

# Joint County Library Service Plan Ozaukee and Sheboygan Counties 2021-2025

Drafted by the Joint County Library Planning Committee  
Assisted by Jennifer Chamberlain, Monarch Library System director  
Approved by Committee February 26, 2020

## **Ozaukee County Libraries**

Cedarburg Public Library  
Frank L. Weyenberg Library of Mequon and Thiensville  
Oscar Grady Public Library in Saukville  
U.S.S Liberty Memorial Public Library in Grafton  
W.J. Niederkorn Library in Port Washington  
Monarch Library System Bookmobile

## **Sheboygan County Libraries**

Cedar Grove Public Library  
Elkhart Lake Public Library  
Kohler Public Library  
Lakeview Community Library in Random Lake  
Mead Public Library in Sheboygan  
Oostburg Public Library  
Plymouth Public Library  
Sheboygan Falls Memorial Library  
Monarch Library System Bookmobile

## **Introduction**

Wisconsin counties are responsible for providing library services to county residents who reside outside of communities that maintain their own libraries. Each of Wisconsin's 72 counties are members of a regional public library system, and the counties and systems work together to develop library service plans that ensure all county residents have access to adequate library services. Chapter 43 of Wisconsin Statutes establishes the state's policy regarding libraries and the responsibilities for counties especially related to county residents living in municipalities without a home library.

In Ozaukee and Sheboygan Counties, a joint county library planning committee is created every five years to develop a joint county plan for library service. The committee works under the guiding principle that all Ozaukee and Sheboygan County residents should have convenient access to high quality library services and should be free to use any public library in the member counties of the library system (Dodge, Ozaukee, Sheboygan, and Washington) and public libraries in most neighboring counties.

The committee considers the needs, resources and services provided to all county residents with special emphasis on those areas without local municipal libraries. The committee provides recommendations to both County Boards on making library services and resources available to all county residents by libraries, on improving the resources and services in the county and the method and level of county library tax to implement the plan.

## **Wisconsin Statutes on Libraries: Chapter 43**

Chapter 43 outlines certain responsibilities for counties, it is important to summarize what that policy is:

- The importance of free access for all Wisconsin's residents to knowledge, information, and diversity of ideas;
- The critical role played by public, school, special, and academic libraries in providing that access;
- The major educational, cultural, and economic asset that is represented in the collective knowledge and information resources at the libraries in Wisconsin;
- The importance of public libraries to the democratic process; and
- The most efficient and effective management of Wisconsin's library resources occurs through resource sharing and collaboration.

## **Statutory Requirements**

Chapter 43.11 specifically addresses the requirements for county library planning. Many issues can be addressed by a county library plan, but the statutes require the plan address the following issues:

- How public library service will be provided to residents of those municipalities in the county not maintaining a public library. (hereafter referred to as non-librariated)
- The method and level of funding that will be provided by the county in order to implement services described in the plan, including the reimbursement of municipal libraries for providing library service to in-county and adjacent county residents. (for purposes of this plan, Ozaukee and Sheboygan counties consider residents of either county as “in-county” residents and reimburse accordingly)
- A method for allocating membership on the regional library system board between the counties in the regional library system.

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## Joint County Library Planning Committee members - 2021-2025 plan

### *Ozaukee county members*

Donald Dohrwardt	County Board Member – Non-Libraried	Fredonia
Rob Holyoke	County Board Member – Librariied	Thiensville
John Katzka	Library System Board, non-librariied	Cedarburg (Town)
Jon Koepke	Member at Large – non-librariied	Grafton (Town)
Marie McFaul	Member at Large – Librariied	Grafton
Wendy Sprenger	Public Library board – Librariied	Grafton

### *Sheboygan county members*

Keith Abler	County board member – non-librariied	Rhine (Town)
William Goehring	Library System Board Member	Sherman (Town)
Jacob Immel	Member at Large – Librariied	Sheboygan Falls
Jacqueline Rammer	Public Librarian	Random Lake
Sherry Speth	Member at Large – Non-Librariied	Lima (Town)
Thomas Wegner	County Board Member – Librariied	Plymouth

### *Advisory participants*

Jennifer Chamberlain, Monarch Library System, Interim Director  
Tyler Quaas, Ozaukee County clerk office

Overview of committee timeline:

**December 4, 2019**– Organizational meeting of Joint County Library Planning committee, Lakeview Community Library, Random Lake

**January 8, 2020** – meeting at Oscar Grady Public Library, Saukville

**February 5, 2020** – meeting at U.S.S. Liberty Memorial Library, Grafton

**February 26, 2020** – meeting at Plymouth Public Library, Plymouth

#### **March 2020:**

- Prepared draft of 2021-2025 County library plan
- Distributed draft of 2021-2025 County library plan to media, libraries, municipalities, county boards, and other interested parties

#### **April 2020:**

- Held public hearing in each county
- Review results of public hearings and revise report if necessary

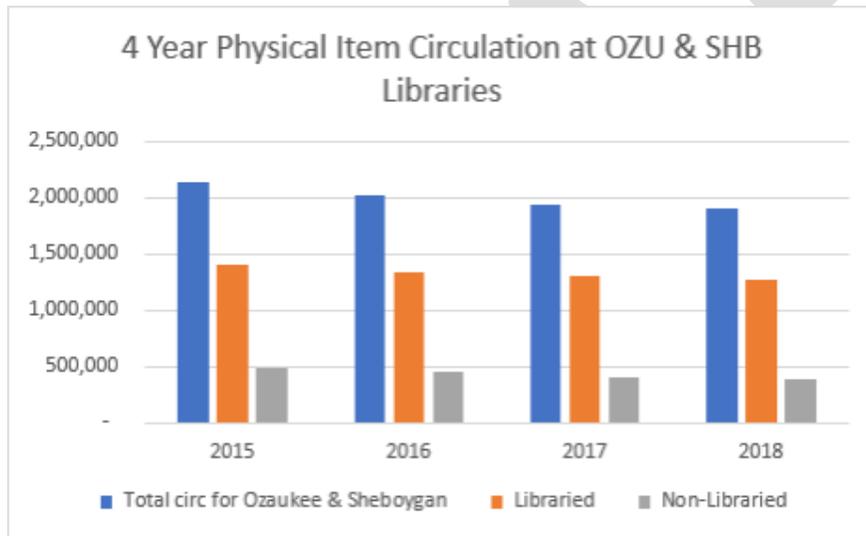
**May 2020** - Presentation to Ozaukee County board & Sheboygan County boards

**Review of the 2016-2020 Joint Ozaukee and Sheboygan County Plan and current library services throughout the two counties:**

The Joint County Library Planning committee’s review of library service in both counties indicates that the 2016-2020 plan has been effective in providing quality library services to all county residents.

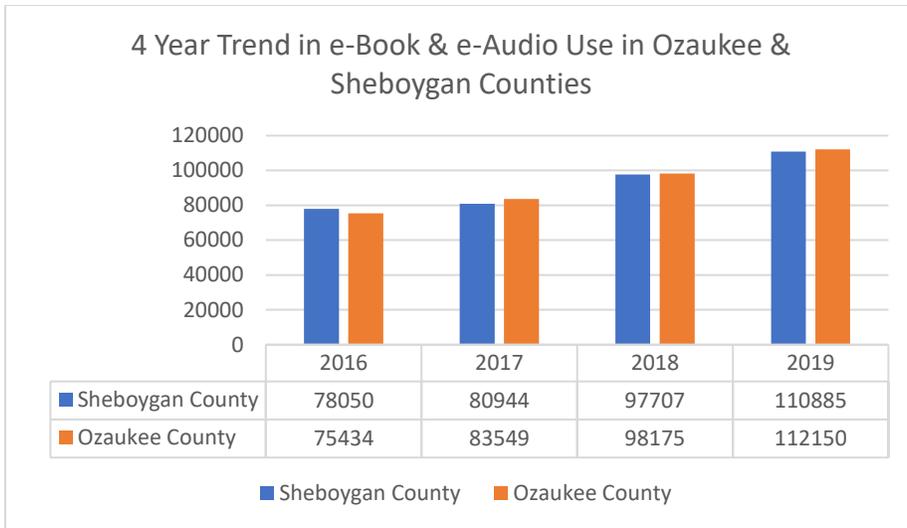
All Ozaukee and Sheboygan county residents, regardless of home municipality, have access to libraries throughout the two counties and in Washington and Dodge counties as part of the Monarch Library System. Neither county owns nor operates a public library. Instead, through issuing a county library tax to non-librariied residents, the counties reimburse existing libraries for providing services and collections to residents from areas without a local, municipal library. Residents living in non-librariied areas are welcome to use neighboring municipal libraries in addition to the joint counties’ funded Monarch bookmobile that provides collections and services throughout the two counties at 30 designated stops, both residential community locations and at area schools and residential health or retirement facilities.

Reimbursements for usage follow a formula designed to identify a unit cost for circulation of physical materials at each individual library in the two counties. The unit cost is multiplied by the total loans to non-librariied residents in the same year to determine total cost of service to non-librariied residents (county pays percentage of this total cost – Ozaukee: 100% and Sheboygan: 98%).



Total circulation of physical items is declining slightly across the two counties. However, the overall percentage of non-librariied use in relation to librariied resident use remains stable at 31-34% over the past four years.

Conversely, our libraries are experiencing a rise in e-book and e-audio books in the past several years.



Non-librariated use of the e-book and e-audio collections in the county is roughly 23% of overall use by county residents, showing that non-librariated residents are using electronic content proportionately less than they are using physical materials. For the time being, physical material circulation seems to be an accurate indicator of overall library use.

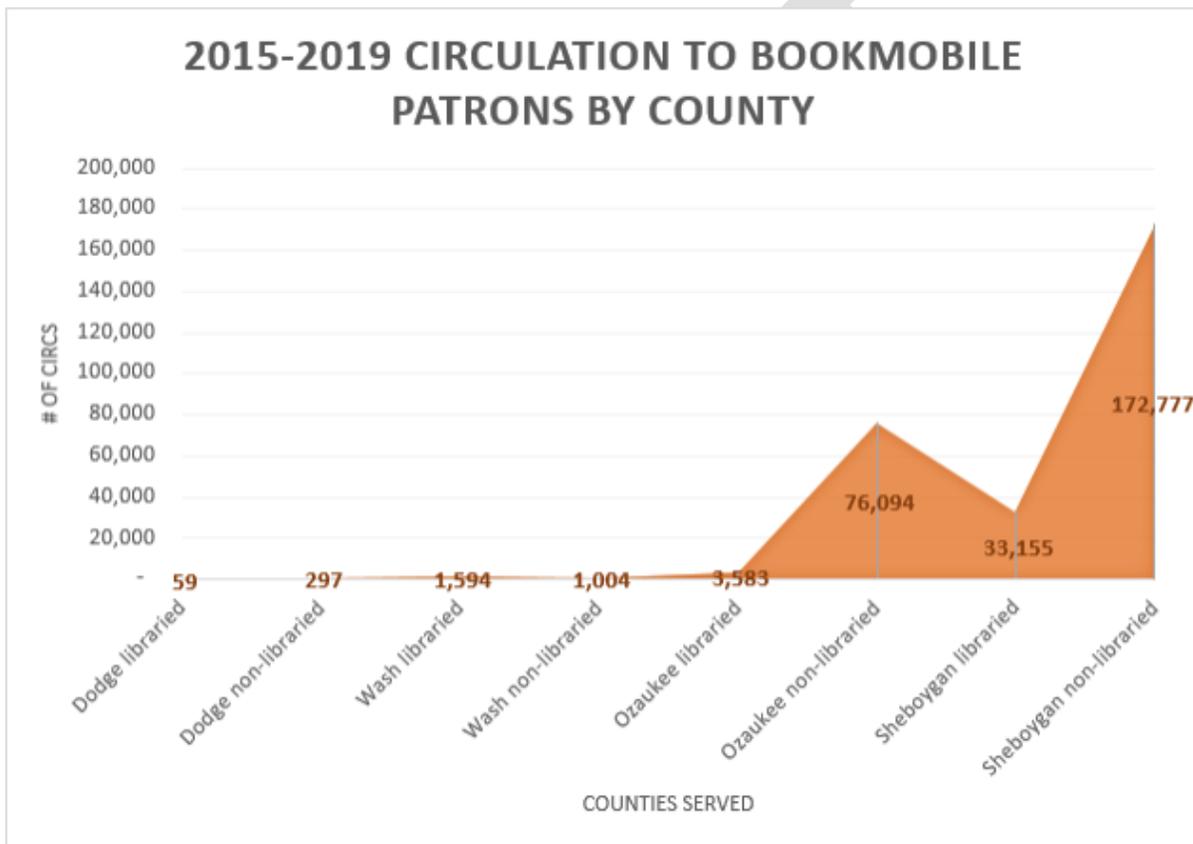
Adult, teen, and children’s programming is an area of growth for our county libraries. There is no reliable method for tracking program attendance by municipality residency, so there is not reimbursement specifically tied to program attendance.

	<b>Program Attendance by Library</b>		
	<b>2016</b>	<b>2017</b>	<b>2018</b>
Cedarburg	9,086	11,035	10,843
Grafton	5,584	6,038	5,289
Mequon/Thiensville	7,775	8,942	11,914
Port Washington	11,584	13,268	12,268
Saukville	5,101	5,125	5,723
Cedar Grove	3,618	3,786	3,585
Elkhart Lake	2,224	2,119	1,876
Kohler	1,079	1,008	979
Oostburg	3,553	2,749	2,846
Plymouth	7,524	7,626	8,168
Random Lake	4,748	4,910	4,124
Sheboygan	19,285	28,361	29,726
Sheboygan Falls	3,692	3,350	3,320
<b>TOTAL</b>	<b>84,853</b>	<b>98,317</b>	<b>100,661</b>
<i>change over previous year</i>		14%	2%

## Bookmobile services

The Monarch Library System serves as an agent providing bookmobile services for the non-librarians of Ozaukee and Sheboygan counties. The bookmobile operations are overseen by a subcommittee of the Monarch Library System board and managed by Monarch Library System administration. As of 2020, 2.68 staff FTE provide a variety of services including: access to local and system-wide collections, customized reserves and holds management, browsing collections for schools and residential communities (senior living, rehabilitation facilities), classroom curricular support, summer reading program for kids and teens, community event programming, and digital access.

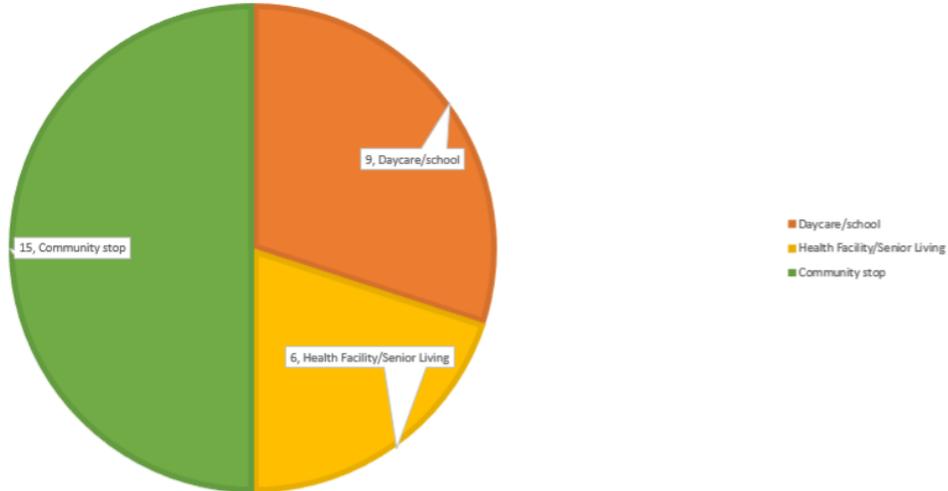
On average, the bookmobile circulates over 50,000 items per year. Roughly 1/3 of the items circulated are attributed to Ozaukee non-librarian residents, and 2/3 to Sheboygan county.



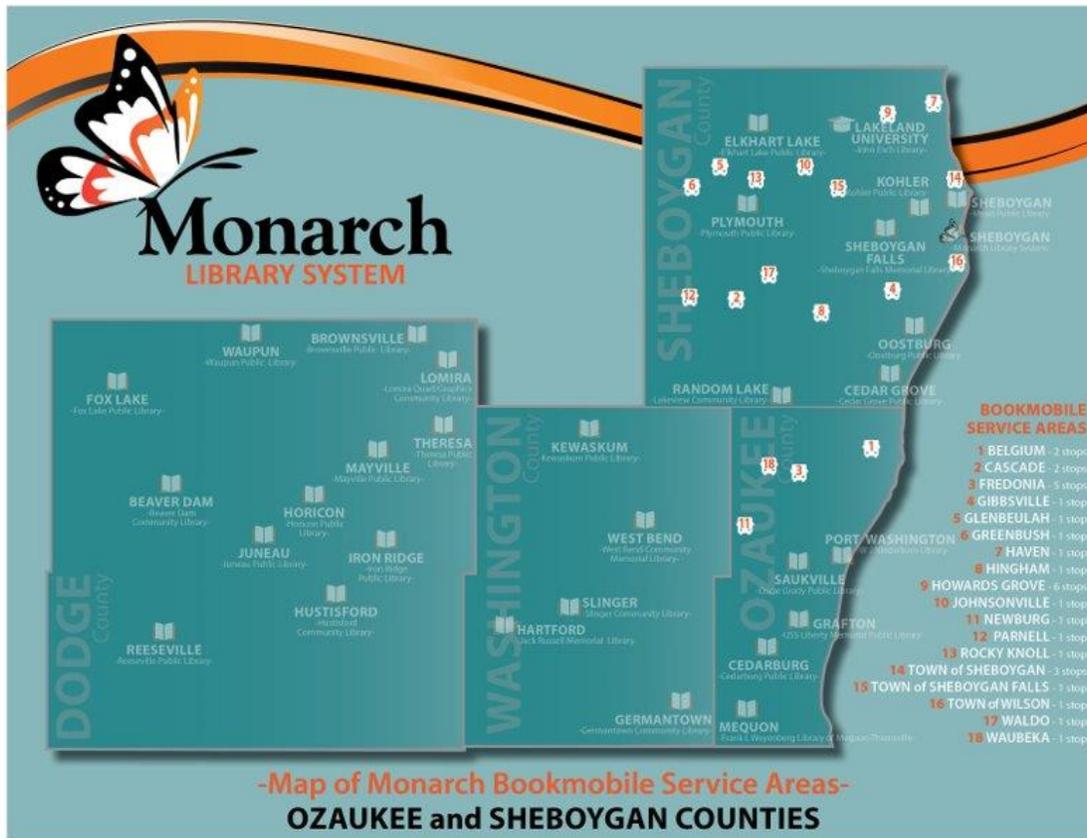
The bookmobile owns a circulating collection of over 30,000 items stored in the Monarch Library System offices. The vehicle can hold approximately 5,000 items at any time and the staff rotates materials each week so patrons can browse new items at each visit. The bookmobile is equipped with storage for holds delivery, so patrons may request items from any library in the Monarch system or throughout the state to be delivered at their next local stop. Teachers at several elementary schools and daycares are able to request customized classroom collections to support their curricular needs. The bookmobile has WiFi access so patrons can search digital content, download titles on their smartphone or tablets, or checkout a mobile hotspot to use throughout the week in between bookmobile visits.

The bookmobile stops are split evenly between local community stops that visit residential areas or community hubs, and institutional stops that visit schools, daycares, retirement facilities, and health rehabilitation facilities.

BOOKMOBILE STOPS BY TYPE



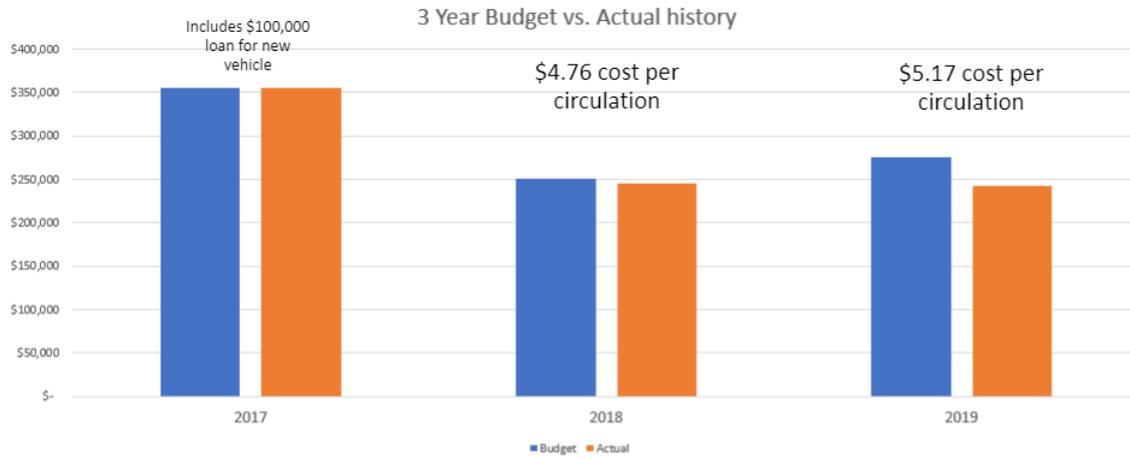
Current bookmobile stops are illustrated on the map below:



The bookmobile is financially supported by both counties through an additional allocation of county library tax levy dollars. The unit cost of bookmobile services is on par with county libraries.

The planning committee discussed ways in which the bookmobile might expand services and offerings throughout the two counties. Additional staffing may be required to expand hours.

## Operational costs



Ozaukee & Sheboygan libraries range in cost/circ \$2.89-\$6.11

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## **Recommendations for the Joint Library Service Plan 2021-2025**

### **1. Reimbursements for in-county and adjacent county libraries**

The committee recommends that each county continue on the path to reach or maintain a 100% reimbursement of actual operational costs for all non-librarians use of both county libraries. This continues the previous committee's recommendation to phase in the reimbursement goal over a period of years. In Sheboygan County, the reimbursement level would increase from 98% in 2020 to 100% in 2022, raising the level 1% each year and then holding at 100% through the duration of the five-year plan (2025). In Ozaukee County, the reimbursement level of 100% in 2020 will be maintained for the duration of the five-year plan. Both counties should continue to reimburse libraries in the reciprocal county at in-county funding levels. Adjacent counties to Ozaukee and Sheboygan will be reimbursed at the state mandated 70% reimbursement for service provided to Ozaukee or Sheboygan county residents.

Monarch Library System will continue to act as a fiscal agent, auditing non-librarian usage and coordinating when possible the reimbursement requests and library payments on behalf of both counties.

### **2. Bookmobile Services in non-librarian areas of both counties**

The committee recommends the continuation of the Bookmobile service to non-librarian areas of Ozaukee and Sheboygan counties and specifies payment for this service on the basis of each county's share of the use of this service (currently 2/3 Sheboygan, 1/3 Ozaukee), averaging the use over the prior three years, and includes funding for replacement of the vehicle.

### **3. System library board membership**

The committee recommends both counties consider representative membership on the Monarch Library System board when making their appointments. Consideration should include a mix of librarian and non-librarian members, as well as members serving on local public library boards.

### **4. County library operational standards**

The committee discussed the benefits and disadvantages of county established operational standards. At this time, the committee does not endorse additional operational standards for the counties' public libraries as criteria to qualify for the exemption from the county library tax. The committee suggests Monarch Library System work in partnership with all county libraries to utilize the 2018 Public Library Standards as developed by Wisconsin's Department of Public Instruction as a toolkit to identify areas of excellence as well as areas for growth.

### **5. Plan administration**

The committee recommends that each county shall enter into an agreement with Monarch Library System to administer this Joint Ozaukee Sheboygan County Library Service Plan or any county library service plan approved by either county for the 2021-2025 plan and for those that follow.

### **6. Communication**

The committee recommends that each county shall encourage all municipal libraries in Ozaukee and Sheboygan counties regularly share information with town and county officials about library use by their constituents. Each county may consider inviting library representatives to present to the county board on an annual basis.

### **Future Joint County Library Plan – 2026-2030**

The committee spent time discussing the impact of increasing e-content circulations and the trends the libraries are seeing in the expansion of these resources and services. There is disparity in the electronic resource offerings at the various libraries, with the exception of resources negotiated at the system-level. One consideration would be to explore ways in which the county library tax could help support additional system-wide or joint county-wide e-content subscriptions to help standardize access for all residents across the two counties. The committee recommends that the next planning cycle conduct a deeper investigation into the usage of e-content and how non-librarians circulation relates to librarians use. Future plans may want to identify a reimbursement model that recognizes e-content circulations.

#### **Next Plan Cycle**

Before the end of 2024, a joint county library planning committee shall be established by each County Board according to Wisconsin Stat. 43.11 to review and revise the county plan in 2025.

#### **Committee Makeup**

This committee should include sufficient members to represent the following demographic factors: librarians residents, non-librarians residents, urban, and rural residents. The committee should be representative of different geographic areas of the counties. The committee should also contain one or more librarians from both counties to provide valuable input on services and collections.

#### **Committee Funding**

Each County will appropriate sufficient funds in the 2024 budget to cover the expenses of the committee's work and to conduct surveys of libraries and system residents to gather input on library services.

#### **Plan 2026-2030**

A report to each County Board shall be made of the next committee's findings and recommendations by December 2025.

Respectfully submitted on behalf of the committee,

Jennifer Chamberlain  
Interim System Director  
Monarch Library System

## **Appendix A**

### History of County Library Service and Planning

#### **Sheboygan County**

The Sheboygan County Plan for Library Service was adopted in 1978 by the Sheboygan County Board. The plan is the work of a 1978 Sheboygan County Library Planning Committee, whose purpose was to establish county library service and to create a library system in Sheboygan County. The Committee reviewed the results of a federally funded countywide library service demonstration project in 1977 and 1978. The County's plan extended library services and bookmobile service for the first time to all residents of the County. Prior to this, libraries extended service through contracts to neighboring townships or through individual fees. In 1986, Sheboygan County amended its ordinance to establish Eastern Shores Library System as a joint agency of Ozaukee and Sheboygan Counties and entered into a new agreement with Eastern Shores Library System.

The 1979 Plan governed countywide library service through 2000. The 1979 Plan did not specify a method or level of funding beyond the first year for countywide library service. Beginning in 1981, the Library System used a method that reflected the use of the libraries by the 31,000+ residents and the operating expenses of the libraries. This method was funded at various percentages of full funding until 1992.

In 1993, a County Library Planning Committee looked at how the libraries were reimbursed for library services, how the county provided funds for county library service and how the library system functioned as the administrator of county library service funding. The Library System and Sheboygan County came to an agreement on funding for the countywide library service and the role the Library System plays in the disbursing county funds for countywide library service. This agreement replaced the countywide library service funding formula that includes library use and expenses as factors. In 1993, the county's funding was \$504,150. For each of the years 1994 to 1996, the County's funding would increase by the Consumer's Price Index (CPI) plus 1 percent. The agreement also affirmed that the Library System is a conduit of county funds to the libraries and only retains county funds for bookmobile service and liability insurance for board members.

In 1996, a County Library Planning Committee looked at how county library service should be funded, what library services should be provided to non-librarians, what should be the allocation of System Board membership and the role of the Library System in county library service. The Committee recommended county funding for library automation, discontinuing bookmobile service, revising the funding formula to reflect library use and library expenses and standards for receiving county library service funds and library system services. However, the County made few changes in county library services. The County increased its funding by 6% to \$600,000 for 1997 and then continued the indexing of the CPI plus 1% for the years 1998 to 2000. It did not support county funding for library automation. It made bookmobile service a responsibility of the library system and it also attempted to establish standards for receiving

county library service funds and library system services. The Library System could not carry out the last recommendation because it was contrary to Wisconsin Statutes.

In 2000, a County Library Planning Committee took a comprehensive approach to the county library service plan. Using guidelines from the recently enacted Act 150 of the Wisconsin Legislature, the Committee addressed all the statutory requirements for a county library service plan: membership on the Library System Board, reimbursement of public libraries serving non-librarians, library service to non-librarian residents, improvement of library service county-wide, and contracts for administering the library service plan. The 2001 - 2005 County Library Services Plan established a method to apportion the Library System board members between Ozaukee and Sheboygan Counties, increased the reimbursement of public libraries from 70% to 85%, provided the capital funding for the shared library automation network, increased awareness of library services to the homebound and among home-schooling parents, and contracted with Eastern Shores Library System to administer the County Library Service Plan. This Committee also recommended that in five years a new County Library Planning Committee review and revise the County Library Service Plan.

Meeting in 2004, the County Library Planning Committee made recommendations for a 2006-2010 plan on membership on the Library System, moving the reimbursement level from 85% to 90%, continuing bookmobile service to non-librarian municipalities, approved the role of the library system in the Sheboygan County Detention Center Inmate Libraries, continuing the administration of the plan by the Library System and that a joint county library planning committee be formed with Ozaukee County.

Sheboygan County levies a special county library tax on residents of seventeen towns and villages that do not operate public libraries. The money gathered from this tax is distributed to member libraries and the bookmobile for the library service they give to the 36,000+ non-librarian residents.

### **Ozaukee County**

The Ozaukee County Plan for Library Service was adopted in 1986 by the Ozaukee County Board. The plan is the work of a 1984 - 1986 Ozaukee County Library Planning Committee that reviewed the results of a county library service demonstration project and demonstration of library system services. The plan extended library services and bookmobile service to residents of Ozaukee County municipalities that did not operate a library. The plan extended library system services to all libraries in Ozaukee County. Upon approval of the plan by the County Board and the Department of Public Instruction, Ozaukee County joined Sheboygan County in the establishment of the Eastern Shores Library System, and entered into an agreement with the Library System. This made it possible for municipalities that operated public libraries to authorize their libraries to join the library system. The five public libraries in Ozaukee County became members of the Eastern Shores Library System.

The 1987 County Library Service Plan provided funding for reimbursing libraries that provided library service to residents of the county without a library. It recognized the autonomy of the

public libraries in their operations. It stated that municipalities with libraries would be exempt from the county library tax if they met the exemption criteria. The plan allocated system board membership based upon population. The bookmobile service to non-librariated areas was part of the original plan.

The 2000 - 2005 County Library Services Plan recognized the potential for the efficient and effective use of technology to improve library services countywide. In addition to reimbursing libraries for serving non-librariated residents and bookmobile service, the 2000 Plan provided funding for the capital investment in a shared library automation project among the public libraries in Eastern Shores Library System. This project was implemented in 2001 and is now known as EasiCat. This investment spurred increased use of library services. It also created an increased level of cooperation and collaboration among the public libraries. EasiCat also attracted the interest of Lakeland College, who joined EasiCat in 2002.

In 2004, a County Library Services Planning Committee took a cautious approach in their recommendations for a 2006 - 2010 plan. They recommended maintaining the reimbursement at the 85% level, continuing the bookmobile service for the five year plan, establishing minimum requirements to establish a new public library in a non-librariated municipality, future studies on different county library service organizations, continuing the contract with the Library System to administer the Plan, support legislative efforts to modify the county library tax exemption method, and to create a county library planning committee in 2009. Subsequently this plan was modified by the County Board which changed the method of reimbursement and created a commission that studied different county library service organizations and the exemption method.

Ozaukee County library service is funded by a county library tax levied on the residents of municipalities that do not operate a public library. Thus, those whom receive the county library service pay for the county library service they use. Municipalities that operate public libraries may qualify for an exemption from that county library tax.

### **Joint Ozaukee & Sheboygan County Library Service Planning**

An historic meeting took place on April 23, 2009. Appointees from Ozaukee and Sheboygan County met as a Joint County Library Service Planning Committee. As noted above each county undertook county library service planning independently even though residents of both counties frequently used libraries in the other county. The purpose of the joint committee was to recognize this interaction and to coordinate the county library services available to both counties' residents. It was especially important to coordinate the bookmobile service available to both counties' residents.

The result of the Joint County Library Service Planning Committee was a report to each County Board for a 2011-2015 County Library Service Plan that provided a coordinated approach to funding and providing county library services. The report requested that each county provide the same level of reimbursement to all libraries serving non-librariated residents. The Committee's recommendation was to set a goal of reimbursing the libraries for 100% of their

costs, but to achieve that goal over a number of years. This report advocated for a 90% level of reimbursement over the first two years and then increase the level by 1% each year resulting in a 93% level by 2015. The report also included a proportional method for funding bookmobile service and for the replacement of the vehicle. It also recommended continuing the joint county library planning process in any subsequent county library service planning efforts.

Notwithstanding the Committee's recommendation that both counties adopt the report without substantial changes, Ozaukee County initially adopted a plan that did not provide the same level of reimbursement to libraries serving its non-librarians. However, at the end of 2011, the County Board approved a change in the plan to reimburse all libraries at the 85% level. Sheboygan County did adopt the recommendation for reimbursing Sheboygan County libraries at the higher levels of reimbursement, but reimbursed Ozaukee County libraries at the 85% level.

Both Counties adopted the bookmobile service recommendation for proportional funding of the service and replacement. They also adopted the recommendation to continue a joint county library planning process. This historic endeavor demonstrated the collaboration by both counties on services that are desired and needed by their residents.

In 2015, the second joint county library service plan 2016-2020 was developed. This plan continued to increase each county's commitment to reimbursing libraries within their two counties. By 2020, Sheboygan is reimbursing at 98% and Ozaukee has reached 100% reimbursement. Additionally, this plan recommended a reallocation of system board membership to replace two member-at-large positions with library board member positions. The committee considered but did not recommend operational standards for libraries as criteria for county tax exemption, and they did not recommend any crossover borrowing compensation. Bookmobile service continues to be a valuable service to non-librarian residents and the committee recommended that each county fund the program on a basis of each county's share of the use of the vehicle (number of stops in each county), averaging the use over the prior three years, and included funding for replacement of the vehicle.

In January 2017, Eastern Shores Library System merged with Mid-Wisconsin Federated Library System to create the state's first merged system: Monarch Library System. Additionally in spring of 2017, a new bookmobile was purchased. Patrons throughout all four counties have expanded access to collections through this merger.

Due to an unexpected vacancy within the Monarch Library System administration, the planning process for the 2021-2025 plan was delayed until the very end of 2019. The joint county library planning committee for the 2021-2025 plan built upon the success of the existing library services plan and was able to prepare the new plan in a compressed period of time. The 2021-2025 plan recommends the continuation of the existing funding model for bookmobile services and increasing Sheboygan county library reimbursements by 1% each year (99% in 2021, 100% in 2022) until 100% rate is reached, with both Ozaukee and Sheboygan counties holding at a 100% reimbursement rate for the duration of the plan. The committee discussed at length how

the current reimbursement model tied to physical item circulation may become less representative of actual library use, as electronic content usage and program attendance continue to grow at rates faster than physical item circulation. However, since current e-content use by non-librarians is proportional to physical item usage, the current funding model is fair to county libraries. The committee recommends the next planning cycle looks more deeply at e-content use. Additionally, the committee discussed the merits of operational standards, ultimately deciding to not recommend additional county library standards. Lastly, the committee recommended county boards consider inviting libraries to present updates on library services and trends throughout the planning cycle.

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