

FOND DU LAC COUNTY

LIBRARY SERVICE PLAN

*2008 - 2012*

THIS AGREEMENT is by and between Fond du Lac County, a State of Wisconsin Municipal Corporation, hereinafter called "COUNTY," and the Winnefox Library System, a public library system organized in accordance with Chapter 43 of the Wisconsin Statutes, hereinafter called "WINNEFOX."

WHEREAS, in accordance with Wisconsin Statutes, Section 43.15(4)(b), the County may participate in a federated public library system if it does all of the following:

1. Adopts and maintains the plan of library service submitted and approved under Section 43.11 and 43.13(1), Wisconsin Statutes.
2. Provides the financial support for library services required under Section 43.15(2).
3. Enters into a written agreement with the public library system board to participate in the system and its activities and to furnish library services to residents of those municipalities in the county not maintaining a public library, and

WHEREAS, pursuant to Section 43.11(3)(c), Wisconsin Statutes, the plan of library service for a county shall provide for library services to residents of those municipalities in the county not maintaining a public library under Chapter 43. The services shall include full access to public libraries in the county participating in the public library system and may include books-by-mail service, bookmobile service, the establishment of additional libraries or other services deemed appropriate by the committee. Services may be provided by contracting with existing public libraries in the county or in adjacent counties or with the public library system or by creating a county library organization under Chapter 43. The plan of library service for a county may provide for improving public library service countywide and in municipalities that have libraries. The plan shall specify the method and level of funding to be provided by the county to implement the services described in the plan and shall describe the services to be provided by the public library system and the allocation of state and county aid to fund those services, and

WHEREAS, Winnefox has been organized and operates as a federated public library system within the meaning of Section 43.19, Wisconsin Statutes, and

WHEREAS, it is in the best interest of Fond du Lac County to contract with Winnefox to provide for the extension and development of library services described in the Long Range Plan of Library Service, hereinafter called the Plan, which is incorporated hereto as Appendix A.

NOW IT IS HEREBY AGREED as follows:

- a. The Fond du Lac County Board of Supervisors authorizes the Winnefox Library System to negotiate and execute such Agreements as are necessary to implement the Plan attached hereto for the calendar year 2008 – 2012 and will provide annual funding consistent with the recommendation of the County Executive subject to approval by the full County Board. Such amount will not be less than

70% of actual cost as outlined in Wis.Stat. 43.12

1. The County agrees to participate in the Winnefox Library System and its activities.
2. Winnefox, pursuant to Section 43.24(2), Wisconsin Statutes, in order to qualify for and maintain its eligibility for state aid, shall ensure that all of the following are provided:
  - 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 under Section 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.
  - 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 an agreement with that library.
  - c. Referral or routing of reference and interlibrary loan requests from libraries within the system to libraries within and outside the system.
  - d. In-service training for and professional consultation with participating public library personnel and trustees.
  - e. Rapid and regular delivery and communications systems for participating public libraries as evidenced by a written plan and service program.
  - f. Electronic delivery of information and physical delivery of library materials to participating libraries.
  - g. Service agreements with all adjacent library systems.
  - h. Professional consultant services to participating public libraries and counties as evidenced by a written plan and a service program.
  - 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.
  - j. Continuous planning with the Division for Libraries and Community Learning, Department of Public Instruction, Madison; hereinafter referred to as "division" and with participating public libraries and counties in the area in regard to developing the library materials collection to meet the service needs as evidenced by a written collection development plan.
  - k. Promotion and facilitation of library service to users with special needs.

- 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 and a written plan for furthering cooperative activities among all types of libraries.
  - m. Continuous planning with the division and with participating public libraries and counties in the area in regard to the library automation and technical services as evidenced by a written plan.
  - n. That, if the system reimburses a participating public library for the costs of providing interlibrary borrowing services to an individual who holds a valid borrower's card of another participating public library, the reimbursement shall not exceed the actual costs incurred by the public library in providing such services. The department shall promulgate rules defining "actual costs" for the purposes of this paragraph.
3. The County agrees to provide financial support as stated above to implement the Plan for the calendar year 2008 - 2012 and in a manner consistent with the methodology contained therein.
4. The County shall be entitled to membership on the library boards of the participating libraries as provided in Section 43.60(3), Wis. Stats. Appointment of County members of the library boards shall be made by the Fond du Lac County Executive subject to confirmation by the Fond du Lac County Board of supervisors.
5. The County designates the Education, Extension & Agriculture Committee and the Fond du Lac County Librarian Advisory Committee as the Fond du Lac County Library Planning Committee.
6. The County may request an audit of borrower registration records of the participating libraries for the purpose of ascertaining that the registration procedures for borrowers are applied equitably to both city and county residents and that the borrower-circulation percentage figures described in the Plan are accurate. This provision cannot violate provisions of sec. 43.30, Wis. Stats., Public Library Records which relates to the confidentiality of library records.
7. The parties further agree to work cooperatively to further improve public library service to County residents.
8. Winnefox agrees to provide such financial or operational reports of its activities as the County deems appropriate and desirable.
9. Winnefox will present an annual request for a County library appropriation in accordance with the County's budgeting procedures and will distribute any such funds to the participating libraries on the basis of this and Member Library Agreements.



## WINNEFOX LIBRARY SYSTEM

### PLAN OF LIBRARY SERVICE - FOND DU LAC COUNTY –2008 - 2012

#### INTRODUCTION

#### STATEMENTS OF PRINCIPLE:

1. The people of Fond du Lac County should have convenient access to all library services being provided by all municipal libraries within Fond du Lac County on the same terms as the municipal residents supporting such libraries. The people should be free to use any or all libraries at their discretion.
2. It is the responsibility of Fond du Lac County to compensate the municipal libraries in an adequate manner for the use made of them by county residents who have no local public library services [Wisconsin Statutes 43.15(4)(b)].
3. The authority of Fond du Lac County relative to library services is defined by statute and accomplished through adoption of a county plan of service, contract negotiations, and appointments to local library boards and the Winnefox Library System Board [Wisconsin Statutes 43.15(4)(b), 43.19, 43.60(3)]. The authority for determination of local library service program rests with each public library board of trustees as provided by statute [Wisconsin Statutes 43.58-43.60]. That local autonomy is not sacrificed to either the Winnefox Library System or Fond du Lac County [Wisconsin Statutes 43.19(2)(b)].
4. The participating libraries recognize a responsibility to provide library services in the most cost effective manner. The libraries will cooperatively study the availability of information services in Fond du Lac County and survey county residents to determine what library services are most needed. Each library will then initiate planning processes that result in the provision of services in the most cost-effective way. These processes will provide for appropriate involvement of all interested parties.
5. Residents of those municipalities with libraries should be assured of access to the other libraries in Fond du Lac County. No compensation will be necessary when respective use is determined to be reciprocal.
6. Residents of Fond du Lac County living outside of municipalities with libraries should have access to the resources of other libraries within the Winnefox Library System. It is the responsibility of the County to reimburse libraries for that service [Wisconsin Statutes. 43.11 (3) (c)], in accordance with the Plan.
  - a. Fond du Lac County shall provide reimbursement to Winnefox member libraries serving Fond du Lac County residents living outside of municipalities with libraries at least 70% of cost (excluding gifts and endowments, grants, and support for shared services as required by Statute).

- b. Winnefox Library System member libraries located outside Fond du Lac County electing to request payment must submit a bill for service provided in the preceding calendar year to the County Library Planning Committee by June 1 of each year so that an amount may be budgeted for the following fiscal year.
8. Residents of the Winnefox Library System should have access to the resources of other libraries outside of the Winnefox Library System. No compensation will be necessary when respective use between Systems is determined to be reciprocal unless a portion of a city legally exists within Fond du Lac County [Wisconsin Statutes.43.12].
9. To the extent possible, the development of library services in Fond du Lac County should occur in a way that does not seriously undermine local library service development or the present quality of library services.
10. It is imperative to establish agreements which preserve the stability of the Winnefox Library System and which maintain access to library services for all county residents.
11. All of the public libraries in Fond du Lac County should be adequately compensated for nonresident use based upon the above principles. They should be compensated in the same manner. The methodology for determining the County's share of library service costs and library allocations shall be as follows:
  - a. Prior to June 1 of each year, the Brandon, Campbellsport, North Fond du Lac, Fond du Lac, Oakfield, Ripon, and Waupun Public libraries shall submit a worksheet to the Winnefox Assistant Director listing the total operating expenditures for the library as stated in the library's latest Annual Report submitted to the state.
  - b. Each worksheet shall exclude any expenditure made with any federal funds, gifts, grants, or endowments, or for capital expenses. These amounts, if any, will be deducted from the library's total operating expenditures to determine a base to calculate the cost per-circulation at the library.
  - c. Each worksheet shall list the total circulation at the library.
  - d. The base operating expenditure reported in "b" will be divided by the library's total circulation reported in "c" to determine the cost per-circulation at the library.
  - e. Each worksheet will report the total circulation to residents of Fond du Lac County who live outside municipalities that support libraries.
  - f. The cost per-circulation at each library calculated in "d" will be multiplied by the total non-resident circulation "e" to determine the cost of serving county residents at the library.

- g. Such calculations will form the basis of the funding request to be submitted to the County Executive and the Agriculture, Education, and Extension Committee of the County Board.
  - h. Starting with the funding request presented in 2009 for funding in 2010, libraries with a cost per circulation greater than 115% of the county average will present detailed information to the County Executive regarding the reasons for their higher than average cost per-circulation. The County Executive may limit the appropriation to these libraries.
12. All participating libraries will agree to the same contractual service and audit provisions of the County Agreement.
  13. Under the terms of this Plan and Agreement, the public libraries may provide such outreach services as they deem necessary and worthwhile. Their provision will affect the county library appropriation only insofar as they affect each library's proportion of circulation.
  14. In the event of the County failing to provide for full funding as provided for in this Plan and Agreement, the first service priority shall be for the participating libraries to maintain open access to each respective library and the honoring of valid borrower cards. Service reductions may be considered in non-mandated services.

### **Sharing Costs for Library Services**

1. At present, the fairest way for municipal libraries and Fond du Lac County to share the costs of library service with County is based on measuring the benefit of library services to county residents.
2. Both parties recognize that as electronic services transform libraries, circulation of physical items becomes an increasingly inaccurate measure of the benefit of library services. Though this has been recognized as a problem nationally, no reliable output measures currently exist that can reliably track the usage of total library service.
3. It is also recognized that a circulation-based cost sharing formula conflicts in a very significant way with a more important goal of library service provision – the encouragement of use of library service.
4. We therefore intend to explore more equitable means of cost sharing that support the totality of library services, not simply circulation.

### **Goals and Activities for 2008 through 2012**

Goal 1: Operate libraries within Fond du Lac County as effectively and efficiently as possible.

Activities:

1. Winnefox staff and the directors of libraries within the county will meet on a regular basis to discuss service issues and concerns in order to achieve joint solutions to joint problems and to engage in continuous long range planning.
2. All parties agree to explore possibilities for increased resource sharing and cooperation aimed at operational efficiency.

Goal 2: System libraries will offer county residents access to a wide variety of electronic information resources.

Justification: All parties recognize that the provision of electronic resources allows libraries to provide information 24/7 to county residents. Remote electronic access to services via the Internet will negate the necessity for county residents to have to travel any distance to gain access to information. Equal access to information and knowledge is extremely important to maintaining democracy and the quality of life of all citizens of the county.

Activities:

1. Once County reimbursement for service to rural county residents equals 100% of actual cost, County Libraries will select a number of electronic services that will benefit all residents of the County. Licensing for such services will be carried out by the Fond du Lac Public Library. The cost of these services will be added to the annual funding request submitted to the County Executive and AE&E Committee.
2. Winnefox and Fond du Lac Public Library will continue to build collections of electronic resources (EBooks and online databases) and coordinate selection with Fond du Lac County libraries.
3. County libraries will identify and inventory local history resources (texts, cemetery indexes, oral histories and others) that are candidates for digitization.
4. The Winnefox Electronic Resource Development Team will assist libraries within the county in digitizing local history resources so that they may be more easily accessed by county residents over the Internet.
5. Winnefox will continue to explore the provision of 24/7 reference service via chat and email to county residents.
6. County libraries and the Winnefox System will work with other service providers to explore the needs and possibilities of offering county-specific electronic services such as access to government information and community events calendars.
7. All parties – Fond du Lac County, municipal libraries, and the Winnefox Library System – will explore ways to expand electronic information access within libraries for those who do not have ready access at home.
8. County libraries recognize that not all information provided on the Internet is of

equal quality or value. Libraries will attempt to assess the information needs of citizens and provide recommendations of quality Internet resources that will meet those needs.

9. In order to provide leadership to county residents in the provision of electronic resources, library staff must maintain a high level of electronic information literacy. Each library in the county will attempt to send each staff member to at least one workshop annually to refine their computer skills.

Goal 3: Fond du Lac County libraries will work with schools and other service providers within the county to provide the best possible educational opportunities for Fond du Lac County citizens.

Justification: Libraries serve a traditional role in providing educational opportunities for patrons of all ages. Despite ongoing efforts by libraries, schools, and other service providers, illiteracy and information illiteracy continues to be a problem for some citizens. By working together, all interested parties have a better chance at finding solutions to problems and may do so more economically.

Activities:

1. County libraries will attempt to provide the books, space and other physical resources necessary needed by agencies dealing with adult illiteracy within the county.
2. County libraries will provide support for parents and teachers in encouraging reading by offering books and programs for preschoolers. Libraries recognize that a child's best chance to become a lifelong reader is through gaining encouragement for reading within the family. Libraries will work with Headstart, literacy councils, and other family centered agencies to encourage family literacy.
3. County libraries recognize that simply providing electronic information is not enough to ensure access by citizens. County libraries will continue efforts to provide instruction in the use of Internet resources, both informally and formally, and aid county citizens in becoming good information consumers.

Goal 4: County libraries will provide outreach services to meet the needs of residents who cannot visit county libraries because of age, physical disability or special needs.

Justification: Library services are vital to the well being of all county residents. As such, it is the responsibility of both the county and municipal libraries to ensure that library services are provided in the most effective and efficient means possible no matter what service delivery option is chosen.

Activities:

1. Cooperative outreach services from FDL County Libraries should:

- Support family literacy by bringing books and reading to children and to encourage parents and caregivers to read with their children.
- Support the work of teachers working with elementary school age children and younger, by helping them introduce children to libraries, reading, and learning.
- Bring library service to those unable to conveniently access libraries. This includes both those who live a great distance from one of the libraries in the County as well as those who, because of age or disability, cannot travel to a library.

To meet these objectives, libraries in FDL County will develop plans for county wide delivery of service to the homebound and increase purchases of children's material for use by educators, agree on consistent rules for "Teachers Cards". Steps taken to meet these goals will be reported to the AE&E Committee of the County Board annually prior to the funding cycle.

2. Libraries in the county should collaborate in planning and implementing outreach services throughout the county in order that services may be as effective and efficient as possible.
3. As county reimbursement to public libraries is increased to fund the full cost of service to rural residents (100% cost of service as defined by statute), libraries will direct at least some of the increased funding to improving outreach services.
4. FDLPL will enter discussions with town or village representatives in areas of the county that are more than 9 miles from an existing library regarding the possibility of opening satellite service outlets in these municipalities.
5. Libraries in the County should establish a permanent "Outreach Services Advisory Committee" to provide continuing input to the Library Board of Trustees regarding outreach services.
6. Libraries will market outreach services cooperatively and develop a marketing plan to be included in the Long Range Plan for Library Service submitted to the county.
7. The mission of the bookmobile is to connect children and families to reading. The bookmobile services childcare agencies and elementary schools that do not have media centers; and brings library service to remote areas in the county.
8. The bookmobile service should not compete with any of the public libraries in the county. Rather it should compliment other library services and extend service.
9. FDLPL should continue to operate the bookmobile as long as it is an effective means of extending service and it is financially feasible. Operating the bookmobile should not prevent the library from exploring other services that may prove to be equally or more effective.

10. FDLPL should explore alternative funding for the bookmobile.

Goal 5: Promote library resources as a means of improving the economic resources of the county.

Justification: Library resources have a major impact on the economic well-being of the communities they serve. Often the library is a premiere destination for citizens traveling to the community's central downtown. Other times, the library can be a source of economic information for local businesses and the public.

1. County libraries, assisted by Winnefox marketing staff, will work together to survey the needs of county businesses and residents for economic information.
2. County libraries will use survey needs to coordinate purchases of information sources between libraries.
3. County libraries will work with local governments and other organizations to reinforce the role of libraries as a destination for those traveling within and to each community, further strengthening the viability of central business districts.

Goal 6: Libraries will receive fair and adequate reimbursement from the County for serving rural residents. County officials will receive adequate reporting from County libraries and participate in planning for service.

Activities:

1. The County Executive will appoint a county Board member to each library Board in Fond du Lac County.
2. In 2008 County Library Directors will recruit personnel from the Winnefox Library System and/or WLS member libraries from other counties to perform an audit of circulation records in order to assure accurate reporting to the county. The results of this audit will be provided to the County Executive. Future audits will be carried out at least every five years or upon request of the County Executive.

Evaluation:

County librarians will provide an annual report to the Education, Agriculture and Extension Education Committee assessing progress on achieving the goals of this plan no later than May 1<sup>st</sup> of each year.

**Attachment B:  
Summary of Annual Reimbursement to County Libraries**

**Total 2012 Library Funding** **\$1,240,820**

**Funding for Fond du Lac County Libraries**

<b>Library</b>	<b>2012 Library Funding</b>
Brandon	\$22,489
Campbellsport	\$80,429
Fond du Lac	\$801,385
North Fond du Lac	\$44,926
Oakfield	\$26,032
Ripon	\$105,968
Waupun	\$76,755
<hr/> Total	<hr/> \$1,157,984

**Funding for Libraries in Adjacent Counties** **\$82.836**