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ABSTRACT

This paper provides information on library services in Wisconsin, with a special emphasis on public library systems. The first section describes how library services are organized and administered, including municipal and county libraries, library systems, and the state Department of Public Instruction's Division for Libraries and Community Learning. The second section discusses how public libraries are financed, including municipal funds, county funds, state funds, federal grants, and other income; two tables present operating income for public library services and library system funding for 1997. The final section examines the formula used to distribute state aid to public library systems, including service requirements, formula factors (area, expenditures, population), and a sample aid calculation; two tables present state aid to public library systems for fiscal year 1997-98 and public library system aid for fiscal years from 1988-89 through 1998-99. A list of Wisconsin public library systems and their member counties is appended. (AEF)

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Informational Paper #40

Public Libraries

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Wisconsin Legislative Fiscal Bureau

Public Libraries

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Public Libraries

Public library services in Wisconsin are primarily provided by local units of government such as municipalities and counties, although the state plays a major role in ensuring coordination and resource sharing among libraries. The Department of Public Instruction (DPI), through its Division for Libraries and Community Learning, is responsible for statewide library development, resource sharing and administering state aid to public library systems, which are organizations that coordinate library development and resource sharing among libraries in a specific geographic region.

This paper provides information on library services, with a special emphasis on public library systems. The first section describes how library services are organized and administered. The second section discusses how public libraries are financed. The final section examines the formula used to distribute state aid to public library systems. This paper does not address libraries in elementary and secondary schools or institutions of higher education.

Organization and Administration

Municipal and County Libraries

Local governments plan for and provide library services. Currently, such services are provided by: (a) municipal libraries; (b) joint libraries, which are libraries operated by two or more municipalities or a county and one or more municipalities; (c) consolidated county libraries; or (d) county library services, which are library services provided by the county or under contract. There are currently 381

municipal and county library service organizations. County governments may contract for access to public libraries by residents who live outside the primary service jurisdiction of a public library organization. In 1997, counties extended library services to 1,385,000 people in this manner.

By statute, countywide library services can be provided on a consolidated basis, where each library in the county is a branch of a main county library. Counties organized in this manner have one countywide library board, which governs all libraries. There are currently six consolidated county libraries, including: Adams, Brown, Marathon, Marinette, Menominee, and Portage Counties. By contrast, in other counties, libraries are not branches of a main county library but are independent, each with its own governing board. Although they are self-governing, libraries in other counties do coordinate borrowing and sharing of resources. County residents may borrow materials from any library in the county.

Most library services are provided by municipal libraries, which are governed by local library boards and receive funding from municipal governments. Local services may also be provided through contracts between municipal libraries and other library organizations. Where there are no municipal libraries, county governments provide library services or contract for such services.

Library Systems

Public library systems were created by the Legislature in 1971 to improve and extend public library services, promote resource sharing among libraries, and increase access to library materials and services by the state's residents. Serving a specific geographic region, each system provides special services and programs not offered by

municipal and county libraries. Library systems receive state aids for coordination and supplementation of services beyond what could be provided by local and county funds.

The first four public library systems in Wisconsin began operating in 1973. Currently, there are 17 library systems serving all 72 counties and every state resident. These systems are shown in the Appendix. Library systems do not oversee the administration of local libraries, which remain autonomous in regard to local services and operations. Although not required to do so, all local units of government that provide library services participate in a library system.

Library systems may be organized on a single-county or multi-county basis. The territory within the system must serve a population of at least 100,000. If due to the withdrawal or realignment of participating municipalities or counties, a system has a population under 100,000, the remaining system members must realign with an existing system within two years from the date of the decrease in population. Further, no new system may be established unless it serves a population of at least 200,000.

Multi-county systems must be federated systems, which are systems made up of multiple independent libraries that are not branches of a centralized library. A multi-county system is considered a joint agency of all participating counties but constitutes a separate legal entity for purposes of having exclusive custody and control of all system funds, holding title to and disposing of property, constructing, enlarging and improving buildings, making contracts and suing and being sued. Single-county systems, which may be consolidated or federated, are considered a county agency. A federated public library system located within a single county with a population of 500,000 or more constitutes a separate legal entity solely for the purposes of having custody and control of all system funds, making contracts and providing employee benefits.

Single-county federated systems have governing boards consisting of seven members. Members are nominated by the county executive or by the county chairperson in a county without a county executive and approved by the county board. Single-county consolidated systems have seven or nine board members appointed by the county board. In multi-county systems, governing boards have 15 to 20 members. The members nominated by the county executive in each county in the system or by the county board chairperson in each county without a county executive and approved by each county board in the system. Members are appointed in proportion to population distribution with at least one system board member from each county. The system board membership may exceed 20 if the county boards, acting jointly, decide that at least two members on the board shall represent each county in the system. All system board members serve staggered, three-year terms.

In order for counties and municipalities to participate in library systems, they must meet specific statutory requirements. Each county within a federated system is required to maintain its financial support for library services at a level not lower than the average of the previous three years. In addition, counties participating in federated systems must maintain a plan of library service. The plan must provide for services, including full access to libraries, to county residents living outside municipalities with library services and provide for reimbursement of public libraries for access by residents of those municipalities.

A municipal, county or joint library may participate in a system if it: (a) is located in a county that participates in a public library system; (b) is authorized by its municipal governing body or county board to participate in the system; (c) participates in system activities; (d) employs a DPI-certified head librarian; and (e) is funded by the municipal or county governing body at a level not lower than the average of the previous three

years.

In order to facilitate state residents' access to library services, all public libraries are required to honor valid borrowers' cards from libraries in adjacent systems (with the exception of the Milwaukee County Federated Library System). However, a public library may refuse to provide services to residents of adjacent systems if the total amount of the reimbursement received by the library for the preceding year from the adjacent system, and from counties and municipalities in that system, is less than the cost incurred by the public library in providing the service. The first 500 loans are not included in the cost calculation. Should a library refuse to honor the valid cards of borrowers from an adjacent system, annual meetings between representatives of the systems involved must be held to discuss the resulting lack of services and the cost of providing such services.

In an effort to enhance the research and reference capacity of member libraries, each system must contract with the member library with the largest annual operating budget to serve as the system resource library. The resource library must have a collection of at least 100,000 volumes, be open to the public at least 50 hours each week and employ a permanent reference librarian with a master's degree in library science. If no library in the system meets these requirements, systems must enter into a supplementary contract with an academic library in the system or a resource library in an adjacent system.

Division for Libraries and Community Learning

The statutory duties of the Division for Libraries and Community Learning are to: (a) provide continuing education programs for librarians; (b) provide assistance to libraries in personnel recruiting; (c) provide professional and technical services; (d) prepare statistical reports on statewide library service; (e) designate a librarian to coordinate the activities of state depository libraries; (f) establish library standards; (g) certify

public librarians; (h) approve the establishment of library systems; (i) provide reference and loan services to supplement those of other types of libraries in the state; (j) implement programs and policies as directed by the State Superintendent; (k) distribute state library aids; and (l) assist the Council on Library and Network Development in the preparation of Council reports. In addition, 1997 Act 27, added the requirements that the Division: (a) review a system if at least 30% of the libraries in participating municipalities, which include at least 30% of the population of all participating municipalities, state that the public library system did not adequately meet the needs of libraries participating in the system; and (b) prepare an advisory plan for such a library system suggesting how the system can adequately meet the needs of its participating libraries, if the Division determines that the public library system did not adequately meet the needs. While the Division also has additional duties unrelated to library services, currently there are a total of 32.75 FTE positions that are directly responsible for library services.

In order to fulfill several of these requirements, the Division contracts with four entities that provide specialized library services statewide. First, the Cooperative Children's Book Center, housed in the University of Wisconsin-Madison School of Education, obtains and reviews children's publications and provides an opportunity for school and public librarians to review these materials prior to purchasing them. Second, as statutorily required, the Regional Library for the Blind and Physically Handicapped, housed in the Milwaukee Public Library, provides a collection of specialized materials such as large-print and braille books. Third, the Wisconsin Interlibrary Loan Service (WILS) is a nonprofit organization that provides automated library services, primarily an on-line nationwide cataloging service, to public and school libraries. Fourth, the Division contracts with the Milwaukee Public Library to provide statewide interlibrary loan of its collection.

According to statute, the Division must also operate the State Reference and Loan Library, located in Madison, which acts as a clearinghouse for interlibrary loan requests forwarded from other libraries, locating the requested materials in libraries throughout Wisconsin or in other states. The Library also supplements the collections and resources of all types of libraries in the state by maintaining its own collection of specialized and unique materials and providing reference assistance to patrons and librarians statewide on questions that require sophisticated research techniques and reference sources.

Financing

Table 1 shows operating income that was reported for calendar year 1997 by public libraries and library systems in the state.

Municipal funds support the costs of providing basic library services at a municipal library to residents who pay taxes for library services. These funds are generally used for construction and maintenance of facilities, personnel, purchase of materials of all kinds, and support of circulation, reference, and other programming as determined by a locally-appointed library board.

A county board may provide funds to individual municipal libraries or to public library systems. **County funds** are most commonly used to provide library service or access to it for county residents not residing in a municipality which operates its own library. Counties often reimburse existing libraries for use by nonresidents or they may directly provide bookmobile service, books-by-mail service, or any other service as determined by the county library board or county board. Starting in 2001, counties, except Milwaukee County, will be required to pay each public library in the county at least 70% of the cost of library

services provided to residents of a municipality that does not maintain a consolidated public library.

State funds go directly to public library systems and are intended to fund system services required by statute. Such services include interlibrary loan, reference referral, consulting, continuing education, services to users with special needs, resource library services, collection development, and multi-type library cooperation. However, there is no requirement that state aid be used exclusively for statutorily required services. System boards have the authority to develop programs which meet area needs and to support these programs with state funds.

Table 1
1997 Operating Income for Public Library Services

	Amount (In Millions)	Percent
Municipal funds	\$92.4	61.7%
County funds	29.0	19.4
State aid to public library systems	11.8	7.9
Federal grants	1.2	0.8
Contract income	0.7	0.5
Endowments, gifts and other income	<u>14.6</u>	<u>9.7</u>
TOTAL	\$149.7	100.0%

Federal grants are used for a variety of purposes including automation and internet access, collection development, literacy services to special user groups such as senior citizens or Native Americans, the purchase of special equipment and cooperative projects.

Other income includes state service contracts with Milwaukee public library, gifts, state and local carryover funds and all other sources of income not identified above.

Table 2: Library System Funding (Calendar Year 1997)

System	County	State Aid*	Federal Aid	Contract Income	Other Income	Total Income
Arrowhead	\$703,164	\$343,194	\$50,340	\$55,673	\$88,052	\$1,240,423
Eastern Shores	743,762	452,783	4,708	0	21,825	1,223,078
Indianhead	655,835	300,370	0	22,658	7,168	986,031
Kenosha County	0	883,327	20,271	0	41,822	945,420
Lakeshores	1,392,175	496,286	13,935	48,364	135,788	2,086,548
Manitowoc-Calumet	25,409	244,684	19,880	16,023	97,077	403,073
Mid-Wisconsin	0	778,972	11,613	16,275	334,711	1,141,571
Milwaukee County	66,702	2,150,744	89,556	1,660,873	141,084	4,108,959
Nicolet	0	844,633	14,391	42,619	348,766	1,250,409
Northern Waters	190,434	427,107	34,701	48,022	30,737	731,001
Outagamie-Waupaca	1,079,340	468,975	59,770	408,678	239,671	2,256,434
South Central	371,209	1,591,659	55,105	1,108,710	1,103,950	4,230,633
Southwest Wisconsin	281,117	288,663	18,204	53,873	420,312	1,062,169
Waukesha County	1,547,601	723,497	36,073	51,008	96,910	2,455,089
Winding Rivers	181,548	604,898	9,392	0	91,512	887,350
Winnefox	1,798,983	485,374	60,209	480,120	678,011	3,502,697
Wisconsin Valley	29,171	687,034	51,370	9,384	97,067	874,026
<i>Adjustment for payments Between systems</i>				-290,406		-290,406
TOTAL	\$9,066,450	\$11,772,200	\$549,518	\$3,731,874	\$3,974,463	\$29,094,505
Percent of Total	31.16%	40.46%	1.89%	12.83%	13.66%	100.00%

*State aid paid in 1996-97 for calendar year 1997 operations.

Library systems rely primarily on state aid and county funds. Systems also receive funding from federal grants, contract income and other sources such as interest earnings, gifts, grants and endowment income. Contract monies are most often paid by other systems or the counties for providing services such as access to library services. Funding for Wisconsin's 17 library systems, which operate on a calendar year basis, is summarized in Table 2 for calendar year 1997.

While the statutes define a clear role for counties with respect to organizing and establishing a system, and require that counties support library services financially, prior to 1997 Act 150 the statutes did not stipulate the level of support which counties must provide to libraries (beyond the maintenance of effort provision). Prior to 1997 Act 150, in about three-fourths of the systems, member counties paid the system directly

to distribute funding among the county and municipal libraries within the system. The budgets of these systems included both county and state funds. In the other systems, member counties generally chose to distribute funding directly to municipal libraries in the county or to provide services themselves through a county library. The budgets of these systems consisted primarily of state aid and did not include county funds.

Act 150 created the provision that beginning in 2001, each county (except Milwaukee County) will be required to make payments to each public library in the county, if the county does not maintain a consolidated public library for the county and that contains residents of municipalities that do not maintain a municipal or joint library. The payments would have to be made by March 1 of each year, and would be equal to at least 70% of the amount of the cost of

providing loans to those county residents computed as follows: (a) divide the total operational expenditures of the library during the calendar year for which the loans are reported, not including capital expenditures or expenditure of federal funds, by the total number of loans made by the public library during the calendar year for which the loans are reported; and (b) multiply the results by the number of loans, in the calendar year loans are reported, made to residents of the county who are not residents of a municipality that maintain a municipal or joint library. The Act explicitly states that a county may voluntarily provide aid to public libraries in excess of the amount required by statute.

By July 1 of each year, each public library lying in whole or in part in a county must report to the county clerk on the following: (a) the number of loans of material made by the library during the prior calendar year to residents of the county who are not residents of a municipality that maintains a municipal or joint library; and (b) the total number of loans of material made by the library during the previous calendar year.

The 1997 Act 150 provision relating to county payments for library services first apply to county payments made by March 1, 2001, for services reported to the county clerk by July 1, 2000, and provided in the 1999 calendar year.

State Aid to Library Systems

Service Requirements

In order to be eligible for state aid, public library systems are required to meet the following service standards:

1. Interlibrary loan of materials among all participating public libraries;
2. Backup reference, information and interlibrary loan services from the system-

designated resource library;

3. Access by any resident of the system area to the library services of any participating library on the same terms that they are provided to the residents of the municipality or county that established the library;

4. Referral or routing of reference and interlibrary loan requests from libraries within the system to libraries within and outside the system;

5. In-service training for and professional consultation with library personnel within the system;

6. Regular delivery and communication systems for participating libraries;

7. Electronic delivery of information and physical delivery of library materials;

8. Service agreements with all adjacent library systems;

9. Professional consultant services to participating public libraries and counties;

10. Service programs designed to meet the needs of participating public libraries and the residents of the system area, as determined by the system board after consultation with participating libraries;

11. Cooperation with other types of libraries in the system area, such as college, university and private facilities;

12. Continuous planning with the Division for Libraries and Community Learning, participating public libraries and counties in the system in regards to developing library materials collection and improving automation and technical services; and

13. Promote and facilitate the use of library services to users with special needs.

In addition, if a system reimburses participating public libraries for the cost of providing interlibrary borrowing services, the reimbursement cannot exceed the actual costs to that library, as determined under DPI administrative rules.

The specific services each system provides are based on particular systemwide needs and therefore, vary between systems.

Formula Factors

State aid is distributed to library systems using a formula, which takes into account three factors: (1) system area in square miles; (2) local expenditures for library services; and (3) system population. The area and local expenditure factors are first paid in full based on separate formula calculations. The remaining aid in the appropriation is then paid on a per capita basis. As an example, aid appropriated in state fiscal year 1997-98 was provided to support calendar year 1998 library system activities.

The following factors for each system are summed: (a) \$8 for each square mile of territory within a single county system, and \$20 for each square mile of territory in a system containing two or more counties; and (b) 4% of total local expenditures for public library services within the system from county and local sources in the second preceding calendar year, or as provided for under 1997 Act 150, 2% of total operating expenditures after the second calendar year following the first fiscal year that the total amount of state aid appropriated for library system aid equals at least 13% of total operating expenditures .

The area and expenditure factors are summed for all systems and subtracted from the total amount appropriated to library system aid. The difference between the appropriated amount and the sum of the factors is divided by the total population in all systems to arrive at a per capita amount, which is then used to distribute the amount of aid remaining in the appropriation. Each system's total amount of aid is derived by

multiplying the per capita amount, approximately \$1.36 in 1997-98, by its population and adding this product to the system's area and local expenditure factors.

Sample Aid Calculation

The following provides an example of the computation of state aid for an individual library system (Lakeshores) for 1997-98.

1. Lakeshores system area equals 884.8 square miles (two counties).
2. **Area factor** for Lakeshores equals \$17,696 (884.8 square miles multiplied by \$20).
3. Lakeshores expenditures for 1996 equal \$4,561,868.
4. **Expenditure factor** for Lakeshores equals \$182,475 (4% of 1996 expenditures).
5. Sum of area and expenditure factors for all systems equals \$5,815,990.
6. Amount available for per capita distribution equals \$7,047,810 (\$5,815,990 subtracted from total amount appropriated of \$12,863,800).
7. Per capita amount equals \$1.3573586 (\$7,047,810 divided by statewide population of 5,192,298).
8. **Population factor** for Lakeshores equals \$350,979 (\$1.3573586 multiplied by system population of 258,575).
9. Total state aid for Lakeshores equals \$551,150 (sum of area, expenditure and population factors).

Table 3 shows the 1997-98 state aid payments (paid for calendar year 1998 operations based on calendar year 1996 local expenditures) for each of the 17 public library systems, as well as the factors used in calculating these entitlements.

Table 3: State Aid to Public Library Systems (Fiscal Year 1997-98)

System	Area	1996 Expenditures	1997 Population	Area Factor	Expenditure Factor	Population Factor	1997-98 Aid
Arrowhead Library (1)	720.5	\$4,328,281	148,766	\$5,764	\$173,131	201,929	\$380,824
Eastern Shores (2)	745.5	5,661,803	189,673	14,910	226,472	257,454	498,836
Indianhead (10)	7,977.2	6,800,775	389,693	159,544	272,031	528,953	960,528
Kenosha County (1)	272.7	3,578,610	140,133	2,182	143,144	190,211	335,537
Lakeshores (2)	884.8	4,561,868	258,575	17,696	182,475	350,979	551,150
Manitowoc-Calumet (2)	909.0	2,454,317	110,643	18,180	98,173	150,182	266,535
Mid-Wisconsin (4)	2,597.2	7,656,040	372,215	51,944	306,242	505,229	863,415
Milwaukee (1)	241.8	25,400,879	958,523	1,934	1,016,035	1,301,059	2,319,029
Nicolet (8)	5,497.2	7,405,987	385,358	109,944	296,239	523,069	929,252
Northern Waters (8)	8,347.6	2,340,465	142,980	166,952	93,619	194,075	454,646
Outagamie Waupaca (2)	1,389.8	4,863,383	213,216	27,796	194,535	289,411	511,742
South Central (7)	5,646.3	16,936,904	696,227	112,926	677,476	945,030	1,735,432
Southwest Wisconsin (5)	3,703.6	1,882,307	121,456	74,072	75,292	164,859	314,223
Waukesha (1)	555.5	8,542,252	341,338	4,444	341,690	463,318	809,452
Winding Rivers (7)	5,322.0	5,713,670	250,021	106,440	228,547	339,368	674,355
Winnefox (4)	1,874.5	5,364,971	205,522	37,490	214,599	278,967	531,056
Wisconsin Valley (7)	<u>7,628.6</u>	<u>5,287,485</u>	<u>267,959</u>	<u>152,572</u>	<u>211,499</u>	<u>363,716</u>	<u>727,788</u>
Total	54,313.8	\$118,779,997	5,192,298	\$1,064,790	\$4,751,200	\$7,047,810	\$12,863,800

*The number in parentheses after each library system name indicates the number of counties in each system.

The state aid amounts for library systems in Table 3 differ from those in Table 2, because Table 3 provides information for fiscal year 1997-98, whereas Table 2 includes state aid for fiscal year 1996-97. Total state aid for library systems increased by 9% from 1996-97 to 1997-98; however, individual systems may have received differing increases in aid amounts between years due to changes in local expenditure or population factors. The Appendix lists the member counties for each of the library systems.

Until 1992-93, the amount appropriated for library system aids was targeted, by statute, at 13% of the total operating expenditures from local and county sources for public library services in the preceding year. However, because the actual percentage repeatedly fell below the 13% target, the 1993-95 budget repealed the target.

However, under 1997 Act 150 the Department of Public Instruction is required to include in its biennial budget submission, a request for funding equal to 13% of the total operating expenditures

from local and county sources in the calendar year immediately preceding the calendar year for which aid would be paid. The Department's 1999-01 biennial budget request includes a request for funding equal to 13% of total operating expenditures, which would represent an increase of \$5,141,200 GPR in 1999-00 and \$6,244,700 GPR in 2000-01 over base funding of \$13,249,800 GPR in 1998-99. The Governor makes the final decisions on what agency budget requests are included in the executive budget bill introduced for consideration by the Legislature.

Under a provision of 1997 Act 150, in the second calendar year following the first fiscal year that the total amount of state aid appropriated for public library systems equals at least 13% of the total operating expenditures and in every calendar year thereafter, the expenditure factor in the state aid formula would be reduced from 4% to 2% of the total operating expenditures in determining the expenditure component of state library system aids. If this change in the aid formula would take effect, less of the state aid amount would be

distributed based on expenditures, and more of the state aid amount would be distributed to public library systems using the population factor.

Table 4 indicates the level of state aid for public library systems between 1988-89 and 1998-99.

Table 4: Public Library System Aid

Fiscal Year	Aid to Public Library Systems	Percent Change Over Prior Year
1988-89	\$8,773,300	5.0%
1989-90	9,563,300	9.0
1990-91	10,125,600	5.9
1991-92	10,756,700	6.2
1992-93	11,072,200	2.9
1993-94	11,538,200	4.2
1994-95	11,772,200	2.0
1995-96	11,772,200	0.0
1996-97	11,772,200	0.0
1997-98	12,863,800	9.3
1998-99	13,249,800	3.0

APPENDIX

Wisconsin Public Library Systems--1998

System	Member Counties
Arrowhead Library System	Rock
Eastern Shores Library System	Ozaukee, Sheboygan
Indianhead Federated Library System	Barron, Chippewa, Dunn, Eau Claire, Pepin, Pierce, Polk, Price, Rusk, St. Croix
Kenosha County Library System	Kenosha
Lakeshores Library System	Racine, Walworth
Manitowoc-Calumet Library System	Calumet, Manitowoc
Mid-Wisconsin Federated Library System	Dodge, Fond du Lac, Jefferson, Washington, City of Whitewater
Milwaukee County Federated Library System	Milwaukee
Nicolet Federated Library System	Brown, Door, Florence, Kewaunee, Marinette, Menominee, Oconto, Shawano
Northern Waters Library Service	Ashland, Bayfield, Burnett, Douglas, Iron, Sawyer, Vilas, Washburn
Outagamie-Waupaca Library System	Outagamie, Waupaca
South Central Library System	Adams, Columbia, Dane, Green, Portage, Sauk, Wood
Southwest Wisconsin Library System	Crawford, Grant, Iowa, Lafayette, Richland
Waukesha County Federated Library System	Waukesha
Winding Rivers Library System	Buffalo, Jackson, Juneau, La Crosse, Monroe, Trempealeau, Vernon
Winnefox Federated Library System	Green Lake, Marquette, Waushara, Winnebago
Wisconsin Valley Library Service	Clark, Forest, Langlade, Lincoln, Marathon, Oneida, Taylor



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