWLS Director and Consulting and Outreach Librarian schedule annual visits to each member library's board of trustees for training and consulting.

Delivery and Communication

☒ **Y** Wis. Stat. § 43.24 (2)(fm) Electronic delivery of information and physical delivery of library materials to participating libraries.

For each delivery or communication service listed below, indicate with a Y or N whether your system intends to provide the service. If your system intends to provide delivery or communication services for physical delivery, reference resources, personnel, and vendors that are not shown here, those services are listed in Others.

Delivery Services:

☒ **Y** Had regular courier or van delivery service

☐ **N** Provided an 800 number, phone credit card, or accepted collect calls

☐ **N** Used fax for document delivery/communication

☐ **N** Used mail as primary delivery system

☐ **N** Published a newsletter

ILL Transactions sent by:

☒ **Y** Email ☐ **N** OCLC ☒ **Y** Local automated system ☒ **Y** WISCAT

Indicate new or priority activities relating to this requirement for the plan year (*if none, indicate so*):

OWLS will evaluate all OWLS, Infosoup, and member library web sites hosted by OWLS for compliance with accessibility standards.

Others:

OWLS provides web design and hosting services to facilitate the electronic delivery of information from members to their constituents.

Other Comments:

	ASSURANCES (cont'd)	
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Service Agreements

[Y] Wis. Stat. § 43.24(2)(g) Service agreements with all adjacent library systems.

[Y] The system will provide a copy of the agreements to the Division by January 15. The agreements with adjacent systems – including consulting agreements, consortium agreements, etc. – must include a list of all systems signing the agreement.

If the system is providing the service agreements through a publicly available webpage, provide the URL here:

For each of the services listed below, indicate with a Y or N whether the service is provided for in the adjacent library system agreements for the report year. If your system intends to provide for services in its adjacent library system agreements that are not shown here, please list those services in Others.

[Y] Reciprocal borrowing between systems

[Y] Cash payments in cross-system lending

[Y] Continuing education

[Y] Delivery

[N] Newsletter exchange

[Y] Cooperative planning/information exchange

[N] Audiovisual services

[N] Cooperative purchasing

Others:

OWLS is collaborating with five other systems to take turns writing monthly articles for the Trustee Tale blog.

Other Comments:

Inclusive Services

[Y] Wis. Stat. § 43.24(2)(k) Promotion and facilitation of library service to users with special needs.

The Division interprets services to users with special needs as inclusive services. Inclusive library services are holistic, spanning library policies, collections, space, and services. Inclusive services reflect equity and accessibility for all members of the community, including services to individuals or groups for whom using the public library is difficult, limited, or minimized.

Indicate new or priority activities relating to this requirement for the plan year:

Following a successful inclusive services cohort in which representatives from several libraries explored library services for vulnerable adults in 2025, we anticipate launching another inclusive services cohort in 2026, topic to be determined. We are currently discussing the potential for a joint read-a-thon with Fox Valley Literacy.

Indicate new or priority activities relating to this requirement for the plan year:

[1] OWLS contracts with a member library director to provide inclusive services training and consulting to member libraries. [2] OWLS budgets annually for translation services for Infosoup marketing materials and other patron facing documents published by OWLS or by member libraries. [3] OWLS supports the work of Fox Valley Literacy providing grants, printing, design, and delivery of materials to tutors in other communities. FVL tutors and students make use of member library spaces. Two OWLS libraries hosted FVL's Faces of Literacy exhibit in 2025. We are currently discussing the potential for a joint read-a-thon.

Indicate new or priority activities relating to this requirement for the plan year:

Fox Valley Literacy

Indicate new or priority activities relating to this requirement for the plan year:

OWLS participates in the NEWI Continuing Education partnership, which provides regular workshops on inclusive services.

Other Comments:

	ASSURANCES (cont'd)	
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Other Types of Libraries

[Y] Wis. Stat. § 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.

[N] 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. The system will provide a copy of the agreement with a list of all signing libraries to the Division by January 15.

If the system is providing the agreements with other types of libraries through a publicly available webpage, provide the URL here:

None

For each service provided to other types of libraries listed below, indicate with a Y or N whether your system intends to provide the service. If your system intends to provide services to other types of libraries that are not shown here, please list those services in Others.

[N] Consultation

[Y] Continuing education / workshops

[Y] ILL (Direct) Union list of serials

[N] Union list of serials

[Y] Directory of libraries

[Y] Delivery services

[Y] Back-up reference services

[N] Newsletter

[N] Technical services

Others:

OWLS facilitates multitype collaboration by continuing some services previously provided by the Fox Valley Library Council, such as insurance for courtesy cards that grant public library patrons access to Lawrence University's collection.

Other Comments:**Library Technology and Resource Sharing Plan**

[Y] Wis. Stat. § 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 fifth January 1 thereafter, the public library system shall submit to the division a written plan for library technology and the sharing of resources.

[Y] The system will provide the current plan for library technology and resource sharing to the Division by January 1, 2026, if the system amended the plan since last submitting it to the Division or if the plan on file with the Division is no longer valid. See [the Library System Technology and Resource Sharing plan webpage](#) for the most current version of the system library technology and resource sharing plan.

If the system is providing the current technology and resource sharing plan through a publicly available webpage, provide the URL here:

<https://owlsweb.org/plans/>

Is the plan current and comprehensive for the technology and resource sharing services the system provides?

Yes, the library system technology and resource sharing plan is current and comprehensive for the technology and resource sharing services the system provides.

If no, describe what the system has added, changed, or eliminated from the plan in effect (and describe how the changes were reviewed with member libraries and approved by the system board):

Indicate new or priority activities relating to this requirement for the plan year:

ASSURANCES (cont'd)

Other Service Programs

Wis. Stat. § 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.)

NEW AND PRIORITY [1] OWLS will pilot a program to employ substitute library assistants to work as needed at member libraries. [2] In 2026, we will celebrate the 50th anniversary of OWLS with a party and other activities. LIBRARY SERVICES TO YOUTH [1] OWLS provides an email discussion list specifically for youth librarians to share information. [2] OWLS facilitates the interaction of youth librarians at 2-3 meetings per year. [3] OWLS provides programming grants for summer library program performers or other special program activities. [4] OWLS contracts with a member library for a librarian to serve as the system's Youth Services Liaison. PUBLIC INFORMATION AND PROMOTION [1] OWLS provides design and printing services for member libraries and system programs, including bookmarks, resource lists, brochures, signs, forms, logo design, and buttons for a nominal cost. [2] OWLS produces and distributes marketing toolkits for implementation by member libraries. [3] OWLS seeks to ensure that all member libraries, especially those with new directors, are aware of our full range of services. [4] OWLS provides materials to OWLSnet member libraries to promote the use of InfoSoup and other OWLSnet services.

Administration

[Y] The system will not expend more than 20 percent of state aid received in the plan year for administration.

[Y] The system will submit the prior year system audit to the Division no later than September 30, 2026.

Budget

[Y] The system completed and included the budget by service program category and fund source for the plan year ([see guidelines](#)).



	COLLABORATIVE ACTIVITIES	
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Briefly describe a new or enhanced collaborative activity with other libraries, public library systems, or other organizations.

One of the objectives in our strategic plan is to, "Intentionally and inclusively explore the feasibility of a merger between NFLS and OWLS." OWLS and NFLS have contracted with WILS to complete phase one of a merger exploration in the summer and fall of 2025. Following a report on phase one, the system boards will advise on whether to proceed with the next phase in 2026.

	CERTIFICATION	
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WE, THE UNDERSIGNED, CERTIFY that to the best of our knowledge, the information provided in this document and any attachments is true and correct, and that the system will be in full compliance with all applicable provisions of Chapter 43 of the Wisconsin Statutes for the year 2026.

Name of System Director	Signature of System Director	Date Signed Mo./Day/Yr.
Bradley Shipps	➤ 	9/18/25
Name of System Board President	Signature of System Board President	Date Signed Mo./Day/Yr.
Bastia Looker	➤ 	9/18/25

	FOR DPI USE LIBRARY SYSTEM PLAN APPROVAL	
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Pursuant to Wis. Statutes, the plan contained herein is:	DLT Assistant Superintendent Signature	Date Signed Mo./Day/Yr.
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Comments

PUBLIC LIBRARY SYSTEM 2026 ANNUAL PROGRAM BUDGET					
Program	2026 Public Library System Aid	System Aid Carryover and Interest Earned	Other State and Federal Library Program Funds	All Other Income	Total
Technology, Reference, and Interlibrary Loan*					
1. OWLSnet	220,094	0	0	923,122	
2. OWLS	163,216	0	0	5,000	
3.	0	0	0	0	
4.	0	0	0	0	
5. Electronic Resources	25,870	0	0	155,738	
Program Total	\$409,180	\$0	\$0	\$1,083,860	\$1,493,040
Continuing Education and Consulting Service*					
1. CE & Consulting	130,796	0	0	0	
2.	0	0	0	0	
Program Total	\$130,796	\$0	\$0	\$0	\$130,796
System Programs*					
Delivery Services	168,303	0	0	31,296	\$199,599
Inclusive Services	23,866	0	0	0	\$23,866
Library Collection Development	0	0	0	0	\$0
Direct Payment to Members for Nonresident Access	0	0	0	3,252,411	\$3,252,411
Direct Nonresident Access Payments Across System Borders	15,000	0	0	901,505	\$916,505
Youth Services	55,037	0	0	0	\$55,037
Public Information	70,655	0	0	6,000	\$76,655
Administration	134,333	10,000	0	500	\$144,833
1. Capital	5,000	0	0	0	
2. Special Projects- Anniversary	0	5,000	0	0	
3.	0	0	0	0	
4.	0	0	0	0	\$10,000
Program Total	\$472,194	\$15,000	\$0	\$4,191,712	\$4,678,906
Grand Totals	\$1,012,170	\$15,000	\$0	\$5,275,572	\$6,302,742

*These programs may be divided into subprograms at the discretion of the system. If choosing not to use subprograms, enter amounts on line 1. Line 5 is reserved for the amounts budgeted for electronic resources ([see program budget guidelines](#)).

Public Library System Plan

PI-2446 Continuing Education Staff - Appendix A

Wisconsin Public Library System Plan Period: **2026Start , (2026-01)** Months: **12**

Location (1)	Name	Email
Outagamie Waupaca Library System	1	1
Outagamie Waupaca Library System	Molly Komp, Training Librarian (not responsible for Director CE)	mkomp@owlsweb.org

Public Library System Plan

PI-2446 Continuing Education Service Contracts - Appendix B

Wisconsin Public Library System Plan Period: 2026Start , (2026-01) Months: 12

Location (1)	Library System	Other Entity	Provide contract or URL	Contract URL
Outagamie Waupaca Library System	1	1	1	1
Outagamie Waupaca Library System	Winnefox Library System	NEW! CE Collaboration	Yes, will provide.	

Public Library System Plan

PI-2446 Professional Consultation Staff - Appendix C

Wisconsin Public Library System Plan Period: 2026Start , (2026-01) Months: 12

Location (1)	Name	Service Area	Related Activities	Member Library	Title
Outagamie Waupaca Library System	6	6	6	2	6
Outagamie Waupaca Library System	Bradley Shipps	All of the above and other library requests	Answering library queries via email and phone, disseminating information from statewide meetings, board visits, directors meetings, etc.		Director
Outagamie Waupaca Library System	Kristin Laufenberg	Library administration, governance, programming, grant writing, collection development, planning, and more	Answering library queries via email and phone, disseminating information from statewide meetings, board visits, directors meetings, regular meetings with other system consultants, etc.		Consulting & Outreach Librarian
Outagamie Waupaca Library System	Chad Glamann	Library web sites, marketing, and advocacy	Answering library queries via email and phone, participating in statewide marketing cohort, coordinating library marketing cohort, training library staff on web sites, director's meetings, etc.		Web & Marketing Coordinator
Outagamie Waupaca Library System	Amanda Lee	ILS, technical services, operational procedures	Answering library queries via email and phone, coordinating consortium governance meetings, planning, etc.		OWLSnet Manager
Outagamie Waupaca Library System	Elizabeth Timmins	Inclusive Services Liaison	Disseminating information from statewide meetings and emails, providing inservice training at directors meetings and library staff meetings, making recommendations to system staff, etc.	Muehl Public Library, Seymour	Director
Outagamie Waupaca Library System	Amy Wojnowski	Youth Services Liaison	Disseminating information from statewide meetings and emails, convening regular meetings of youth services staff, making recommendations to system staff, etc.	New London Public Library	Children's Librarian