

Jefferson County Library Service

% Dwight Foster Public Library
Mailing Address: 209 Merchants Avenue
Fort Atkinson, WI 53538

Jefferson County Library Board Meeting

Meeting Location:

Johnson Creek Public Library

125 Lincoln Street

Johnson Creek, WI 53038

Tuesday, November 28, 2017

5:00 p.m.

Agenda

1. Call to Order
2. Introduction of Eric Robinson, Director of Dwight Foster Public Library, and Trustee Mark Elworthy, Whitewater Unified School District
3. Recognition of Service for Outgoing Trustee Sue Hartwick, Retiring Johnson Creek Library Director Luci Bledsoe, and Former Dwight Foster Public Library Director Kelly TerKeurst
4. Approval of Minutes of July 26, 2017 Meeting
5. Comments from the Public
6. Correspondence
7. Administrator's Report – Eric Robinson
8. Report from Library System Representative
9. Report from Library System Director – Connie Meyer
10. New Business
 - a. Planning for 2018 - Discussion
 - b. Reports from County Libraries - Discussion
 - c. Future Meeting Dates – Discussion
 - d. Adjournment

Following the meeting, please join us to celebrate both Sue and Luci's significant contributions to Jefferson County library services. Light refreshments provided.

Report on Agenda Items:

There will be introductions of the new director at the Dwight Foster Public Library who also serves as the administrator for the Jefferson County Library Service and the newest member of the County Library board, Mark Elworthy, the school appointment who replaced Jeff Zaspel.

There will be a public acknowledgment for the years of service that Sue Hartwick, Luci Bledsoe, and Kelly TerKeurst devoted to improve library services in Jefferson County.

The draft minutes from the last meeting are **enclosed** in this packet.

There will be a discussion of the process to update the strategic plan in 2018 so that it is ready for 2019. The current plan is **enclosed** in this packet. FYI: I updated the hyperlinks in the plan to the new county library website.

There will be a general discussion about timing for next year's meeting dates. Exact dates probably won't be selected at this meeting.

Please plan to stay after the meeting to join us in light refreshments and a celebration of Sue and Luci's contributions!

JEFFERSON COUNTY LIBRARY BOARD MEETING MINUTES
July 26, 2017 at the Dwight Foster Public Library in Fort Atkinson

Meeting was called to order by President Ager at 5:03 p.m.

Board Members Present: Linda Ager, Art Biermeier, Leigh Froelich, Sue Hartwick, and Nancy Lust, Dwayne Morris and Mark Elworthy were absent.

Library Directors Present: Joan Behm, Cambridge; Luci Bledsoe (Johnson Creek); Kelly TerKeurst, Fort Atkinson; Leann Lehner (Jefferson); Laura Gest, Palmyra; Kelli Mountford, Waterloo; Peg Checkai, Watertown; and Stacey Lunsford, Whitewater. Gerard Saylor, Lake Mills, was absent.

Other Guests: Tom Fick, Trustee, Dwight Foster Public Library; Connie Meyer, Bridges Library System Director; and Victoria Pratt and Julie Olver of the Jefferson County Economic Development Consortium.

Minutes: Two corrections were made to the Feb. 28, 2017 minutes – a correction to Leann Lehner’s name and insertion of the word ‘items’ in a description of weeding at Lake Mills. Minutes were declared approved with those changes.

No public comments or correspondence

Presentation on the Jefferson County Economic Development Consortium: Executive Director Victoria Pratt gave an overview of the work of the JCEDC and inquired of those present as to how they saw libraries helping economic development. The consensus answer was as community assets that improve quality of life.

Old Business

Update on Formula for County Budget Request: Connie Meyer, Bridges Library System Director, reported that the Formula Committee met two times and is ready to make a recommendation. The focus is not on expanding the pie so much as the distribution of funds. A challenge with the current formula is consistent planning. Large changes in funding from year to year make it hard to plan for regular operational needs. To help stabilize funding, the committee is recommending the county library board adopt a formula that provides for a safety net prohibiting a drop of more than 5% or \$5,000. A library’s funding could increase by more than the 5% or \$5,000, but not decrease beyond those numbers.

During discussion, all librarians indicated their support of the change. Art Biermeier made a motion to adopt a revised formula for the county funding calculation in which the distribution of funds would ensure no library would suffer a decrease of more than 5% or \$5,000; motion was seconded by Leigh Froelich. Motion approved.

New Business

- A. **2018 County Library Service Budget Request:** Meyer introduced the documents detailing the budget request noting that in the ‘Ask’ portion there has been a switch to using the aggregate calculation to determine the countywide cost of providing services to rural users, instead of adding up the libraries individual reimbursement amounts. The numbers are quite similar but the aggregate method is easier to calculate and explain. Rural usage increased last year, leading to an increase in the reimbursement request. Biermeier made a motion to approve the 2018 Jefferson County Library Service Request as presented; seconded by Froelich. Motion approved.
- B. **2018 Jefferson County Resource Library Budget Request:** Fort Atkinson Library Director Kelly TerKeurst presented a \$500 budget request made by the Dwight Foster Public Library to act as the Resource Library for 2018, which was the same as 2017. Nancy Lust made a motion to approve the budget request as presented; seconded by Biermeier. Motion approved.

- C. **Jefferson County Library Service Plan:** TerKeurst noted that the County Library Service Plan expires at the end of 2018. It was agreed to put this item on the agenda of the November 2017 meeting in order to discuss how the Board would like to handle reviewing and updating the 2016-18 plan so it will be ready to go at the start of 2019.

Administrator Report:

- TerKeurst reported that she is leaving her position at the Dwight Foster Public Library to move to England in October. She thanked everyone for all their work on behalf of libraries.

Bridges Library System Rep Report – Linda Ager:

- Bridges had a presence at both the Waukesha and Jefferson County fairs.
- The annual Trustee Dinner is set for 5 p.m. on September 27th at the Country Springs Hotel in Waukesha.
- Bridges approved their 2018 budget which includes more money for Overdrive.

Library System Director Report – Meyer:

- The Public Library System Redesign Project is moving along. There was a Steering Committee retreat to which library system directors were invited to give input. The PLSR report is due by the end of May 2018.
- The Waukesha County Library Service Plan was just approved by Waukesha County. It is 67 pages long. The mandatory standards were 16 years old so the various library boards had to approve the updated versions and 15 of the 16 library boards did so.

Reports from County Libraries:

Cambridge: They are enjoying their new library.

Fort Atkinson: TerKeurst noted they are now circulating STEM kits thanks to a Bridges grant.

Jefferson: Lehner reported a good summer. They filled their tech/cataloguing position and the youth services person is starting library school. New security lights are coming.

Palmyra: Gest reported on her first six months at the library. They received a grant to check out kayaks.

Waterloo: Mountford reported a good summer. Had a very successful program with an author of a craft beer book.

Watertown: Checkai reported a good summer including the repair of their front steps.

Whitewater: Lunsford reported that there has been no proposal put forward yet about a public/private partnership to build a new library. It's still up in the air.

Other:

- Hartwick noted the need for someone to fill the role of Secretary for 2017 as that office was left unfilled at the officer elections held at the Feb. 2017 meeting. Froelich agreed to act as Secretary going forward.

Next Meeting: Next meeting will be in November.

Adjournment: Biermeier moved to adjourn; seconded by Lust. Motion passed. Meeting adjourned at 6:57 p.m.

Respectfully Submitted,
Sue Hartwick
September 22, 2017

Background

Chapter 43 of the Wisconsin Statutes established the state's policy regarding public libraries. Because Chapter 43 outlines certain responsibilities for counties, it is important to note that this policy emphasizes:

- The importance of providing all of Wisconsin residents with free access to knowledge, information, and diversity of ideas;
- The critical role played by public, school, special, and academic libraries in providing that access;
- The major educational, cultural, and economic asset that is represented in the collective knowledge and information resources at the libraries in Wisconsin;
- The importance of public libraries to the democratic process; and
- That the most effective use of Wisconsin's library resources can occur only through interlibrary cooperation among all types of libraries and with the effective use of technology.

County Profile

Jefferson County is located in Wisconsin's southeastern quarter, with an area of 583 square miles. The towns of Aztalan, Cold Spring, Concord, Farmington, Hebron, Ixonia, Jefferson, Koshkonong, Lake Mills, Milford, Oakland, Palmyra, Sullivan, Sumner, Waterloo and Watertown; the cities of Fort Atkinson, Jefferson, Lake Mills, Waterloo, Watertown, and Whitewater; and the villages of Cambridge, Johnson Creek, Lac La Belle, Palmyra and Sullivan form the county's political subdivisions.

Watertown, Whitewater, Cambridge and Lac La Belle municipal boundaries cross county lines. Watertown is partially in Dodge County. Whitewater is partially in Walworth County. Cambridge is partially in Dane County and Lac La Belle is partially in Waukesha County.

Approximately 34% of Jefferson County's residents live in rural areas. For this plan's purposes, rural residents are defined as residents who live in municipalities (such as townships and villages) in the county which do not maintain a public library. In Jefferson County those areas are: the towns of Aztalan, Cold Spring, Concord, Farmington, Hebron, Ixonia, Jefferson, Koshkonong, Lake Mills, Milford, Oakland, Palmyra, Sullivan, Sumner, Waterloo, and Watertown, and the village of Sullivan as well as a very small portion of the village of Lac La Belle.

County Library Service Profile

Jefferson County maintains a library service under the authority of Wisconsin Statutes 43.57 and 43.58. The governing body of the Jefferson County Library Service is the Jefferson County Library Board. It was established by the Jefferson County Board of Supervisors in 1979. It consists of seven members appointed by the Jefferson County administrator and approved by the County Board of Supervisors. The composition, powers, and duties of the County Library Board are prescribed in Wisconsin Statutes. The Jefferson County Library Board meets approximately 2-4 times a year to plan, evaluate services, prepare the county budget request, decide on the distribution of county funds, and act on matters in regard to the Bridges Library System. More information about the county library service is available at <http://jeffersoncountylibraries.info>.

There are nine public libraries in the county providing library service to the residents of Jefferson County. A resident may visit any of these public libraries to seek information, materials, and services. The Dwight Foster Public Library in Fort Atkinson currently serves as the resource library for Jefferson County. The resource library designation is determined annually by the Jefferson County Library Board. The nine Jefferson County libraries are: Cambridge Community Library, Dwight Foster Public Library (Fort Atkinson), Jefferson Public Library, Johnson Creek Public Library, L.D. Fargo Public Library (Lake Mills), Powers Memorial Library (Palmyra), Karl Junginger Memorial Library (Waterloo), Watertown Public Library, and Irvin L. Young Memorial Library (Whitewater).

Jefferson County, through the Jefferson County Library Board, contracts with these nine municipal libraries to provide library services. As a result of that contractual process, rural residents have equal access to services at any of the nine municipal libraries in the same manner as the residents of those municipalities.

On January 1, 2016, the Jefferson County Library Service joined with the libraries of the former Waukesha County Federated Library System to form the new Bridges Library System, consisting of eight libraries in Jefferson County (excluding the Cambridge Public Library, which is a member of the South Central Library System) and the 16 libraries of Waukesha County. Prior to this, from 1980 to 2015, the eight libraries of Jefferson County were part of the Mid-Wisconsin Federated Library System, along with the libraries of Dodge and Washington counties.

Public library systems are organized according to Wisconsin Statutes 43.13 through 43.24. The Bridges Library System is funded by state aid monies. Library system services include: management of the shared automation system and consortium, interlibrary loan, van delivery, continuing education, grants for specific purposes, special needs services, technology assistance and cooperative agreements with other library systems. County libraries receive significant benefits by virtue of their library system membership.

Planning Process

A county planning process was undertaken in 1978 prior to the formation of the county library service. That plan was in effect until 1994 when the county library plan was rewritten. A new library plan was written in 2000 and adopted for the 2001-2006 time period. It was revised for the 2008-2012 time period. In 2009 county administrator Gary Petre asked the Jefferson County Library Board to conduct an operational audit. The board responded by engaging Professor Steve Grabow, planning specialist with the UW-Extension, to lead them through a comprehensive, year-long review process. Those meetings, together with the follow-up work done in 2011 and 2012, laid the foundation for the 2012-2015 plan.

In July 2015, the service plan was updated for 2016 - 2018. It was adopted at the November 11, 2015 Jefferson County Library Board meeting after a public hearing was conducted to which representatives of each public library in the county were invited. The plan was submitted to the Jefferson County Board of Supervisors for their approval and was then provided to the Division for Libraries and Technology (DLT) in the Department of Public Instruction (DPI) at the state of Wisconsin.

Goals and Objectives

- 1. Extend quality library services to Jefferson County citizens without regard to geographical or physical boundaries.**
 - A. Provide, and ensure access to, a full range of library services. Currently, all residents benefit from the following library services:**
 - Skilled staff
 - DVDs, audiobooks, and music discs
 - Internet and wireless access
 - Meeting rooms
 - Reference materials and services
 - Job search information and assistance
 - Magazines and Newspapers
 - Fax service
 - Community information
 - Summer reading programs
 - Local history resources
 - Local author archives
 - Exam proctoring
 - Die Cutting service
 - Books
 - e-Books
 - Downloadable content
 - Access to electronic information
 - Training on technology
 - Interlibrary loan
 - Photocopiers for public use
 - Computers for public use
 - Children's story hours
 - Programs for all ages
 - Large print books
 - Tax forms
 - Laminating service
 - Home delivery service

- Independent study areas
- Literacy services
- *Book-a-librarian* service
- Book discussion groups
- Audiovisual equipment
- Web and mobile library access

In 2014, a total of 1,082,112 books, magazines, DVDs, compact discs and other library materials were checked out of the county's libraries. Of those items, 223,984 (or 21%) were checked out by rural residents. This percentage of usage by rural residents has been stable for many years.

B. Support and help fund county libraries' use of technology to expand library access.

Libraries have stayed true to their mission even as they have embraced the extraordinary changes wrought by rapidly developing technologies. Indeed, their role as an informational and educational resource for all of our citizens is as important as ever, even though the delivery mechanisms are profoundly changing. As more governmental and non-governmental organizations and businesses put their content and information on the Internet, access to those web-based platforms becomes critical. To meet this need, all county libraries offer Internet access for the public via high speed data lines with some providing access to paid subscription content. This offers county residents "value added" Internet access and thereby makes quality information available to all regardless of age, wealth, social status, gender, political or religious belief. All libraries offer wireless access within their buildings as well as remote access to the library catalog. Individual libraries have websites and the county library service maintains a website as well. These websites should have links to each other for maximum exposure. Mobile access to library resources is important, and several libraries currently have a mobile app for patrons to easily connect with the libraries.

With more than 11% of the population living in poverty in Jefferson County¹, libraries provide an essential service, helping bridge the gap in the growing digital divide. Providing equitable, public access to an array of technologies, including the Internet, shared catalogs, and computers as tools for living in a modern day world, is an important service goal for county libraries. Implementing technologies to improve library efficiency and effectiveness is also important as all county libraries strive to make the best use of tax dollars while providing the best possible library service.

¹United States Census Bureau (<http://www.census.gov/did/www/saife/data/index.html>)

In January 2016, when the eight Jefferson County libraries joined the new Bridges Library System, they thereby also joined an automation consortium called CAFÉ, merging the catalogs of the 24 member libraries. Automation partnerships provide cost savings to our libraries through economies of scale, while also increasing access to materials for all of our citizens.

In some years, the county has allocated funds for capital purchases to assist municipalities with technology improvements in their libraries. The past requests to the county for capital funding have been irregular. A four-year plan was created in 2012 to provide for more consistent funding for critical technology needs. Looking ahead, we will revisit the need for capital purchases as the necessity for technological improvements in libraries is constant.

C. Encourage county libraries to meet or exceed the service guidelines setting forth expectations for excellence.

In 2012 the county Library Board adopted a set of guidelines setting forth the board's expectations for excellence in all the county libraries. All libraries are asked to present the guidelines to their library board of trustees for review and consideration. The guidelines should be reviewed when the service plan is reviewed.

D. Support sharing among county libraries.

Encourage communication among the county libraries so that sharing of ideas and solutions is maximized.

E. Advocate for library system membership benefits that strengthen county libraries.

The county Library Board should conduct periodic reviews to ensure the current library system is meeting the needs of the Jefferson County libraries.

F. Take advantage of opportunities to create collaborations and partnerships that improve county libraries' abilities to offer services.

County libraries should seek partnerships with community organizations and other agencies wherever the relationships might enhance and promote the services they can offer.

2. Continue to seek equitable funding for library services in Jefferson County.

A. Seek to provide a "fair share" reimbursement to all public libraries in the county for rural usage by utilizing a formula reviewed by the Jefferson County Library Board when the service plan is reviewed.

Since 1979, Jefferson County has taxed its rural residents so that those residents would have access to all municipal library services available within Jefferson County.

Municipalities within Jefferson County which already tax themselves to provide support for their municipal library may exempt themselves from the county library tax providing they meet the requirements specified in S.43.64 (2). All municipalities in Jefferson County have historically done so.

As a result, the county tax is assessed on rural residents only and is a non-countywide tax. This has allowed the county library levy to be excluded from any county tax levy restrictions that the county must follow.

In 1992, Jefferson County first met its goal of reimbursing county libraries 100% of the average cost to provide library services to its rural residents. Since that time, its commitment to "fair share" funding (paying for library services at a rate equitable with municipal residents) has made a significant difference in the quality of libraries throughout Jefferson County. Beginning in 2008, the annual county library budget request is determined by a formula that multiplies the number of each library's rural circulations by the average countywide cost per circulation during that year. The countywide cost per circulation average is then used to reimburse each county library based on its rural circulations. Each library is guaranteed by state law a reimbursement rate of at least 70% of its costs. Most libraries receive a rate higher than that. The goal is that Jefferson County will tax at a rate of 100% of the aggregate costs per circulation so that the "fair share" partnership between the county and the municipalities is maintained. The formula (see Appendix A) is reviewed annually by the Jefferson County Library Board.

From 1995 through 2007, Jefferson County maintained an annual contractual agreement with the Oconomowoc Public Library which reimbursed that library for use by rural residents of Jefferson County in recognition of county residents' wish to use that library. This request for funding was added on to the top of the total budget request each year. It provided important access

for those Jefferson County residents who lived in the far eastern portion of the county, many of whom reside in the Oconomowoc school district.

In 2006 state law changed requiring counties to pay adjacent county libraries; as a result, beginning in 2008 a separate contract with Oconomowoc became unnecessary. That change, which was signed into law on May 19, 2006, is known as Act 420. A key provision of the law extended to all adjacent counties the requirement that counties reimburse public libraries for the cost of serving county residents who live in areas of the county without public library service.

B. Continue to provide funding for central services such as the county library contract and the board expenses.

In addition to cash reimbursement to libraries, each year the Jefferson County Library Service budget includes a small amount of funding for library board activities such as meetings and mileage and the annual contract with a county resource library.

C. Charge the resource library with annually collecting and verifying adjacent county library requests and submitting valid requests for reimbursement in the following year's budget request.

Although the statute indicates that the county clerk is the recipient of the requests, the county clerk can assign the tasks to the county library service. The county library board has offered the services of the county resource library to do all the necessary work related to adjacent county requests for reimbursement. Because it saves the county clerk considerable work and because the county resource library staff has the library knowledge needed to carefully examine and verify all requests, this arrangement has been financially beneficial for the county and should be continued.

Beginning in 2016, some of the adjacent county reimbursement tasks will be handled by the Bridges Library System, to be overseen by the county library administrator.

D. Ensure that county payments to municipal libraries for providing services are disbursed by March 1st each year per s.43.12(1).

The Bridges Library System, in conjunction with the county library administrator, will send contracts for service to the Jefferson County libraries each year after the budget is adopted with a deadline for return on or before February 1st of the following year so the county can process their payments prior to March 1st.

Each year the county resource library (or the Bridges Library System) will provide to the county an itemized payment schedule detailing approved amounts for all county and adjacent county libraries as soon as possible after the budget has been adopted.

E. Encourage the Division for Libraries and Technology (DLT) to review the statute regarding reimbursement for adjacent county library service and recommend that a threshold for reimbursement be established whereby libraries with significant impact are reimbursed and libraries with incidental usage are not.

Act 420 became legislation with the important goal of helping to correct unfair burdens on local libraries that were serving patrons in neighboring areas and not receiving commensurate funding. The legislation has been in effect since 2006. In the years since then, the requests for funding from Jefferson County have included reimbursement for as little as \$7. The county library board will seek to communicate with the DLT the view that there is a need for revision of the statute creating a threshold for billable funding.

F. Encourage the Division for Libraries and Technology (DLT) to review the statute regarding reimbursement for adjacent county library service and recommend that a May 1st deadline for requests be established.

The annual county budget request is due in July. A July 1st deadline for adjacent county requests means that preparing, presenting and getting the budget approved by the county library board is on a very tight timeline. July 1st seems to be an arbitrary date since all library annual reports are due in mid-February at library systems' offices. With a July 1st deadline there is little room for error and requests come from libraries that need verification or clarification. There have even been instances where requests have been sent to the wrong place. The budget request has had to be redone due to last minute requests three separate years. Moving the deadline to May 1st would not be a burden to libraries and would allow appropriate time for the budget process to take place for counties.

3. Investigate methods for best measuring library use.

A. Continue to explore measurement beyond circulation statistics. Support and encourage the DLT to explore ways to best measure library use for funding purposes.

Ironically, at the same time that libraries have become “institutions without walls” offering access to worldwide, web-based information, they are also increasingly recognized as critical community facilities, providing essential community gathering spaces and services. How to best capture and measure new ways people use libraries is an ongoing challenge and should be studied.

B. Encourage all county libraries to track the number of annual patron visits.

Patron visits are an increasingly important way to measure library usage. Using a “people counter” to physically count the people who enter the library is a way to capture foot traffic. Comparing library circulation statistics and patron visit statistics, particularly over time, guides library boards in decision-making.

4. Educate stakeholders about the state of and need for county library services.

A. Report to the Jefferson County Board of Supervisors on an annual basis or as-requested.

There is an annual appearance of the county library board and librarians to the finance committee but the county library board president and/or the county library administrator are available to appear before the County Board of Supervisors at any time.

B. It is expected that county library directors attend county library board meetings.

The county library board depends on feedback and direction from local librarians to guide them in their decision-making. Attendance at county library board meetings is considered important and is set forth as an expectation in the county library contract. While occasional meetings might be missed, prolonged absences are not allowed.

C. County library directors are encouraged to share county library information with their local library boards.

Updates from the county library service to the local library board are important and help “close the loop” on the exchange of important information.

D. Maintain and expand the Jefferson County Library Service website.

The county library website is located at the following URL:

<http://jeffersoncountylibraries.info>.

It was created in 2012 and is now linked to the county’s website. Key documents such as by-laws, library guidelines, and a trustee orientation guide are accessible at this site along with other useful county library information.

E. Offer to have a county library board member or the county library administrator attend a municipal library board meeting in support of each other.

At any time, a county library director may request a visit from the county library administrator or a county library board member.

Review of the Plan

Before the end of 2017, efforts to review and revise this plan will be made for the following year.

Contact Information

Jefferson County Library Service
% Dwight Foster Public Library
209 Merchants Avenue
Fort Atkinson, WI 53538
920-563-7790

Appendix A

Jefferson County Library Service Formula

First, the cost per circulation is determined for each county library by dividing its operational costs by its total number of items circulated for the previous year. The overall cost per circulation is then multiplied by the number of the library's rural Jefferson County circulations to ascertain the level needed to fulfill the county's statutory obligation for payments.

Next, the countywide average cost per circulation is calculated by adding the total operational costs of the nine libraries divided by the number of items they circulated. The countywide average cost per circulation is then multiplied by the number of circulations to determine each library's reimbursement amount.

Should a library's cost per circulation be significantly above the countywide average, the possibility exists that the library's reimbursement would fall to less than 70% of their cost per circulation. In those cases, the library will receive a compensatory amount to bring them to their required reimbursement level.

The average cost per circulation is then multiplied by each library's rural circulation. Any compensatory amounts must be deducted prior to setting the final unit cost.

Administrative costs, which include an annual payment to the county resource library as well as anticipated library board expenses, are then added to the request amount.

Finally, the reimbursement requests from adjacent county libraries are verified, calculated, and added into the budget request.