

ED 021 605

LI 000 944

## COMPREHENSIVE LIBRARY PLANNING PROGRAM PROSPECTUS.

Southeastern Wisconsin Regional Planning Commission, Waukesha.

Pub Date Apr 68

Note- 36p.

EDRS Price MF-\$0.25 HC-\$1.52

Descriptors- LIBRARY COOPERATION, \*LIBRARY FACILITIES, \*LIBRARY PROGRAMS, \*LIBRARY SERVICES, MASTER PLANS, \*PROGRAM PLANNING, \*REGIONAL PLANNING

Identifiers- \*Wisconsin

At the request of the Southeastern Wisconsin Regional Library Conference, the Southeastern Wisconsin Regional Planning Commission created a Technical Advisory Committee on Library Planning to assist the Commission staff in preparing a prospectus for a long-range, area-wide public library facilities and services plan. The Technical Advisor Committee identified nine conditions which make the provision of adequate library services in Southeastern Wisconsin a regional as well as a local problem. Intended for use by county and library boards and other government agencies, the prospectus that was developed emphasizes a comprehensive, regional approach to planning and specifically (1) establishes the need for a library planning program, (2) suggests necessary library planning studies and methods for their accomplishment, (3) provides cost data for the program, and (4) determines the role of the various units of government in the program. (JB)

000944

ERIC/CLIS  
SEP 11 '68  
UNIVERSITY OF MINNESOTA

# COMPREHENSIVE LIBRARY PLANNING PROGRAM PROSPECTUS



ED 021 605

000944

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

COMMISSION MEMBERS

KENOSHA COUNTY

George C. Berteau  
Chairmen  
Jacob Kemmerzell  
Derio F. Medrigno

RACINE COUNTY

Milton F. LePour  
Sem Rizzo  
Gerth R. Seehewer  
Secretary

MILWAUKEE COUNTY

Richard W. Cutler  
John P. Murphy  
Professor Henry J.  
Schmandt

WALWORTH COUNTY

Eugene Hollister  
Ray Schmidt  
Judge John D. Voss

OZAUKEE COUNTY

Albion O. Behrens  
Ray F. Blenk  
James F. Egen

WASHINGTON COUNTY

Dr. Carlton M. Hermen  
Joseph A. Schmitz  
Arthur E. Welner  
Vice Chairmen

WAUKESHA COUNTY

Mervin L. Brendt  
Treasurer  
Lyle L. Link  
Waynard W. Meyer

COMMISSION STAFF

Kurt W. Bauer, P.E. . . . . Executive Director  
Harlen E. Clinkenbeard . . . . . Assistant Director  
Dallas R. Behnke . . . . . Chief Planning Illustrator  
William E. Greger, P.E. . . . . Chief Transportation  
Planning Engineer  
James W. Engel . . . . . Data Processing Manager  
William J. Kockelmen . . . . . Chief Community Assistance  
Planner  
Eugene E. Holltor . . . . . Chief Land Use Planner  
Kenneth J. Schlager . . . . . Chief Systems Engineer  
Sheldon W. Sullivan . . . . . Administrative Officer  
William C. McElwee . . . . . Chief Natural Resources  
Planner

Cover Photo Courtesy:  
Milwaukee Public Library System

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE  
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE  
PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS  
STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION  
POSITION OR POLICY.

COMPREHENSIVE LIBRARY PLANNING  
PROGRAM PROSPECTUS

Prepared by the  
Southeastern Wisconsin Regional Planning Commission

P. O. Box 769  
Old Courthouse  
Waukesha, Wisconsin

April 1968

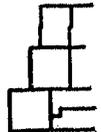
# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

916 NO. EAST AVENUE

WAUKESHA, WISCONSIN 53186

TELEPHONE 542-8083

Serving the Counties of: KENOSHA  
MILWAUKEE  
OZAUKEE  
RACINE  
WALWORTH  
WASHINGTON  
WAUKESHA



April 8, 1968

## STATEMENT OF THE CHAIRMAN

In November 1966 the Southeast Wisconsin Regional Library Conference, an association of librarians and library assistants from throughout the seven-county Southeastern Wisconsin Region, requested the Southeastern Wisconsin Regional Planning Commission to explore the need for, and feasibility of, preparing a long-range, areawide public library facilities and services plan as a basis for more fully coordinating state and local library development programs within the Region.

In response to this request, the Commission formed, on March 27, 1967, a Technical Advisory Committee on Library Planning. Membership on this Technical Advisory Committee consisted of local librarians from communities within each of the seven counties comprising the Region and from the State Department of Public Instruction, Division for Library Services, and the Wisconsin Department of Administration, Bureau of State Planning. The Committee, with assistance from the Commission staff, began at once to prepare a Prospectus for the requested comprehensive library facilities and services planning program. This Prospectus is the work of that Committee.

The Committee identified nine major factors that affect the provision of adequate library facilities and services in the Region and that tend to make the problem one of areawide, rather than purely local, significance (see Chapter III of this Prospectus). The Committee concluded that these factors and their attendant problems are highly interrelated and that effective solutions can best be formulated through analysis and study at the regional level. Consequently, this Prospectus proposes a comprehensive planning program which has as its objective the preparation of a library facilities and services plan for the Region. Such a cooperatively developed plan would be directed at providing a high level of coordinated library facilities and services which would be capable of joint and cooperative, as well as independent, implementation by local communities in the Region.

The Commission is charged by Section 66.945 of the Wisconsin Statutes with the responsibility of preparing a master plan for the physical development of the Region. The completion of a comprehensive library facilities and services plan will provide another important element of the evolving master plan. The Commission is grateful to the Wisconsin Department of Public Instruction, Division for Library Services, for their offer to fund the program outlined in this Prospectus.

Although local funds are not being sought for this program the Commission encourages and welcomes the full participation in the program of all local governments in the Region. Indeed, since the work of the Commission is entirely advisory in nature, such local participation is essential to the successful completion of the plan and its ultimate implementation.

Respectfully,

George C. Berteau  
Chairman

## TABLE OF CONTENTS

Chapter		Page
I	INTRODUCTION. . . . .	1
II	PURPOSE OF THE PROSPECTUS . . . . .	7
III	NEED FOR A REGIONAL PUBLIC LIBRARY FACILITIES AND SERVICES PLAN . . . . .	9
	Problems in the Provision of Public Library Facilities and Services. . . . .	9
	Rapidly Increasing Use of Library Facilities and Services. . . . .	9
	Rapidly Changing Library Service Areas . . . . .	11
	Rapidly Increasing Types and Quantities of Library Materials . . . . .	11
	Rapidly Increasing Demand for a Wider Variety of Library Service. . . . .	12
	Impact of a Rapidly Changing Technology on Library Facilities . . . . .	12
	Aging of Existing Library Facilities . . . . .	13
	Shortage of Qualified Staff . . . . .	13
	Rising Costs of Library Facilities and Services . . . . .	13
	Lack of Region-Wide Interlibrary Cooperation. . . . .	14
	Summary . . . . .	14
IV	MAJOR ELEMENTS OF A COMPREHENSIVE PLANNING PROGRAM FOR LIBRARY FACILITIES AND SERVICES IN SOUTHEASTERN WISCONSIN. . . . .	17
	Study Design . . . . .	18
	Objectives and Standards . . . . .	18
	Inventories and Analyses . . . . .	18
	Forecasts . . . . .	21
	Plan Preparation and Evaluation. . . . .	23
	Plan Selection and Adoption . . . . .	24
	Plan Implementation. . . . .	24
V	ORGANIZATION FOR THE PLANNING PROGRAM. . . . .	25
	Staff Requirements . . . . .	25
	Committee Structure. . . . .	26
	Timing of the Program . . . . .	27
VI	PROGRAM BUDGET . . . . .	29
	Cost Estimates . . . . .	29
	Program Funding. . . . .	30
VII	CONCLUSIONS AND RECOMMENDATIONS . . . . .	33
	Technical Advisory Committee on Library Planning . . . . .	35

### LIST OF TABLES

Table		Page
1	Population of the Southeastern Wisconsin Region by County for 10 year Increments: 1940-1990. . . . .	10
2	Program Cost Estimates. . . . .	29

LIST OF FIGURES

Figure		Page
1	Southeastern Wisconsin Regional Planning Commission Existing Staff and Committee Structure . . . . .	3
2	Organizational Chart for the Comprehensive Library Planning Program . . . . .	26
3	Timing of Major Work Elements for the Comprehensive Library Planning Program . . . . .	27

LIST OF MAPS

Map		Page
1	Southeastern Wisconsin Region. . . . .	2

## Chapter I

### INTRODUCTION

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) was created in August 1960 under the provisions of Section 66.945 of the Wisconsin Statutes. It exists to serve and assist the local units of government and their citizens in planning on an orderly basis for the physical development of a seven-county Region comprised of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties (see Map 1).

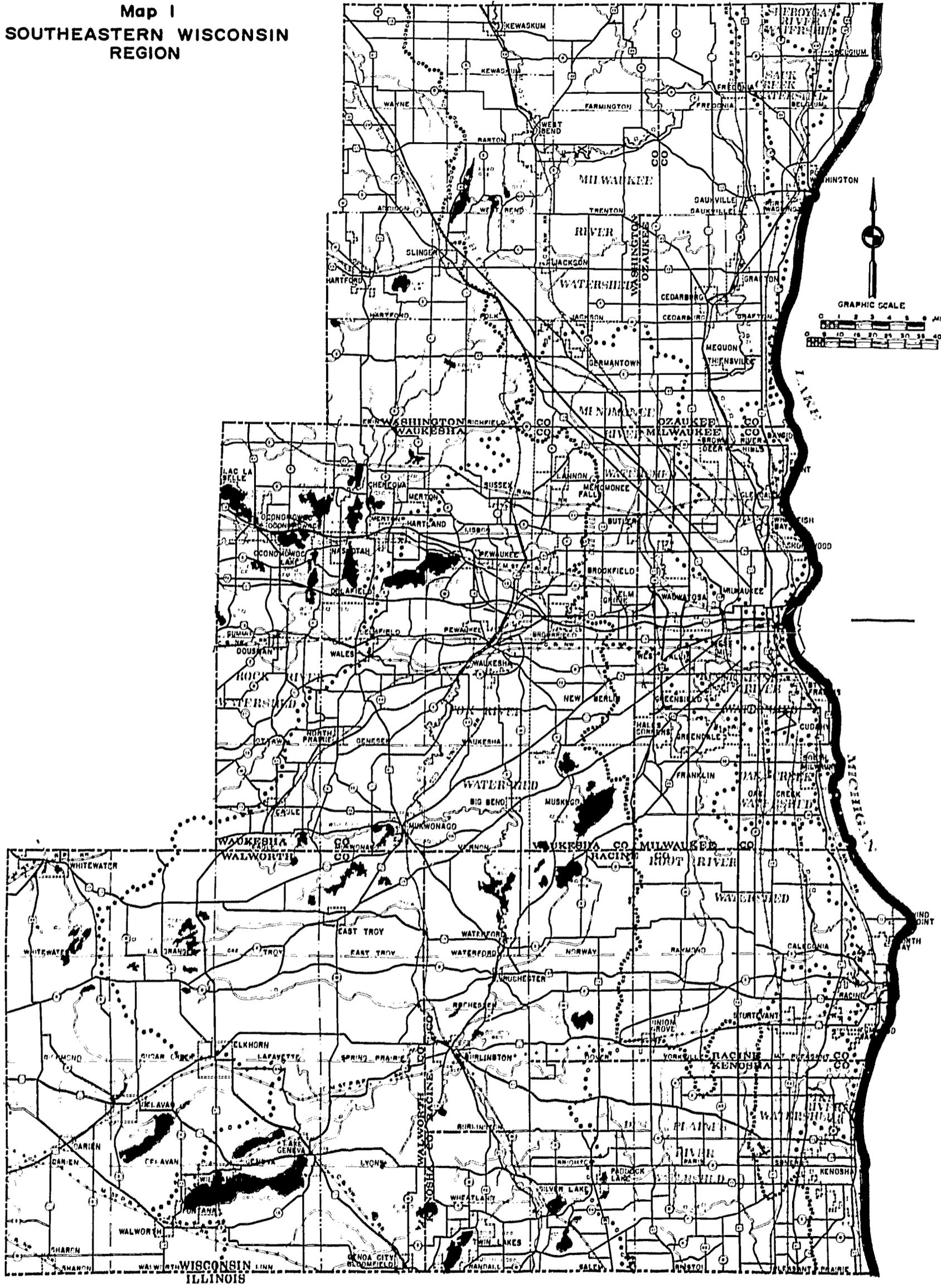
The Commission is composed of 21 members, three from each of the member counties. Two of the three Commissioners from each county are appointed to the Commission by the Governor and one from each county is elected to the Commission by the county board. Funds necessary to support the SEWRPC operations are provided in part by the member counties, and the budget is apportioned among the seven counties on the basis of relative equalized assessed valuation. The Commission is authorized to request and accept aid in any form from all levels and agencies of government for the purpose of accomplishing its objectives and is authorized to deal directly with the Federal Government in this respect. The present committee and staff structure of the Commission is shown in Figure 1.

As the official research and study agency for one of the nation's large urbanizing regions, the Commission is charged with the responsibility of accomplishing research on areawide development problems, for formulating and recommending solutions to such problems, and for ultimately preparing an advisory plan for the physical development of the Region. Such research and planning activity is intended to serve as a basis for the extension of assistance and advice to federal, state, and local units of government, as well as to private investors and interested citizen groups. Thus, equipped with research studies and carefully prepared plans, the Commission can communicate with governmental units as requested and speak from a background of factual information about areawide problems which cannot be properly resolved within the framework of a single municipality or even a single county. As such, the Regional Planning Commission has three principal functions to perform:

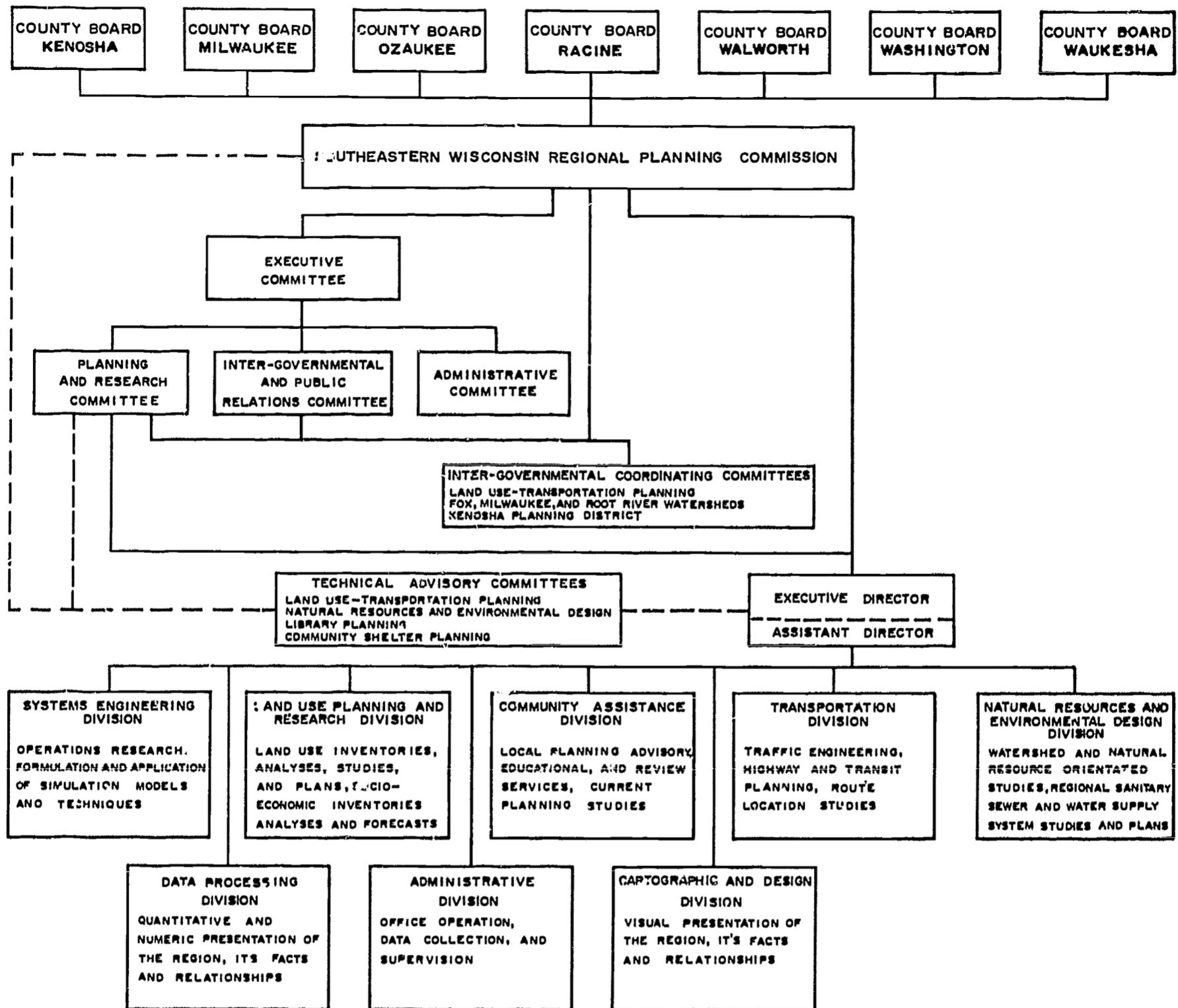
1. Inventory—the collection, analysis, and dissemination of basic planning and engineering data on a uniform, areawide basis so that, in light of such data, the various levels and agencies of government and private investors operating within the Region can better make decisions concerning community development.
2. Plan Design—the preparation of a framework of long-range plans for the physical development of the Region, these plans being limited to those functional elements having areawide significance. To this end the Commission is charged by law with the function and duty of "making and adopting a master plan for the physical development of the Region." The permissible scope and content of this plan, as outlined in the enabling legislation, extend to all phases of regional development, implicitly emphasizing, however, the preparation of alternative spatial designs for the use of land and for the supporting transportation and utility facilities.
3. Plan Implementation—promotion of plan implementation through the provision of a center for the coordination of the many planning and plan implementation activities carried on by the various levels and agencies of government operating within the Region.

The major emphasis of the Commission's efforts to date has been on the preparation of two of the key elements of a comprehensive plan for the physical development of the Region. This effort has resulted in the adoption by the Commission in December of 1966 of a regional land use plan and a regional transportation plan. It is logical that the Commission's efforts should be next directed toward the preparation of two additional important elements of a comprehensive plan for the physical development of the Region: a regional public facilities plan and a regional public utilities plan.

Map I  
SOUTHEASTERN WISCONSIN  
REGION



**Figure 1**  
**SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION**  
**EXISTING STAFF AND COMMITTEE STRUCTURE**



A public facilities plan is normally comprised of four major components: public outdoor recreation facilities, public safety facilities, public health and welfare facilities, and public educational facilities. At the regional level, these components should be considered only to the extent that they have areawide significance. It is Commission policy that plans for these major components and their subcomponents be developed as expeditiously as funds and staff resources permit. Such funds have now become available for the preparation of a plan for library facilities and services.<sup>1</sup> These constitute a major subcomponent of public educational factors having areawide significance and, as such, warrant preparation of a separate regional plan element.

<sup>1</sup> *Definitions: For purposes of clarity, the following are definitions of terms used throughout this Prospectus:*

*Library--Libraries are collections of books and other forms of printed and non-printed records, which have been selected and organized and are housed and interpreted to meet both the general and specific needs of people for information, knowledge, recreation, and enjoyment.*

*Library facility--A building in which a collection of books and other materials are kept for use in the provision of library services by a library staff.*

*Library service--The provision of library materials and programs to individuals or groups for the purpose of education or recreation.*

*Library system--Two or more libraries which are physically or administratively linked and which mutually seek to provide a high level of library services throughout an area.*

The provision of adequate library facilities and services to every person in the seven-county Region is an areawide, that is, a state and regional, as well as a local problem. Since 1950 changes having tremendous impact on the individual, as well as on the community, have occurred in the Southeastern Wisconsin Region. Not only has urban development expanded to include all of Milwaukee and portions of five of the other six counties in the Region, but the density and patterns of distribution of the various land uses comprising this urban expansion have changed radically. There has been substantial migration from the central city to the urban and rural areas of the Region accompanied by the creation of entire new communities. These exist and grow today in areas which prior to 1950 were predominantly agricultural. These shifts in land development have been followed by comparable shifts in transportation and other community facility and service requirements. Not the least of these community facilities and services are those relating to education, including provision of library facilities and services. Such rapidly shifting demands can no longer be evaluated or effectively met by one unit of government acting alone. Public officials and technicians who are involved in the provision of library facilities and services to a highly mobile and rapidly changing population have come to realize that such provision is a problem that cannot be fully solved by any one agency or unit of government but must be cooperatively resolved within the context and boundaries of the area of urban expansion, which in southeastern Wisconsin is the seven-county Region.

Library facilities and services have come to have areawide significance. Intergovernmental coordination is needed to ensure that such facilities and services are put in place in accordance with an areawide library facility and service plan. Given such an areawide plan, affected and concerned agencies and units of government can cooperatively prepare programs directed at providing a high level of coordinated library facilities and services. Such programs may be jointly and cooperatively, as well as independently, implemented. A high level of library services can be obtained and economies and efficiencies realized through areawide efforts.

For many years librarians in the southeastern section of the state have been meeting periodically to exchange ideas in an effort to provide a higher level of library service within the various library service areas. In October 1966 librarians representing the 48 public libraries and library systems in the seven-county Region formed the Southeast Wisconsin Regional Library Conference (SEWRLC). The Conference presently has a membership of 90 librarians and library assistants. The purpose of the Conference is to meet to discuss and resolve both individual and mutual problems concerning the adequate provision of library services within rapidly urbanizing southeastern Wisconsin.

It was immediately apparent to the Conference that, although some very valuable studies<sup>2</sup> had been made by the Wisconsin Library Commission, now the State Department of Public Instruction, Division for Library Services, regarding library facilities and services in the Southeastern Wisconsin Region, a great deal more information was necessary to fully evaluate the level of existing library facilities and services in the Region, both public and private. More significantly, no comprehensive region-wide effort had been made to determine future library facility and service needs based on the forecast of demands for such facilities and services. In October 1966 the Southeast Wisconsin Regional Library Conference formed from its membership an ad hoc committee which was charged with the responsibility of exploring with areawide governmental agencies the possibility of conducting region-wide library studies and preparing region-wide plans for the provision of adequate library facilities and services.

After careful deliberation the ad hoc committee of the Southeast Wisconsin Regional Library Conference in November 1966 requested that the Commission explore the possibility and feasibility of preparing a comprehensive long-range public library facilities and services plan for the Region as an important segment of an educational facility plan. The Commission concurred with the Southeast Wisconsin Regional Library Conference in the desirability of the preparation of such a plan and in February 1967 acted to create a Technical Advisory Committee on Library Planning to assist the Commission staff in the preparation of a prospectus for the development of a comprehensive plan for library facilities and services in south-

---

<sup>2</sup>For example, see *Public Library Facilities, Wisconsin Development Series, published by the Wisconsin Department of Resource Development in cooperation with the Wisconsin Library Commission, 1965.*

eastern Wisconsin. The Technical Advisory Committee was formed and an organizational meeting held on March 27, 1967. Membership on the Technical Advisory Committee was drawn from the ad hoc committee of the Southeast Wisconsin Regional Library Conference and includes professional librarians from each county in the Region and the Wisconsin Department of Public Instruction, Division for Library Services, and planners from the Wisconsin Department of Administration, Bureau of State Planning.

Since the creation of the Technical Advisory Committee in February 1967, the Committee has met 13 times for the purpose of drafting this Prospectus. The Division for Library Services also retained a professional library consultant<sup>3</sup> to review the scope of the proposed program, as well as the timing and estimated budget for the program as outlined in this Prospectus. On March 14, 1968, the Committee unanimously approved this Prospectus and recommended that the Southeastern Wisconsin Regional Planning Commission undertake the preparation of a comprehensive library plan for southeastern Wisconsin as set forth herein.

---

<sup>3</sup>*Dr. Lowell Martin, special library consultant, New York, N.Y..*

## Chapter II

### PURPOSE OF THE PROSPECTUS

The purpose of this Prospectus is to explore and recommend the means by which a feasible comprehensive regional public library facilities and services planning program can be established for the Southeastern Wisconsin Region. This Prospectus is intended to provide sufficient information to permit the county boards, library boards, and other affected governmental agencies to consider the need for, and the benefits and costs of, such a planning program. To this end, the Prospectus is intended to accomplish the following:

1. Establish the need for a comprehensive public library facilities and services planning program for southeastern Wisconsin, considering the unique conditions and problems existing within the Region.
2. Specify the major work elements of a comprehensive regional public library facilities and services planning program. Specifically, the Prospectus is intended to recommend the desirable scope and dimensions of the necessary library planning studies, as well as to explore the necessary data requirements and possible data sources.
3. Recommend the most effective method for establishing, organizing, and accomplishing the required studies and suggest possible roles and responsibilities of the various levels and units of government concerned.
4. Recommend a practical time sequence and schedule for a comprehensive regional library facilities and services planning program, as well as an estimate of the staff requirements necessary to complete the work on schedule and within budgetary limitations.
5. Provide sufficient cost data to permit the development of an initial budget and recommend the funding of the proposed program, having explored possible sources of funds necessary to undertake the program.
6. Determine the extent to which the various levels, units, and agencies of government might participate in the conduct of the library facilities and services planning program.

## Chapter III

### NEED FOR A REGIONAL PUBLIC LIBRARY FACILITIES AND SERVICES PLAN

#### PROBLEMS IN THE PROVISION OF PUBLIC LIBRARY FACILITIES AND SERVICES

In order to establish the need for an areawide plan for library facilities and services in southeastern Wisconsin, current problems relating to such facilities and services must be identified and analyzed and their areawide significance established. The Technical Advisory Committee identified nine factors which together tend to make the provision of adequate public library facilities and services today a regional rather than a purely local problem and which together create the need for an areawide public library facilities and services plan. These nine factors are:

1. Rapidly increasing use of library facilities and services.
2. Rapidly changing library service areas.
3. Rapidly increasing types and quantities of library materials.
4. Rapidly increasing demand for a wider variety of library services.
5. Impact of a rapidly changing technology on library facilities and services.
6. Aging of existing library facilities.
7. Shortage of qualified staff.
8. Rising costs of library facilities and services.
9. Lack of region-wide interlibrary cooperation.

Each of these nine factors has been carefully reviewed by the Technical Advisory Committee as they relate to libraries in southeastern Wisconsin, and a summary presentation of the Committee findings follows.

#### Rapidly Increasing Use of Library Facilities and Services

While library administrators actively encourage and welcome greater use of library facilities and services, increased use is often a major problem in terms of the quality and quantity of service which can be provided. Three factors serve to intensify the problem of increased use within the Region. The first of these is rapid population growth. As shown in Table 1, the population of the seven-county Region has increased nearly 60 percent over the 23-year period from 1940 to 1963. During this period the population of the Region has increased at a higher rate than that of either the state or the nation, and this rapid increase has been accompanied by massive urbanization. About 70 percent of the population increase over this 23-year period was the result of natural increase; that is, of an excess of births over deaths. About 30 percent was the result of net migration; that is, of an excess of persons moving into the Region over persons moving out of the Region.

It does not appear that the rapid population growth and urbanization being experienced within the Region will be attenuated in the near future. Population estimates indicate that the population of the Region may be expected to increase by an additional 1 million people from 1963 to 1990, an increase of over 61 percent in the 27-year period (see Table 1). The increase in population expected to occur by 1990 represents the equivalent of the entire population presently residing in Milwaukee County. In terms of library facilities and services, this expected population will create a need for additional library facilities and services at least equal to all of the facilities and services presently offered in Milwaukee County.

Table 1  
POPULATION OF THE SOUTHEASTERN WISCONSIN REGION  
BY COUNTY FOR 10-YEAR INCREMENTS: 1940-1990

County	1940	1950	1960	1970	1980	1990
Kenosha . . . . .	63,505	75,238	100,615	124,900	156,900	202,000
Milwaukee . . . . .	766,885	871,047	1,036,047	1,170,400	1,305,200	1,446,000
Ozaukee . . . . .	18,985	23,361	38,441	53,900	75,000	105,900
Racine . . . . .	94,047	109,585	141,781	173,100	217,200	283,100
Walworth . . . . .	33,103	41,584	52,368	62,100	73,000	87,500
Washington . . . . .	28,430	33,902	46,119	57,900	73,900	95,700
Waukesha . . . . .	62,744	85,901	158,249	228,000	322,100	458,100
Region	1,067,669	1,240,618	1,573,620	1,870,300	2,223,300	2,678,300

Source: U. S. Department of Commerce, Bureau of the Census, and SEWRPC.

The second factor operating to intensify the problem of increased library facility and service use is the generally increasing level of educational attainment within the Region. Proportionately and absolutely, greater numbers of people are completing high school and attending college each year. In 1960 nearly 44 percent of the population in the Region over 25 years of age had completed high school as compared to only 36 percent in 1950, and the median years of education completed within the Region during this same period had increased from about 9.5 to about 11.0. If this trend to higher educational attainment continues, over two-thirds of the 1990 population of the Region over 25 years of age can be expected to have obtained at least a high school education; and the median years of education completed can be expected to increase further to over 15.0 years. Public libraries are reservoirs of educational materials and are used as important supplements to home and school libraries.

The third factor operating to intensify the problem of increased library use is increasing leisure time. Not only is the population within the Region expected to increase at its present rapid rate, but it is also expected to have more leisure time at its disposal in years to come. The average work week for production workers in industry within the Region in 1950 was nearly 42 hours in length. By 1960 the average work week had been reduced to about 40 hours; and if this trend continues, the average work week in 1990 may be less than 35 hours in length. It is expected that this added leisure time, brought on by such reduction in working hours, will place a heavy burden on those facilities which provide leisure time activities. Library facilities and services can and do provide such leisure time activities. With the addition of a wider variety of library services, such as records and listening and viewing tapes, short-course lectures, and discussion programs, an even greater leisure time use of libraries can be expected.



The heavy use of existing library facilities and services in the Region is demonstrated here in a typical scene at a local public library. Rapid population growth, increasing levels of educational attainment, and increased leisure time have brought about a rapidly increasing use of library facilities and services. Particularly heavy loads are placed on local public libraries by students who need to use the library facilities, not only for reference and book-borrowing purposes but also as a quiet place to study. Improved population mobility has made this problem increasingly one of area-wide significance.

Photo courtesy of the Wauwatosa Public Library

It is important to note that these three factors, namely, rapid population growth, increasing levels of educational attainment, and increased leisure time, which can be related directly to increasing use of library facilities and services, are problems that are regional in scope and affect important aspects of regional development. The construction of high-speed, all-weather streets and highways has, over the past 15 to 20 years, resulted in a greatly increased mobility of the population. A 10-mile trip to work or shop is the rule today within the Region rather than the exception. Persons who once lived within a one-half-hour walk or one-half-hour transit ride to work, a matter of blocks, can now live within a one-half-hour drive from work, which has become a matter of miles. Greatly increased populations with higher education levels and increasing amounts of leisure time may travel far beyond the boundaries of one community to gain the services demanded. Such mobility can cause, and has caused in southeastern Wisconsin, relative rapid shifts in centers of living, working, and shopping and, consequently, is a major factor to be considered in the provision of adequate library facilities and services by individual communities in this rapidly urbanizing Region.

#### Rapidly Changing Library Service Areas

Rapid areawide urbanization within the seven-county Region has further compounded the problem of providing library facilities and services by requiring the extension of such facilities and services over a rapidly increasing geographic area developed at rapidly decreasing densities of population. Land devoted to urban uses within the Region increased by over 277 percent in the 23-year period from 1940 to 1963, while the population of the Region, as already indicated, increased by about 60 percent over this same period. The resultant lower urban population densities and the resultant spreading out of the urban population over established city, village, town, and county boundary lines require the extension of library services over broad geographic areas. Areawide urban development requires that major centralized library facilities, once located within walking distance or within a short public transit ride of the population served, either be extended by such means as greater use of branch and mobile facilities or by construction of additional major libraries. In a rapidly urbanizing region such as southeastern Wisconsin, where many newly incorporated and rapidly developing communities lie in close proximity to well-established communities, cooperative agreements between adjacent communities offer another means for the economical provision of adequate library services to a dispersed population.

#### Rapidly Increasing Types and Quantities of Library Materials

Increased desire for knowledge among a broad cross section of society has brought about a marked increase in the production of published material during the past 15 years. During the five-year period extending from 1962 through 1966, publication of new book titles and new editions in the United States averaged 26,957 per year. This represents an increase of 120 percent over the annual average of 12,270 for the five-year period extending from 1955 through 1959. Many of the libraries in the Region, due to budgetary limitations, have been unable to keep pace with this rapid increase in the volume of printed material. One of the largest libraries in the Region reports that in 1959, 32.4 percent of the annual new book output was acquired but by 1966 this percentage had dropped to 20.8 percent.



To provide library service in rapidly expanding urban areas, many of the larger communities in the Region have utilized rented storefront space. Such a solution to the problem of rapidly changing library service areas is usually viewed as an expedient, though necessarily temporary, move. Store-front libraries are often cramped and poorly designed for effective library utilization. Consequently, library service levels must be reduced. Larger, more complete neighborhood libraries, well located to serve the surrounding population, are needed to provide the type and level of service necessary for the continued educational and cultural growth of the community.

Photo courtesy of the Milwaukee Public Library System

Large libraries can generally provide a higher level of service in terms of the size of the book stocks, special materials, and range of programs offered than can smaller libraries. This is due in part to the larger allocations possible for both capital and expendable budget items. Maintenance of current book stocks and other library materials alone comprise a substantial share of each library's annual budget. Renewal of existing stocks, of which on the average 5 percent must be replaced each year due to loss, obsolescence, or age, in addition to the provision of new library materials, adds to this financial burden. The need to make these library collections available over an expanding geographic area and population base combines to make the maintenance of a high quality of service difficult.

Many smaller libraries with limited budgets for materials cannot alone provide both an adequate, up-to-date collection of library material and increasingly demanded specialized services. Cooperation and coordination between several community libraries in the provision of library materials, however, will serve to alleviate this problem for all concerned and assist in the provision of a high level of library service at the lowest possible cost.

#### Rapidly Increasing Demand for a Wider Variety of Library Service

A higher level of educational attainment, a higher population mobility, and broadened public interest combine to create needs often unmet by public libraries today. Such needs include assistance to a rural population which is steadily migrating to urban areas and programs and services specifically directed to special population groups, such as the young, the retired, the physically handicapped, the undereducated, and to many formal and informal organizations, built upon mutual interest to be found in every community, as well as programs directed to the individual. Such programs may include, but are not limited to, the provision of: a wide range of reference material, such as government publications, scientific abstracts, and periodicals; group discussion programs built around motion picture films or printed materials; lecture and demonstration programs; and assistance to organizations in upgrading their programs and activities, as well as more common services, such as preparation and dissemination of reading lists and reading advisory services to individual readers. In addition, heavy demands are placed on public libraries by the changing needs of business and industry, as well as by the rapid expansion of higher educational facilities and technical training centers. Increase in technical specialization has brought about the need for new and expanded library collections for use by relatively small groups. The development of three new colleges<sup>4</sup> in the Region in the short period since 1965, along with the expansion of existing colleges, universities, and vocational and technical schools, has placed a burden on local public libraries which serve as a major source of reference material and informational service. Very few libraries have either the monetary means or the personnel and facility capabilities to provide all of these services and also maintain an adequate level of standard library materials and services. Several libraries may together meet such demands, however, by pooling their resources. Until areawide investigations have been conducted and analyzed to determine if such pooling is both possible and feasible, such problems will remain unresolved.

#### Impact of a Rapidly Changing Technology on Library Facilities and Services

Significant advances are being made in the methods of listing, storing, and retrieving catalogue listings and vast quantities of printed material through microphotography and other miniaturization techniques. These include microprint, microcard, microfilm in three sizes (8, 16, and 35mm), microfiche, and a newly developed microform which permits the storage of 3,200 6" x 8" pages of printed material on a transparency approximately 4" x 6" in size. The computers, computer programs, and other mechanical equipment needed to utilize these new techniques are expensive; and their efficient utilization requires either large centralized library facilities or interlibrary cooperation.

In addition to techniques developed specifically for library application, some techniques developed for uses quite outside the library hold promise for sharply decreasing much that is repetitive in library operations and for making library services more efficient, prompt, and widely available. Such techniques include the application of electronic data processing to circulation control, book ordering and processing, production

---

<sup>4</sup>The three new colleges are: the University of Wisconsin-Parkside Campus, Kenosha, Wisconsin; the University of Wisconsin-Waukesha Center, Waukesha, Wisconsin; and the University of Wisconsin-West Bend Center, West Bend, Wisconsin.

of book catalogs, information retrieval, and its dissemination through facsimile reproduction. The application of these techniques, however, also requires substantial outlays for computers and involves sizable continuing costs for operation and specialized personnel.

The only way in which many libraries in southeastern Wisconsin will be able to profit from such new techniques is by sharing the use of such equipment or systems with other libraries. The capability of libraries in southeastern Wisconsin to acquire and maintain or share such equipment will not be fully realized until areawide determinations have been made concerning such possibilities.

#### Aging of Existing Library Facilities

Of the 48 main library buildings presently existing within the Region, 27 were constructed prior to 1940. Many of these structures lack the floor space to provide a significantly higher level of service than was expected at the time the facilities were constructed; and, due to over-crowding and obsolete building design, many provide a significantly lower level of service than when they were constructed. Even some of the more recently constructed facilities built prior to recent shifts in population no longer meet space requirements. Many of the older structures, as well as some newer structures, also lack site area which would offer the potential for expansion. Lack of on-site expansion possibilities has sometimes resulted in the construction of branch facilities and the expansion of bookmobile routes, which alleviate the problem for larger communities, while smaller communities with library expansion problems and limited budgets have sometimes relied on cooperative agreements with larger neighboring communities in order to provide adequate library service. In some cases, the construction of new main library facilities or the development of an intercommunity library system may be the only solutions to the problem. Acquiring land in the built-up area of the community and constructing new, larger facilities may place a heavy financial burden on the community which it may not be willing to assume and which might have been avoided through the preparation of a long-range library system plan based on the assessment of needs on an areawide basis.

#### Shortage of Qualified Staff

The singularly most important requirement for a high level of library services is a highly qualified staff to administer and perform such services. In 1963 all of the 48 public libraries within the Region employed only 132 professional librarians.<sup>5</sup> Accepted state-wide standards<sup>6</sup> indicate that 315 professional librarians should have been employed in the Region in 1963. This shortage of qualified librarians is apparently nation-wide; and, consequently, libraries in the Region must not only compete with other areas of the state for the few library school graduates each year but must compete with other areas of the country as well. The few qualified librarians that are available are often attracted to larger systems where programs are more diverse and salary ranges generally begin at higher levels.

Innovations in library facilities and services create a demand for highly specialized staff, which serves to compound the problems of shortage of qualified personnel. Continued competition among the larger libraries for the relatively few qualified librarians, of course, places an additional financial burden on the community. It is questionable whether some communities can compete at all in this limited market and may, therefore, be forced to turn to neighboring communities for assistance by sharing professional and special staffing in order to provide an adequate level of library service or alternatively must be content with providing an inadequate level of service.

#### Rising Costs of Library Facilities and Services

The costs for all aspects of library services, including materials, have risen significantly since 1950. The cost of land acquisition, facilities construction, furniture and equipment acquisition and repair, general maintenance, special materials, and staff salaries all have risen, along with similar costs, throughout

---

<sup>5</sup>As used here, "professional librarians" are equivalent to Grade I librarians as defined in Public Library Facilities, Wisconsin Development Series, published by the Wisconsin Department of Resource Development in cooperation with the Wisconsin Library Commission, 1965.

<sup>6</sup>See standards as recommended by the Library School of the University of Wisconsin in Financing Public Library Systems In Wisconsin, 1965.

the state and nation. If a uniformly high level of individual library facilities and services is to be achieved and maintained despite these rising costs, significantly larger amounts of monies will have to be appropriated within the Region for library facilities and services or economies will have to be effected in the provision of the services in order to lessen the financial burden. Such economies may be best initiated through the shifting of services to meet demands by allocating available limited resources over a broader area. Library services constitute only one of several essential community services experiencing problems of increased demand. A sound allocation of available resources to these various services requires, as a basis for such allocation, comprehensive plans for both library facilities and services prepared on an areawide basis.

#### Lack of Region-Wide Interlibrary Cooperation

About 83 percent of the regional population was served<sup>7</sup> by public library facilities of some kind in 1963. Many of these facilities were unable to provide a full range of services. Cooperation among all types and sizes of libraries in the Region which might serve to expand library services to the entire population and raise the overall level of such service is non-existent or limited in some parts of the Region. In those areas of the Region where demands have been the greatest, such as Milwaukee County, communities are supplementing their library facilities and services with those of adjacent communities on a cooperative basis. The Wisconsin Department of Public Instruction, Division for Library Services, also assists all libraries in the Region in the provision of services. In addition, a large reservoir of library materials is housed in schools, institutions, and industrial establishments. Unfortunately, the number of such facilities in the Region and the quality and potential quantity of their service is unknown at this time. Efforts to supplement public library service with these "private" facilities may be one solution to the problems facing library administrators today in the provision of adequate library facilities and services.

#### SUMMARY

The provision of a high level of public library services to all residents of the Region is an areawide problem transcending municipal and county boundaries. Rapid population growth and urbanization within southeastern Wisconsin have brought about problems in the extension of library services that are beyond the capabilities of many communities to solve alone. A highly mobile, rapidly growing urban population is acquiring more and more leisure time and placing heavier demands on library facilities and services in the pursuit of leisure time activities. Higher levels of education are creating a broader desire for knowledge, which, in turn, places heavier demands on library facilities and services. Provision of adequate library services to business, professional groups, and highly trained specialists adds to this increased demand. Expansion of library services both materially and geographically increases the cost of such services to individual communities. Innovations in library administration and service, while essential to the maintenance of a high level of service, also serve to increase costs. Aging of library facilities, their replacement, and the employment of qualified staff are other problems which add to the rising cost of providing an adequate level of library services. These problems are not unique to any one community but either directly or indirectly affect all communities in the Region.

While efforts have been made on the state level to analyze and assess the effectiveness of library programs throughout the state and while some communities have prepared detailed plans for library facilities and services within their own community, to date there has been no comprehensive evaluation of all library facilities and services in the Region or of how these individual facilities and services may relate to one another. A long-range, areawide plan, which sets forth detailed recommendations relating to all elements of library service and which can be cooperatively implemented by all agencies and levels of government concerned, has not been prepared to date. Areawide planning for library facilities and services will also serve to achieve compliance with new federal regulations which require compatibility between community improvement programs, including library construction proposals and adopted areawide plans, if the programs are to qualify for federal aids.<sup>8</sup> Areawide library facilities and services plans prepared and adopted

---

<sup>7</sup>As used here, "served" is defined as access to public library facilities and services without a per book fee or special annual fee.

<sup>8</sup>The SEWRPC reviews, pursuant to Title I, Section 204, of the Demonstration Cities and Metropolitan Development Act of 1966, all applications for federal loans and grants for open-space land projects and the planning or construction of hospitals, airports, libraries, water supply and distribution facilities, sewerage and waste treatment facilities, highways and other transportation facilities, and water development and land conservation projects within the Region. Review is limited to a determination of whether the proposed project is 1) in conformance with and serves to implement, 2) not in conflict with, or 3) in conflict with comprehensive regional plan elements.

by all communities and counties within the Region may also initiate economies by promoting cooperative provision of services, inducing the possibility of areawide site reservation in advance of actual facility construction and suggesting means for eliminating possible conflicts and duplication of services between adjacent library facilities and systems. It is evident that such comprehensive inventory, analyses, plan preparation, plan adoption, and plan implementation must be accomplished on a region-wide basis involving all counties and communities. Only in this way can a full realization of the efficiencies and deficiencies of public library service in the Region become evident and solutions to the problems of providing a uniformly high level of public library service to every resident of the Region be set forth.

## Chapter IV

# MAJOR ELEMENTS OF A COMPREHENSIVE PLANNING PROGRAM FOR LIBRARY FACILITIES AND SERVICES IN SOUTHEASTERN WISCONSIN

The following outline sets forth the necessary major elements of a comprehensive planning program for library facilities and services in southeastern Wisconsin. The outline is intended to constitute a general description of the work program required for the preparation of a comprehensive regional library facilities and services plan. This plan is intended to provide a framework for the preparation of local public library facility and service plans within the Region and a guide to state and federal agencies having responsibilities or an interest in the development of public library facilities and services.

While sufficiently detailed to permit the development of initial cost estimates and time schedules, the outline is not intended to be a detailed study design. It is intended to be sufficiently general to permit latitude in the selection of specific procedures and techniques as the planning program proceeds.

The outline is based upon the following assumptions:

1. That the evaluation of public library facilities and services and the design of effective solutions to the problems related to the provision of adequate public library facilities and services within a rapidly urbanizing Region require a comprehensive, areawide approach. Such an approach would permit the relation of existing and proposed library facilities and services to other aspects of regional growth and development and the full integration of library facilities and services plans with land use plans and other public facilities and services plans.
2. That the conduct of the planning program will be accomplished as expeditiously as possible without sacrifice of either scope or intensity for the purpose of effecting short-range solutions to obvious problems of library facilities and services in the Region.
3. That the most recent library planning techniques and data will be utilized in the effectuation of the comprehensive library facilities and services planning program for southeastern Wisconsin.
4. That the conduct of the individual inventories and studies within the planning program, as well as the ultimate plan preparation, evaluation, adoption, and implementation, will necessarily require cooperation among the various levels and agencies of government with responsibilities for providing public library facilities and services in southeastern Wisconsin.
5. That full use will be made of all previously published and unpublished reports and other pertinent data directly or indirectly related to public library facilities and services in southeastern Wisconsin, including the technical information assembled by various local units of government within the Region and by the following agencies of government:
  - a. U. S. Department of Health, Education, and Welfare.
  - b. U. S. Department of Housing and Urban Development.
  - c. Wisconsin Department of Public Instruction.
  - d. Wisconsin Department of Administration.
  - e. Southeast Wisconsin Regional Library Conference.
  - f. Individual community library boards in southeastern Wisconsin.
  - g. Southeastern Wisconsin Regional Planning Commission.

It is intended that the proposed comprehensive library facilities and services planning program result in the preparation of an advisory plan for the further development of libraries and library systems in the Region by the local library boards and other units and agencies of government responsible for providing public library facilities and services in southeastern Wisconsin. To prepare such a plan, it will be necessary that the planning program be comprised of the following seven major elements:

1. Preparation of a study design.
2. Development of objectives and standards.
3. Conduct of inventories and analyses.
4. Preparation of forecasts.
5. Preparation and evaluation of alternative plans.
6. Selection and adoption of a plan.
7. Implementation of adopted plans.

#### A. STUDY DESIGN

Before beginning actual work, the planning program or study must be designed in sufficient detail to assure maximum coordination between participants; the efficient use of funds and personnel; and the ultimate advancement of the study elements into a sound, comprehensive plan. In order to accomplish this, it is necessary to begin the planning program with the preparation and publication of a detailed study design which would set forth clearly the work procedures, staff assignments and requirements, and time schedules. Initial effort expended in study design will result in a greatly increased efficiency throughout the planning program. The study design must: specify the content of each of the necessary fact-gathering operations, define the geographic area for which data will be gathered and plans prepared, outline the manner in which the data will be gathered and plans prepared, outline the manner in which the data collected are to be processed and analyzed, specify requirements for forecasts, and define the nature of the plans to be prepared and the criteria to be used in their evaluation and adoption. The completed design will be utilized as a manual or guide to the participants throughout the conduct of the planning program.

#### B. OBJECTIVES AND STANDARDS

Objectives are goals toward which the preparation of plans and plan implementation programs are directed. The formulation of objectives is, therefore, an essential task which must be undertaken prior to the preparation of plans. Standards are established criteria which are used as a basis of comparison in determining the adequacy of plan proposals to attain objectives. Objectives will have to be developed pertaining to library service, library personnel, library facilities, and library materials. Qualitative and quantitative standards will then have to be developed which will relate each individual objective to library facilities and services plans. Objectives and standards relating to library facilities and services which have been formulated by federal, state, and local agencies will be inventoried and analyzed for their pertinence to the library planning program in southeastern Wisconsin.

#### C. INVENTORIES AND ANALYSES

Reliable basic data pertaining to the library facilities and services provided by each community in the Region are essential to the formulation of workable library facilities and services plans. Inventory, consequently, becomes the first operational step in the planning program growing out of the study design; and every effort should be made in this phase of the program to describe accurately the existing library facilities and services conditions in the Region.

Where feasible, a uniform method of data collection should be utilized; and data collected should be placed in a form suitable for electronic data processing.

## 1. Maps

Accurate maps, from which certain inventory data can be extracted and upon which planning data can be placed, are essential to any planning program. Such maps should clearly depict the natural and man-made features of the planning area and should be available in various scales and at varying degrees of detail in order to allow flexibility in the presentation of data compiled or developed in the planning program.

### a. General Base Maps

General base maps will be required to present in graphic form the results of the planning studies, as well as the natural and man-made features of the planning area. Regional base maps at scales of 1:96000, 1:250000, and 1:500000 have been previously prepared by the Commission and are available to the planning program. County base maps have also been prepared by the Commission at scales of 1:24000 and 1:48000 and are also available for the planning program. These base maps can be expanded or reduced in scale for use in various phases of the planning program and will show, among other information: all major lakes, streams, and watercourse lines; all railroads, streets, and highways; all township range and section lines; and all civil division lines. These maps are compiled to National Map Accuracy Standards utilizing the Wisconsin State Plane Coordinate System Grid (South Zone) as the map projection.

### b. Aerial Photographs

Current aerial photography at appropriate scales will be required to provide detailed planimetric data as a basic source for the necessary updating of all base maps. New aerial photography of the entire planning Region was obtained by the Commission in April 1967, and these aerial photographs are available for the planning program at scales of 1:4800 and 1:24000.

### c. Detailed Site Maps

During the course of the planning program, it may be necessary to prepare maps of certain areas in greater detail than the general base maps. Such maps may include special library service area maps, library site maps and plans, and floor layout diagrams. Each map prepared during the course of the program will be in a reproducible form for use in plan preparation, evaluation, and implementation.

## 2. Inventory of Existing Library Facilities

The existing library facilities within the Region must comprise a major portion of any future library system within the Region. The size, location, age, structure type, accessibility, and safety of each library facility are primary determinants in evaluating the quality and quantity of services extended at the facility, as well as any potential future use of the facility. Detailed investigations must, therefore, be made in order to describe adequately and accurately each existing facility.

### a. Site and Structure Facilities

A physical inventory will be made of each main and branch public library site and structure in the Region in order to compile the information necessary to an evaluation of both existing service offered and the potential use of the site and structure in the future provision of library services. Where not already available, large-scale structure and site location maps will be prepared in order to complete the description of each library facility. All existing major institutional and industrial library facilities in the Region will also be inventoried in an effort to determine the existing and potential use of such facilities and services in meeting future demand.

## b. Mobile Facilities

A physical inventory will be made of all public bookmobiles and other mobile library facilities, such as special book return stations, in order to evaluate these facilities in terms of both the existing service offered and the potential use of the mobile facilities in the future provision of adequate library services.

## 3. Inventory of Existing Service Levels

The provision of a public service is the primary function of any public library program. In addition to the physical facilities, four basic factors enter into the assessment of the level of any library service: geographic service areas, registration and circulation, material stock, and special services offered. An accurate inventory of existing geographic service areas, circulation, material stock, and special services will be made in order to assess the quality and quantity of the services being offered at each existing library facility.

### a. Service Areas and Population

The service areas of each public as well as each institutional and industrial library will be delineated, and the population residing within such service area limits estimated. Efforts will be made, by analyzing available user surveys, to determine additional pertinent information, such as the age and educational level and occupational groupings of the persons using the services, the mode of travel used to obtain the services, material use categories, service use frequency, and public attitudes toward the services offered.

### b. Circulation and Registration

The number and general location of all library card holders will be determined for each library facility for a reasonable historic period of time. Such information will be plotted on maps as an aid in delineating actual service area boundaries. In addition, the number and type of books and other library materials loaned at the time of inventory will be determined for each facility.

### c. Book Stock, Periodicals, Tapes, and Other Materials

The number, general condition, and availability of all book stocks, periodicals, tapes, records, and other materials will be inventoried at each facility in an effort to determine efficiencies or deficiencies in existing library services. Physical location of the major categories of library materials stored within the library structure will be determined and described. State and national trends in the production of new materials will also be determined for a reasonable historical period of time.

### d. Special Services

An investigation and compilation of the types, extent, and frequency of special library service programs, such as children's story hours, adult education programs, information services, programs and services for the aged and the physically handicapped, programs and services for the undereducated, and services for professional and technical groups, will be made at each library facility.

## 4. Inventory of Existing Library Staff Personnel

Another measure of the level of library service presently being offered within the Region will also have to be conducted as a part of the library planning program. This inventory will be directed at providing definitive data on the type and educational level of the existing library staff.

An effort will be made to determine staff organization for each library facility in the Region, including duties and responsibilities, hours of work, and special capabilities of the various professional and nonprofessional library personnel. Educational attainment levels of each type of library employee will be inventoried and employee surveys conducted to determine personal career objectives and technical capabilities.

#### 5. Inventory of Existing Financial Conditions and Capabilities

Any library plan which may ultimately be recommended for implementation by the various library boards throughout the Region must not only be sound in concept and design but also be financially feasible. A thorough assessment of the financial conditions and capabilities of each community to provide a high level of service will, therefore, be necessary. The fiscal capability of the state and local units of government to achieve and maintain a high level of library service is a necessary adjunct to such an inventory of financial conditions and capabilities.

#### 6. Inventory of Existing Organizational Structure

In order to gain a thorough knowledge of the various existing library programs in southeastern Wisconsin, it will be necessary to explore the legal basis and authority for the organization of library programs and the exercise of that legal authority by the individual library boards within the Region in the provision of library facilities and services.

##### a. Legal Authority and Constraints

An investigation of state and local legislation relating to library programs and the formal organizational structure will be made in order to determine the existing legal authority and legal constraints for such programs. The organizational structure for each library program within the Region will be comparatively analyzed, and the legal means for the use of "private" library services to supplement public library services will be explored.

##### b. Inventory of Contractual Interlibrary Cooperative Arrangements

An inventory and analysis of contractual agreements by and between the libraries within the Region will be conducted. Model interlibrary cooperative agreements will be formulated for use by those library boards choosing to undertake such cooperative programs.

#### 7. Investigation of Technological Advancement Affecting Library Service

Recent technological advancements in certain forms of audio and visual presentation are looked upon by many professional librarians as an opportunity to provide broader and better library service while, at the same time, instituting economies in the provision of library services. As part of the comprehensive library planning program for southeastern Wisconsin, all technological advances relating to library services, such as miniaturization, will be investigated for their relevance to library programs in southeastern Wisconsin.

### D. FORECASTS

The planning inventories and the analyses of the information compiled in these inventories will provide a factual description of historic and existing library conditions within the Region as a basis for plan preparation. Forecasts of certain factors affecting the provision of library services will be necessary to provide estimates of future needs for land, facilities, materials, personnel, revenues, and organization. These future needs must be determined from a series of interlocking forecasts. Forecasts of the level, character, and distribution of economic activity, population, and land use within the Region will be necessary which, in turn, can be translated into future quantitative and qualitative demands

for library services. These future demands can then be scaled against the existing supply of library facilities and level of services, and plans formulated to meet any deficiencies. All forecast information will be documented in uniform electronic data processing form for ready use in regional and local library planning and plan implementation programs.

## 1. Demographic and Economic Forecasts

Service to people is the primary purpose for the establishment of library facilities. Any plan for library services must, therefore, be based upon forecasts of the future size, characteristics, and spatial distribution of the population and of supporting economic activities in terms of existing and proposed land use distribution. The plan must also be directly related to the existing and expected revenues available for the funding of library services.

### a. Population

Forecasts of population will be made for each five-year period from 1970 through 1990 for the Region as a whole and for each county in the Region. Estimates of future population will also be prepared for each community in the Region, based on the county forecasts. The forecasts will be prepared by age and sex, and an effort will be made to estimate future educational attainment levels by small geographic area.

### b. Employment

Forecasts of employment by major employment categories for small geographic areas will also be prepared for each five-year period from 1975 through 1995.

### c. Educational Attainment

An effort will be made to forecast educational attainment by years of school completed for each county in the Region.

### d. Personal Income

An effort will be made to estimate total family income for small geographic areas of the Region for each five-year period from 1970 through 1990. This information will assist in estimating future public revenues and the demand for public library services.

## 2. Public Library Services and Facilities Demand

The forecasts of future population and economic activity will be converted to forecasts of the future demand for library services in terms of facilities, personnel, and materials. These forecasts will be compared with existing facilities to determine deficiencies to be alleviated by specific plan proposals.

### a. Types of Facilities

The number and type of library facilities required to meet the demands for library services by an expanding population will be estimated for each five-year period from 1970 through 1990. In addition, efforts will be made to determine the best location for each type of library facility, as well as the land area required to meet service demands.

### b. Personnel By Employment Category

The number and type of library personnel required to meet the service demands will be estimated for each five-year period from 1970 through 1990. An effort will be made to estimate the personnel requirements for new and expanding special library educational programs.

### c. Book Stock and Other Materials

Book and other material stock required to meet the future library services will be estimated for each five-year period from 1970 through 1990, taking into consideration trends in the number and type of new publications. An effort will be made to estimate the amount of material which will become obsolete during the planning period, as well as the required addition of new types of materials.

## 3. Revenues and Expenditures

Historic trends in revenues and expenditures for public library facilities and services, as well as estimates of existing and expected personal income, will provide a base for estimating future revenues and expenditures. Such information will be necessary to assist in determining the timing of future library development and the possible need for the institution of economies in the provision of library services.

### a. Revenues

Future revenues will be estimated by major source for each five-year period from 1970 through 1990. Some revenues are only available for certain aspects of the library planning program, and the estimate of future revenues will reflect such segregation of funds.

### b. Expenditures

Major categories of public expenditures for each five-year period from 1970 through 1990 will be estimated. This information will be useful in the staging of the recommended plan, as well as in establishing the need for the institution of economies.

## E. PLAN PREPARATION AND EVALUATION

The ultimate purpose of the proposed comprehensive library planning program is the preparation and evaluation of alternative plans for the provision of an adequate level of library services to the Region and the selection of a recommended plan from among the alternatives. Alternative plans may include proposals for library location, types and sizes of libraries, additions to existing libraries, removal of library facilities, use of technological innovations to provide better service, use of interlibrary cooperative agreements to effect economies, and general provision for the overall improvement of library service in the Region.

Library plans already prepared and adopted by local units of government and library boards will be incorporated to the extent feasible in the alternative plans. It will be assumed that such adopted library plans carry with them an indication of the library programs presently desired by the communities affected and, consequently, should prove to be important input to the plan preparation process. Each will be qualitatively and quantitatively evaluated with respect to the objectives and standards formulated as part of the regional planning process.

Any areawide plan for libraries carries with it potential effects on other elements of regional development, such as land use, transportation facilities, public investment, and broad community costs and benefits. Decisions regarding such important matters should not be made by technicians alone but properly belong in the realm of public policy-making and should, therefore, actively involve elected and appointed public officials and interested citizens. If, therefore, an adopted library plan is to represent more than theoretical technical decisions, the related physical, economic, social, and legal effects of the alternative plans must be analyzed and presented in understandable form to elected and appointed public officials and interested citizens for study and evaluation. This will be done through one or more planning reports, which will describe the results of the inventories, analyses, and forecasts of the alternative plans, and the anticipated effects of these plans. The presentation

will be accompanied by an analysis of the social, economic, and public financial resource ramifications of each alternative plan to enable a comparison to be made of the relative costs and benefits of each alternative plan.

#### F. PLAN SELECTION AND ADOPTION

One plan will be chosen, after public hearings, as the final plan to be recommended as the advisory guide for library development within the Region and, through cooperative adoption by all levels and agencies of government involved, to become the basic reference for all library programs within the Region. The final published planning report will include a clear graphic and written description of the library plan and the reasons for its selection.

#### G. PLAN IMPLEMENTATION

The ultimate purpose of a comprehensive library planning program in southeastern Wisconsin is the development of a plan that will stimulate and guide action toward the solution of the many problems facing library boards and administrators within the Region today. Plan implementation is, therefore, beyond the scope of this proposed library program but, nevertheless, a major element which must receive proper attention throughout the planning process. The final plan report should, therefore, set forth in a clear, concise manner the specific actions required to implement the plan by each level and agency of government involved in, or responsible for, library service within the Region. Such presentation should not be limited to written description but should include a graphic presentation comprised of staged plans, capital improvement program charts, and typical site plans for selected types of facilities.

## Chapter V

### ORGANIZATION FOR THE PLANNING PROGRAM

#### STAFF REQUIREMENTS

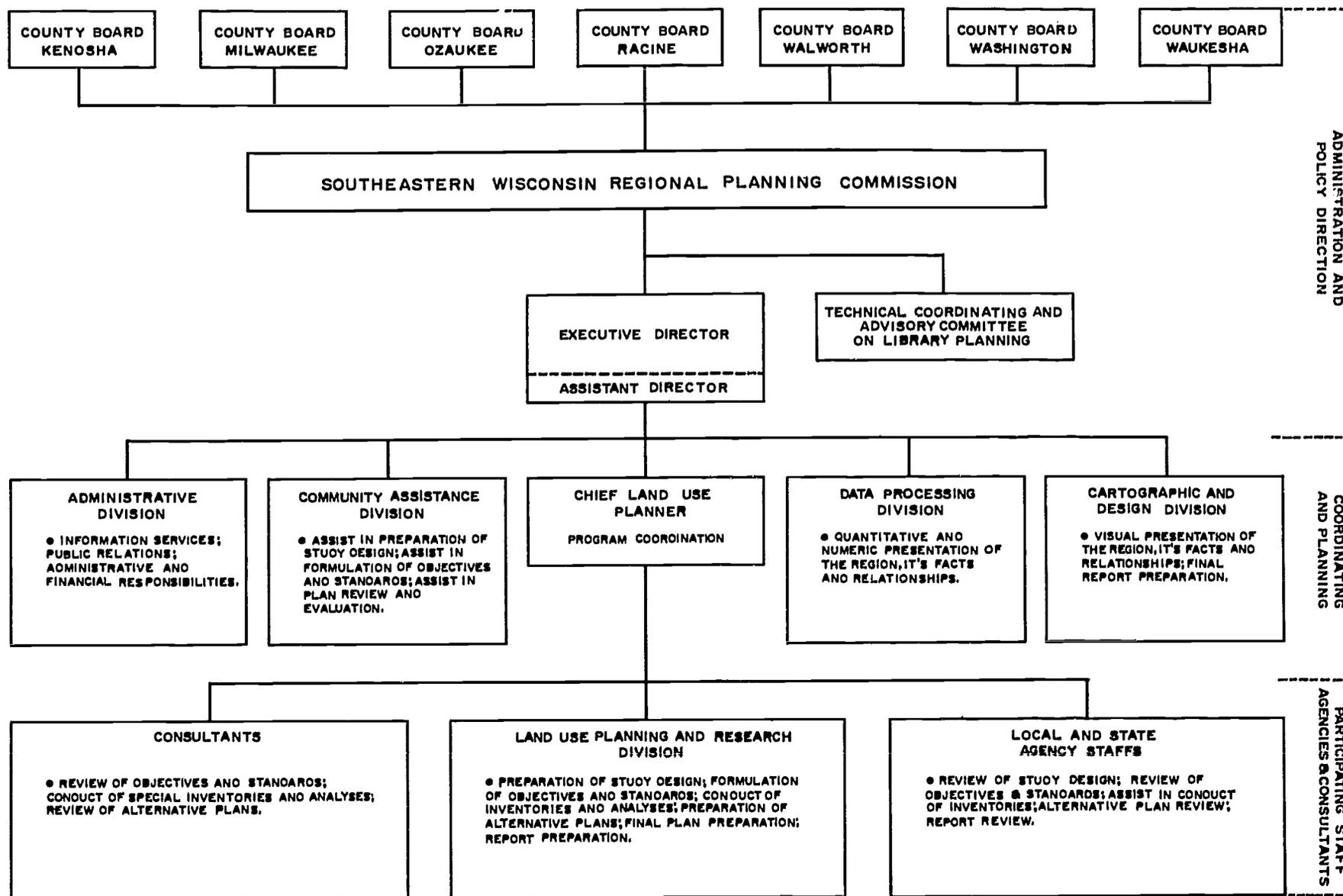
The proper conduct and completion of the recommended comprehensive library planning program for southeastern Wisconsin will require experienced staff, trained in a number of skills and professional disciplines. Staff in the particular fields of community land use and facility planning and library sciences are essential to such a planning effort. The problem of offering a high standard of community and inter-community library services and the effect the offering of such service has upon other community programs within a highly urbanized region, such as southeastern Wisconsin, makes it necessary that an interdisciplinary approach to the planning work be established.

The Southeast Wisconsin Regional Library Conference originally approached the Commission with the idea of a comprehensive areawide library planning effort, with the understanding that the Commission would administer the conduct of such a program in southeastern Wisconsin. It was assumed at that time that the actual conduct of the various work elements, as outlined in Chapter IV of this Prospectus, would be accomplished with consultant staff under contract to the Commission. The Technical Advisory Committee did, however, explore alternate approaches to the staffing problem and after careful consideration recommends that the work program, as outlined herein, be carried out under the direction of the Commission staff and, in addition, that the Commission assume direct responsibility for all work elements of the program. It is assumed that the Commission may wish to retain experienced consultant staff from time to time as a supplement to Commission staff to assist in the conduct of special inventories or analyses, and provision should be made in the program budget for such an eventuality. It is estimated that the work program as outlined will require the services of two full-time planners over the two-year planning period. It is anticipated that some part-time assistance will be required during the data collection phase of the program and that other data processing, cartographic, clerical, and administrative staff will be assigned to the program by the Commission as required. The offer of the assignment of a professional library staff person to the program by the Wisconsin Department of Public Instruction, Division for Library Services, was concurred in by the Committee and is hereby recommended. Such a staff person would be extremely valuable in the execution of all phases of the program and would serve to fulfill established staff requirements. It is anticipated that such a staff assignee will take a major role in the coordination of the program with on-going individual library programs throughout the Region and the state. In addition, such a staff assignee could assist the Commission in the interpretation of the planning program, as well as the recommended plans to the individual library boards and staffs throughout the Region.

In addition to full-time, part-time, and assigned staff, it is further recommended that library consultant services be retained as required to supplement the skills of the established staff. In seeking such consultant service, special consideration should be given to those individual consultants or consultant firms having the demonstrated abilities, as well as having a reputation for prompt and thorough completion of contracted work.

The assignment of Commission staff to the program, the assignment of professional library staff by the Division for Library Services, and the possible addition of consultant staff for the completion of specific work elements comprise the recommended staffing for the comprehensive library planning program. This staff will complete the required tasks under the general administrative supervision and direction of the Commission. In order that the program, as well as each individual work element of the program, as outlined herein, be completed within the established time limits, it is necessary that all participants in the program function as a smoothly operating team, geared to tight production schedules. It is, therefore, particularly important that each member of the staff team and each member of the committees and agencies directly involved in the planning program be fully aware of their role and responsibility in the thorough and expeditious completion of the program. A recommended organization for the program is indicated in Figure 2, as are recommended lines of authority and responsibility and possible functional designation of tasks. It must be recognized that actual division of work elements cannot be determined until the program is mounted and the individual skills of the established staff determined.

**Figure 2**  
**ORGANIZATIONAL CHART FOR THE COMPREHENSIVE**  
**LIBRARY PLANNING PROGRAM**



**COMMITTEE STRUCTURE**

It is recommended that the Technical Advisory Committee on Library Planning be made an integral part of the organization for the program, as shown in Figure 2. The Committee is presently organized and has operated as an advisory committee to the Commission in the preparation of this Prospectus. It is recommended that the role of the Committee be expanded to include interlibrary coordination during plan preparation.

The basic purpose of the Committee will be to actively involve the various public library boards, technical agencies and staffs, and established committees and organizations, such as the Southeast Wisconsin Regional Library Conference, within the Region in the planning process and to assist the Commission in determining and coordinating basic policy involved in the conduct of the program and the resultant plan implementation. The Committee will have a particularly important role in the establishment of region-wide library service objectives and standards, as well as in the selection of the final plan and in assuring its financial and administrative feasibility. The Committee will assist in familiarizing the political, business, and industrial leadership within the Region with the program and its findings and in fostering understanding of its basic objectives and implementation procedures. It is recommended that the existing membership on this Committee be retained but that the possibility of an expanded membership remain open as the study progresses.

**TIMING OF THE PROGRAM**

An estimated time schedule for the accomplishment of the major elements of the proposed comprehensive library planning program for the Southeastern Wisconsin Region is shown in Figure 3. It is estimated that the program will require a two-year planning period. The first year would be needed for program organization, the formulation of objectives and standards, and the collection and analysis of basic data. The second year will involve further analyses, the preparation and evaluation of alternative plans, and the preparation and publication of reports. This time schedule is subject to revision upon the completion of a detailed study design, but represents the best estimate possible in the absence of such a design.

**Figure 3  
THE TIMING OF MAJOR WORK ELEMENTS  
FOR THE COMPREHENSIVE LIBRARY PLANNING PROGRAM**

MAJOR WORK ELEMENTS	1968					1969					1970													
	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
A. STUDY ORGANIZATION AND STUDY DESIGN	■	■																						
B. FORMULATION OF OBJECTIVES AND STANDARDS	■	■	■						■	■	■													
C. COLLECTION OF BASIC DATA																								
1. MAPPING	■	■	■	■	■				■	■	■	■	■	■	■	■	■							
2. INVENTORY OF EXISTING FACILITIES	■	■	■	■	■	■	■	■	■	■														
3. INVENTORY OF EXISTING SERVICE	■	■	■	■	■	■	■	■	■	■														
4. INVENTORY OF EXISTING PERSONNEL	■	■	■	■	■	■	■	■	■	■														
5. INVENTORY OF EXISTING FINANCIAL CONDITIONS AND CAPABILITIES			■	■	■	■	■	■	■	■														
6. INVENTORY OF EXISTING ORGANIZATIONAL STRUCTURE						■	■	■	■	■														
7. INVENTORY OF TECHNOLOGICAL ADVANCEMENTS AFFECTING LIBRARY SERVICE						■	■	■	■	■														
D. PLANNING OPERATIONS																								
1. DEMOGRAPHIC AND ECONOMIC FORECASTS						■	■	■	■	■														
2. REVENUES AND EXPENDITURES FORECASTS									■	■	■													
3. LIBRARY SERVICE AND FACILITY DEMAND									■	■	■	■	■	■	■	■								
4. DATA ANALYSIS						■	■	■	■	■	■	■	■	■	■	■								
5. PREPARATION, TESTING AND EVALUATION OF ALTERNATIVE PLANS												■	■	■	■	■								
6. PLAN SELECTION																■	■	■	■	■	■	■	■	
7. PREPARATION OF TYPICAL SITE PLANS																■	■	■	■	■	■	■	■	
E. PREPARATION AND PUBLICATION OF REPORTS																■	■	■	■	■	■	■	■	

## Chapter VI

### PROGRAM BUDGET

#### COST ESTIMATES

The estimated program costs, set forth in Table 2, are based upon the cost of the work, time schedule, staffing, and study organization as recommended in this Prospectus. The cost estimates presented for each major work element are based upon estimates prepared by the Commission staff and carefully reviewed by the Technical Advisory Committee on Library Planning.

In any consideration of these cost estimates, it must be recognized that precise cost estimates are impossible without a detailed study design. This is particularly true with respect to the analytical phases of the work since the depth and detail of analysis required becomes apparent only as the work progresses. Consequently, the cost estimates presented in Table 2 must be considered tentative with respect to allocation of total fund requirements among the various work elements; and changes in this allocation must be expected upon completion of a detailed study design. Overall study costs, however, should not vary greatly from that estimated.

Table 2  
PROGRAM COST ESTIMATES

A. Study organization and detailed study design . . . . .	\$ 5,000.00
B. Formulation of objectives and standards . . . . .	9,000.00
C. Collection of basic data	
1. Mapping	
a. General base maps . . . . .	5,000.00 <sup>a</sup>
b. Aerial photography . . . . .	17,000.00 <sup>a</sup>
c. Detailed mapping and general graphics . . . . .	6,000.00
<i>Subtotal</i>	6,000.00
2. Inventory of existing library facilities	
a. Sites and structures . . . . .	5,000.00
b. Bookmobile and other facilities . . . . .	3,000.00
<i>Subtotal</i>	8,000.00
3. Inventory of existing library services	
a. Service areas and population . . . . .	3,000.00
b. Circulation and registration . . . . .	3,000.00
c. Bookstock, periodicals, tapes, and other material . . . . .	3,000.00
d. Special services . . . . .	3,000.00
<i>Subtotal</i>	12,000.00
4. Inventory of personnel	
a. Employee classification . . . . .	2,000.00
b. Education and experience . . . . .	2,000.00
<i>Subtotal</i>	4,000.00
5. Inventory of financial condition and capability	
a. Revenues by unit of government . . . . .	3,000.00
b. Expenditures . . . . .	3,000.00
<i>Subtotal</i>	6,000.00
6. Inventory of organizational structure	
a. Legal authority and constraints . . . . .	2,000.00
b. Library system operating procedures . . . . .	2,000.00
<i>Subtotal</i>	4,000.00
7. Inventory of new technology affecting library service . . . . .	2,000.00

Table 2 - continued

<b>D. Planning operations</b>		
1. Demographic and economic forecasts		
a. Population . . . . .		10,000.00 <sup>a</sup>
		3,000.00
b. Employment . . . . .		12,000.00 <sup>a</sup>
		2,000.00
c. Educational attainment level . . . . .		8,000.00 <sup>a</sup>
		2,000.00
d. Personal income . . . . .		7,000.00 <sup>a</sup>
		2,000.00
	<i>Subtotal</i>	9,000.00
2. Forecasts of revenues and expenditures		
a. Revenues . . . . .		6,000.00 <sup>a</sup>
		1,000.00
b. Expenditures . . . . .		6,000.00 <sup>a</sup>
		1,000.00
	<i>Subtotal</i>	2,000.00
3. Library service and facility demand		
a. Facilities . . . . .		3,000.00
b. Personnel . . . . .		2,000.00
c. Materials . . . . .		2,000.00
	<i>Subtotal</i>	7,000.00
4. Data analysis		
a. Existing conditions and problems . . . . .		3,000.00
b. Population growth and demands . . . . .		3,000.00
c. Financial capabilities . . . . .		3,000.00
d. Systems analysis . . . . .		5,000.00
	<i>Subtotal</i>	14,000.00
5. Preparation, testing, and evaluation of alternative plans . . . . .		8,000.00
6. Plan selection . . . . .		4,000.00
7. Preparation of typical site plans . . . . .		5,000.00
E. Preparation and publication of reports . . . . .		10,000.00
F. General administration and consultant fees		
1. Data processing . . . . .		10,000.00
2. Materials, supplies, and travel . . . . .		2,000.00
3. Consultant fees . . . . .		8,000.00
4. Program administration . . . . .		7,000.00
Estimated total program costs . . . . .		\$213,000.00
Estimate of work made available at no cost . . . . .		71,000.00
Estimated total net program costs . . . . .		\$142,000.00

<sup>a</sup> Material and data from previous regional planning studies to be made available to the program by the SEWRPC at no cost.

Source: SEWRPC.

**PROGRAM FUNDING**

The Committee explored three possible sources for the funding of the comprehensive library planning program in southeastern Wisconsin. The first such source explored was the local units of government within the Region. The possibility of the seven counties financing the recommended program was eliminated by the Committee due to the present heavy use of county funds for the financing of other county, sub-regional, and regional planning and plan implementation programs. The U. S. Department of Housing and

Urban Development (HUD) was explored as a second possible source of funding. This source was also eliminated by the Committee, even though there was a possibility of obtaining grants-in-aid to conduct the planning program. The two primary reasons for the Committee's elimination of HUD as a source of funds are:

1. Federal grants-in-aid require that the state or local units of government participate in the program by at least one-third of the total estimated cost of the proposed program. It had already been established that the local units of government in the Region did not have the funds available for such participation and that the only state agency with available funds, the Division for Library Services, receives its library planning revenues from the U. S. Department of Health, Education, and Welfare pursuant to the Library Services and Construction Act of 1966 (LSCA). Such federal funds cannot be used to match other federal funds in place of state or local monies.
2. Assuming that state or local matching monies were readily available, the time required to prepare an application, submit the application to HUD, and obtain that agency's review, approval, and ultimate funding would delay the start of the program an additional six to nine months.

The Wisconsin Department of Public Instruction, Division for Library Services, was the third possible source of funds explored by the Committee. The Division for Library Services agreed that such a comprehensive library planning program in southeastern Wisconsin was essential to future library development in the Region and the state and should begin as soon as possible. The Division for Library Services had earlier expressed its desires for such a planning program in southeastern Wisconsin and had already offered to assign a full-time professional staff member to the SEWRPC for the duration of the two-year program. Due in part to strong commitments to library programs in southeastern Wisconsin, as already indicated, as well as the lack of other readily available sources of revenue to support such a planning effort, the Division for Library Services offered to finance the total estimated net costs of the program, as set forth herein, using LSCA funds and matching state monies. The Committee endorsed the Division for Library Services offer of program funding and hereby recommends that the Division for Library Services and the Southeastern Wisconsin Regional Planning Commission enter into a contract for the funding and the conduct of the Comprehensive Library Planning Program for southeastern Wisconsin.

## Chapter VII

### CONCLUSIONS AND RECOMMENDATIONS

The Technical Advisory Committee on Library Planning, after careful study and consideration, wishes to submit the following findings and recommendations to the Southeastern Wisconsin Regional Planning Commission:

1. The Technical Advisory Committee has identified nine conditions which together make the provision of adequate library facilities and services in southeastern Wisconsin a regional as well as an individual community problem. These conditions are:
  - a. Rapidly increasing use of library facilities and services.
  - b. Rapidly changing library service areas.
  - c. Rapidly increasing types and quantities of library materials.
  - d. Rapidly increasing demand for a wider variety of library services.
  - e. Impact of a rapidly changing technology on library facilities and services.
  - f. Aging of existing library facilities.
  - g. Shortage of qualified staff.
  - h. Rising costs of library facilities and services.
  - i. Lack of region-wide interlibrary cooperation.

These conditions are all interrelated and will be intensified as urbanization continues within the Region.

2. To date, there has been no comprehensive evaluation made or recommendations prepared for the solution to the serious problems posed by these conditions on a regional basis. To be totally effective, individual local library programs must be related, not only to the shifting needs and demands of local users but also to each other and to the user demands beyond the boundaries of the individual library service areas. Only within a regional context can sound long-range solutions be developed to the provision of library facilities and services within the Region.
3. The solution to the problems posed by the aforelisted conditions and the provision of a high level of library services within the Region require the formulation of a comprehensive regional library facilities and services plan which sets forth recommendations relating to all elements of library service and which can be cooperatively, as well as individually, implemented by all agencies and levels of government concerned. The achievement of such implementation further requires that the agencies and levels of government concerned take an active part in the formulation of the plan.
4. Preparation of a comprehensive plan for library facilities and services in southeastern Wisconsin is technologically feasible.
5. Preparation of a comprehensive plan for library facilities and services in southeastern Wisconsin is financially feasible with the funding of the program by the State Department of Public Instruction, Division for Library Services, with Library Service and Construction Act (LSCA) Funds.

The Committee, therefore, recommends that a comprehensive library facilities and services planning program be established for the Southeastern Wisconsin Region at the earliest possible date and that the scope, techniques, time sequence, staff and committee structure, and cost allocation for such a study all be as recommended in this Prospectus. The Committee respectfully urges the Southeastern Wisconsin Regional Planning Commission to give careful consideration to this Prospectus, to act favorably thereon, and to initiate the necessary planning program as quickly as possible.

Respectfully submitted,

Technical Advisory Committee on Library Planning  
June 1968

## TECHNICAL ADVISORY COMMITTEE ON LIBRARY PLANNING

- Nolan Neds . . . . . Superintendent of Neighborhood Libraries  
Chairman and Extension Services, City of Milwaukee  
Public Library System
- George E. Earley . . . . . Director, Kenosha Public Library  
Vice-Chairman
- Mrs. Grace Lofgren . . . . . Director, Burlington Public Library  
Committee Secretary
- Harlan E. Clinkenbeard . . . . . Assistant Director, SEWRPC  
Staff Secretary
- Mrs. Ethel A. Brann . . . . . Director, Lake Geneva Public Library
- Daniel Eckert . . . . . Librarian, Cedarburg Public Library
- Miss Fern Federman . . . . . Director, Shorewood Public Library
- John Gregrich . . . . . Planner, Bureau of State Planning, Wisconsin  
Department of Administration
- Miss Marian Langdell . . . . . Director, Cudahy Public Library
- Miss Dorothy L. Last . . . . . Librarian, West Bend Public Library
- Edward W. Lynch . . . . . Librarian, Waukesha Public Library
- Miss Josephine M. Machus . . . . . Director, Oconomowoc Public Library
- Forrest L. Mills . . . . . Librarian, Racine Public Library
- Miss Ione Nelson . . . . . Coordinator of Field Services, Division for  
Library Services, Wisconsin Department of  
Public Instruction
- Mrs. Helen Peizmann . . . . . Librarian, West Allis Public Library
- Miss Esther Regli . . . . . Librarian, Wauwatosa Public Library