



***Dodge County  
Wisconsin***



# PLAN FOR LIBRARY SERVICE

Adopted by the Dodge County Library Planning Committee  
on May 31, 2017

Adopted by the Dodge County Board of Supervisors  
June 20, 2017

Non-substantive updates August 28, 2019, August 26, 2020,  
and August 25, 2021 by committee

# DODGE COUNTY PLAN FOR LIBRARY SERVICE

## BACKGROUND:

The Wisconsin Statutes *require* that a county library plan address the following issues:

- library services to county residents of municipalities which do not maintain a public library, including full access to all system member libraries and reimbursement for that access;
- the method and level of county library service funding, which must include reimbursement for public library service within the system to county residents of municipalities which do not maintain a public library; and,
- reimbursement of adjacent county public libraries for the cost of serving county residents who live in areas of the county without public library service.

The statutes also require that any written agreements necessary to implement the plan be filed with the County Board and the State of Wisconsin, Department of Public Instruction, Division for Libraries and Community Learning.

## COUNTY PROFILE

Dodge County, which is located in South Central Wisconsin, was created in 1836 and named in honor of Henry Dodge, then territorial governor of Wisconsin. According to the US Census Bureau the county has a total area of 907 square miles.

Dodge County is a leading county in the production of cheese, barley, alfalfa, hay and peas for canning. Industries include the manufacture of wood products, shoes, metal products, lawn care equipment, magazines, stainless steel equipment and ice fishing equipment.

Columbus, Hartford, Randolph, Watertown and Waupun have municipal boundaries crossing county lines. Columbus is partially in Columbia County, Hartford is partially in Washington County, Randolph is partially in Columbia County, Watertown is partially in Jefferson County, and Waupun is partially in Fond du Lac County.

For this plan's purposes, rural residents are defined as residents who live in municipalities (such as towns and villages) in the county which do not maintain a public library. In Dodge County those areas are:

### Towns

- Ashippun
- Beaver Dam
- Burnett
- Calamus
- Chester
- Clyman

- Elba
- Emmet
- Fox Lake
- Herman
- Hubbard
- Lebanon
- Leroy
- Lomira
- Lowell
- Oak Grove
- Portland
- Rubicon
- Shields
- Trenton
- Westford
- Williamstown

#### Villages

- Clyman
- Kekoskee
- Lowell
- Neosho

Dodge County has several public libraries that are participating members of the Monarch Library System with a purpose of providing library service to the residents of Dodge County. For the purposes of this Plan, those Dodge County libraries are:

- Beaver Dam Community Library
- Brownsville Public Library
- Fox Lake Public Library
- Horicon Public Library
- Hustisford Community Library/Town of Hustisford (joint library)
- Iron Ridge Public Library
- Jack Russell Memorial Library-Hartford
- Juneau Public Library
- Lomira Quadgraphics Public Library
- Mayville Public Library
- Reeseville Public Library
- Theresa Public Library/Town of Theresa (joint library)
- Waupun Public Library

Beginning in 2008, libraries in adjacent counties (but excluding Milwaukee County) may be reimbursed for library use by residents of each of those counties who do not maintain a

public library. §43.12(1), Wis. Stats. A county is considered adjacent if it shares a border, even at a single point, with another county. (*FAQ About County Library Funding to Libraries in Adjacent Counties: <https://dpi.wi.gov/pld/legislation-funding/funding-adjacent-county>*). For the purpose of this plan, counties adjacent to Dodge County include Fond du Lac, Washington, Waukesha, Jefferson, Dane, Columbia and Green Lake. A public library with municipal boundaries in both an adjacent county and Dodge County shall designate which county it considers its home county. This designation shall be made by the public library or the municipal governing body. (*Email, February 28, 2017, from Shannon M. Schultz, Public Library Administration Consultant, Department of Public Instruction*).

## **COUNTY REIMBURSEMENT**

Each year public libraries in Dodge County and in adjacent counties must submit their request for rural reimbursement to the Dodge County Clerk and the clerk of the adjacent county by July 1 for loans during the previous year to residents in eligible areas of the county. Dodge County shall reimburse the library by March 1 of the following year as set forth below.

### **A. Definitions**

Adjacent county- Any county that shares a border, even at a single point, with Dodge County.

Border community- A municipality with boundaries located in both Dodge County and an adjacent county.

In-county library- A public library within a municipality with municipal boundaries entirely within Dodge County. Also referred to as a "Dodge County library".

### **B. Reimbursement Policy**

This plan recommends the following reimbursement policy. In-county public libraries to be reimbursed for rural residents at a rate of 80% of the cost of service using the statutory formula as set forth in Appendix A. Beginning in 2018, it is recommended that the reimbursement rate increase to 85% and annually thereafter in 5% increments until a 100% reimbursement rate is reached. Public libraries in border communities (Columbus, Hartford, Randolph, Watertown, Waupun) will be reimbursed as an in-county library. Adjacent county libraries as defined in Definitions above will be reimbursed at 70% of the cost of service using the formula in Appendix A. This plan recognizes that the recommended reimbursement policy including the incremental increases are subject to County Board approval through the annual budget process.

## **LIBRARY SERVICE HISTORY**

Dodge County established a library service under the authority of Wisconsin Statutes §§ 43.57 and 43.58. The Dodge County Library Service Board consisted of seven (7) members appointed by the County Board Chairman with the approval of the County Board of Supervisors. The composition, powers and duties of the Library Service Board are

prescribed in Wisconsin Statutes.

On February 18, 1964 the Dodge County Board of Supervisors approved Resolution No. 64-3 which created the Dodge County Library Service Board and established the Dodge County Library System. The Dodge County Library System extended cash reimbursements and services to existing Dodge County public libraries. In exchange for the cash reimbursement and services, Dodge County public libraries opened their doors to the county population who live in municipalities not supporting a public library.

On September 18, 1974, the Dodge County Board approved Resolution No. 74-73 which authorized the Dodge County Library System to join with the Fond du Lac County Library System in establishing the Mid-Wisconsin Federated Library System. At that time, the name of the *Dodge County Library System* was changed to the *Dodge County Library Service*.

In April of 1990, a *Plan of Reorganization* for the Dodge County Library Service was approved by the Dodge County Library Service Board. The County Board of Supervisors approved the *Plan* in July 1990 by Resolution No. 90-33. The reorganization took effect January 1, 1991. Due to the reorganization, the service went from a six person staff to a single staff member with oversight provided by contract through the Beaver Dam Community Library.

In January 1995, the Dodge County Library Service automated as part of the Beaver Dam Community Library's standalone online catalog at the Dodge County Library Service Board's request at no cost to the County. When the ten member library shared automation consortia called LAUNCH was established in 2000, the Dodge County Library Service Board requested the service be included in LAUNCH again at no cost to the County. The Dodge County Library Service became part of SHARE (Shared Holding and Resource Exchange) at no cost to the County in 2007. Dodge County saved more than \$80,000 over a 14-year period as a result of automating under the auspices of the Beaver Dam Community Library.

Dodge County's DVD collection housed centrally was available for holds via the various online catalogs and continued to be available through the SHARE catalog. The collection has been disbursed amongst the Dodge County public libraries.

In January of 2007, the Dodge County libraries who were members of Mid-Wisconsin Federated Library System merged into an automation consortium called SHARE. The combined collection contained over 2.5 million items. This system included all the public libraries in five counties: Jefferson, Dodge, Washington, Walworth, and Racine counties. Merging libraries into a shared automation system made economic sense. Sharing automation costs among a group of libraries allowed each library to participate and at the same time saved each community tax dollars. Beyond the economic advantage, the benefit that most citizens appreciated was the vastly increased and equitable access. Every time a person searched the shared catalog, the system provided a list of holdings across the entire group of libraries. The person searching had the option of picking up the selected item at any of the participating libraries. The SHARE automation system was an effective and powerful tool for the local library staffs as well as the citizens who use the libraries. This project was jointly funded with dollars from Mid-Wisconsin Federated Library system and each local library. In late 2013, the two library systems cooperating as the SHARE

consortium dissolved at which time the Mid-Wisconsin Federated Library System formed its own three-county automation consortium called **trio**.

Technological advances, decentralization of interlibrary loans statewide, shared automation, audiovisual format changes, aging equipment some of which were obsolete or would soon become obsolete, were circumstances that led to the elimination of many of the services mentioned in the 2000-2005 *Dodge County Library Service Long Range Plan*. The services eliminated include: interlibrary loan clearinghouse for Dodge County libraries, videocassette rotations, audio book rotations, public relations computer system and software programs. Wisconsin Statute updates, specifically 2005 Wisconsin Act 420, relating to payments to adjacent counties also made it no longer necessary to contract with the Oconomowoc Public Library.

In 2014, the Planning Committee reviewed the 2014 rural circulation payments as well as the *Plan for Library Service*. On September 4, 2014, the Committee approved minor wording changes to the plan and adopted the plan as amended.

In 2015, Jefferson County announced it would leave the Mid-Wisconsin Federated Library System to join Waukesha County and created the Bridges Library System in January 2016. At the same time, the Mid-Wisconsin Federated Library System (MWFLS) began merger discussions with the Eastern Shores Library System, which included Sheboygan and Ozaukee Counties. A Joint Merger Committee with representatives from both systems determined that a merger creating a new four-county operation was in the best operational and financial interests of the two systems. A Final Report recommending a merger was released on June 16, 2016. This merger recommendation was first approved by both system boards, and was then approved by the Dodge County Board of Supervisors with a unanimous vote supporting the Merger Resolution No. 16-24 on July 19, 2016. The three other impacted counties approved similar resolutions, and the Monarch Library System officially replaced MWFLS and Eastern Shores Library System (ESLS) as of January 1, 2017.

The Monarch Library System consists of four counties: Dodge, Washington, Ozaukee and Sheboygan. Public library systems are organized according to Wisconsin Statutes §§43.13 through 43.24. The Monarch Library System is funded by state aid monies. Library system services include: management of the shared automation system and consortium, interlibrary loan, van delivery, continuing education, grants for specific purposes, special needs services, technology assistance, public information services, and cooperative agreements with other library systems.

Exhibit A attached to this plan represents a five-year history of payments made to libraries in Dodge County and to border community libraries. Exhibit B attached provides a five-year history of payments made to adjacent county libraries.

## **PLANNING PROCESS**

At the end of 2008, several public libraries in Dodge County requested the County Board appoint a Dodge County Library Planning Committee. The existing plan was out-of-date running through 2005 and was no longer relevant in today's shared automation

environment. By adoption of Resolution No. 08-80, a planning committee consisting of Dodge County Library Service Board members, librarians, and the Dodge County Library Service Director was appointed by the Dodge County Board of Supervisors in January 2009. The Department of Public Instruction-Division for Libraries, Technology and Community Learning (DLTCL) was notified of the establishment of the committee.

This Dodge County Library Service model was studied in depth by the Planning Committee beginning with the January 30, 2009 meeting. At the initial meeting, the Planning Committee instructed the Dodge County Library Service Director to write the first draft of the plan based on the streamlined service model. Benefits of the new approach to library service included in the Dodge County Library Plan were:

- streamlined end-user focused plan with renewed respect for taxpayer's dollars
- improved DVD access for rural residents due to walk in availability of the Dodge County Library Service collection being housed in the sixteen public libraries
- duplication of services offered by the Mid-Wisconsin Federated Library System eliminated
- county libraries provided with the opportunity to become self-sufficient with disc repair on site
- county libraries provided the opportunity to enhance their library collections
- allowed the county to maintain the same library budget for several years with no loss of service to rural residents and at the same time improved the level of service provided to Dodge County libraries

Finally, the streamlined cost effective plan recognized the strength of the Dodge County public libraries in terms of services offered by them and their respective collections.

The Dodge County Library Service Planning Committee held a public hearing on the plan as per Wisconsin Statutes §43.11(3)(a). On April 21, 2009, the plan was reviewed and adopted by the Dodge County Board of Supervisors by Resolution No. 09-7. Following approval, the plan was submitted to State of Wisconsin, Department of Public Instruction, Division for Libraries, Technology and Community Learning (DLTCL). Since the adoption of the plan, it has been amended to reflect changes in operations, systems and law.

In 2016, after the merger of the Mid-Wisconsin and Eastern Shores Systems, the Library Planning Committee adopted an addendum to the plan acknowledging the merger and the Monarch Library System as the official replacement system, effective January 1, 2017. The Library Planning Committee then initiated a review and update of the full plan. The Committee met on several occasions in February, March and April of 2017 during which the plan was evaluated, refined and updated. A public hearing was scheduled with the goal of having the updated plan adopted by the Dodge County Board of Supervisors at its meeting on June 20, 2017. The Dodge County Board of Supervisors approved Resolution No. 17-11, adopting the Dodge County Plan for Library Services at its June 20, 2017 meeting.

## CURRENT LIBRARY SERVICES

County libraries provide some or all of the following services\* to all library patrons, regardless of residence:

- Access to electronic information
- Access to tax forms
- Books
- Book discussion groups or book clubs
- Community information
- Computers and printers for public use
- Children's story hours
- Downloadable digital media
- Exam proctoring
- Fax service
- Independent study areas
- Interlibrary loan information
- Internet access, including wireless access
- Books by Mail
- Job search information
- Knowledgeable staff
- Large print books
- Literacy Services
- Local history resources
- Magazines and Newspapers
- Meeting rooms
- Photocopiers for public use
- Programs for all ages
- Recorded books
- Reference materials
- Remote access to library catalogs
- Summer reading programs
- Various audio/video materials
- Curbside Library Services
- Access to Educational Venues

\*Fees may apply to ancillary services.

## MISSION STATEMENT

To make quality library services available to all rural Dodge County residents of all ages and to provide funding for the service.

### Goals and Actions:

1. To provide all county residents with open access to all library services provided by all system member libraries. County library plans must now provide this access, per Wisconsin Statutes §43.11(3)(c).
2. To provide funding for library services available to all county residents. County library plans must now provide for this funding, per Wisconsin Statutes §43.11(3)(c). Wisconsin Statutes §43.12 requires that, beginning in 2001, counties must pay to each public library in the county and to each public library in an adjacent county, other than a county with a population of at least 750,000, an amount that is equal to at least 70 percent of the cost of library service provided to county residents that do not maintain a public library. Appendix A provides a worksheet for a step-by-step calculation for determining minimum county library reimbursements.
3. To provide additional funding to Dodge County libraries at a rural resident reimbursement rate of 80% beginning in 2017 with an annual increase of 5% thereafter until 100% reimbursement is achieved, subject to the approval of the



Dodge County Board of Supervisors.

4. To pay each public library in the county and each public library in an adjacent county, other than a county with a population of at least 750,000 by March 1 of each year. This action is stipulated in Wisconsin Statute §43.12(1).
5. To maintain a county library plan through the annual adoption of a county budget for library services.
6. To update the plan on an as needed basis, at least annually, and to recommend said updated plan to the Dodge County Board of Supervisors for approval.
7. To appoint a planning committee that shall include representation from: rural residents who reside in Dodge County; librarians or directors or designee who operate public libraries in Dodge County; Dodge County Board of Supervisors; and the Director of the Monarch Library System as an ex-officio member<sup>1</sup>, which shall meet annually or more frequently as needed to evaluate the plan.

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<sup>1</sup> The Director's role as an ex-officio member shall be as specified in Robert's Rules of Order, Newly Revised, pp.401-402.

## Appendix A: STEP-BY-STEP CALCULATIONS OF MINIMUM COUNTY LIBRARY REIMBURSEMENTS

Beginning in 2008, counties are required by Wisconsin Statutes to pay each municipal and joint public library within the county as well as all adjacent counties at least 70 percent of the cost of library services provided to residents of the county who do not maintain a public library. (Except consolidated county libraries and counties with a population over 750,000.) The statutory formula represents the minimum payment that must be made to each library in the county and all adjacent counties.<sup>2</sup>

Wisconsin Statute §43.12(2) states:

By July 1 of each year, each public library lying in whole or in part in a county shall provide a statement to the county clerk of that county and to the county clerk of each adjacent county, other than a county with a population of at least 750,000, that reports the number of loans of materials made by that library during the prior calendar year to residents of the county who are not residents of a municipality that maintains a public library under s.43.52 or 43.53 and the total number of loans of material made by that library during the previous calendar year.

1. Total operating expenditures (Annual Report, page 4, Section VI, line 6)  
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2. Federal expenditures (Annual Report, page 4, Section VI, line 7)  
\_\_\_\_\_
3. Total operating expenditures, less federal expenditures (#1 above minus #2 above)  
\_\_\_\_\_
4. Total circulation (Annual Report, page 2, Section III, line 1C Total)  
\_\_\_\_\_
5. Divide #3 above by #4 above to calculate expenditures per circulation  
\_\_\_\_\_
6. Number of loans to residents of the county who are not residents of a library municipality (Annual Report, page 6, Section XI, line 2.b for internal county nonresident circulation and lines 3 or 9 for adjacent counties) \_\_\_\_\_
7. Multiply #5 above by #6 above \_\_\_\_\_
8. Multiply #7 above by .7 (or 70 percent) \_\_\_\_\_

Wisconsin Statute §43.12(4) requires a public library to provide access to all books and records used to determine the amount computed under sub. (2) above, to the County Clerk upon request. Counties are free to use other formulas to determine cost of service and to distribute county reimbursements, as long as the payment to each library in the county meets or exceeds the statutory minimum formula amount calculated above.

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<sup>2</sup> Dodge County reimburses adjacent county libraries using the statutory formula in this appendix. (Minimum payment of 70% specified in Line #8) Dodge County libraries and border community libraries are reimbursed at a percentage established by the Dodge County Board of Supervisors at its annual budget meeting in November. The reimbursement formula in this appendix shall be used to calculate payments to Dodge County libraries and border community libraries with the insertion of the approved percentage in Line #8. In 2017, the reimbursement rate is 80%.

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## **Appendix B**

### **Grant Opportunities**

#### **Clearview**

Consider an annual request from the Juneau Public Library, as part of the Dodge County budget process, for a grant of \$1,000 to the Juneau Public Library for services provided to Clearview residents.

#### **Other Grant Requests**

Dodge County libraries may as a part of the County's annual budget process request additional funding by submitting requests to the County Administrator in the format designated by the County Administrator with such detail as required by the Administrator. Any such requests, if authorized by the Administrator, will be considered by the County Board during the County's annual budget process.

Note: All grant requests must be submitted to the County Administrator no later than July 1.

**Payments to Dodge County Libraries - A 5 Year History**

<b>Library</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
<b>Beaver Dam</b>	\$237,331	\$228,219	\$254,342	\$266,357	\$290,066
<b>Brownsville</b>	\$24,170	\$26,537	\$25,653	\$31,970	\$24,055
<b>Columbus *</b>	\$25,212	\$34,483	\$39,920	\$47,033	\$40,233
<b>Fox Lake</b>	\$26,312	\$33,702	\$36,792	\$32,392	\$26,870
<b>Hartford*</b>	\$54,449	\$71,874	\$59,268	\$61,916	\$60,508
<b>Horicon</b>	\$27,933	\$35,552	\$40,934	\$46,105	\$46,239
<b>Hustisford</b>	\$40,601	\$50,711	\$53,949	\$64,764	\$63,702
<b>Iron Ridge</b>	\$11,393	\$10,727	\$12,465	\$12,438	\$12,321
<b>Juneau</b>	\$44,277	\$47,993	\$45,340	\$71,595	\$68,619
<b>Lomira</b>	\$12,411	\$12,457	\$15,782	\$13,300	\$16,536
<b>Lowell</b>	\$4,774	\$2,000	\$2,604	\$0	\$0
<b>Mayville</b>	\$36,762	\$45,612	\$51,204	\$50,775	\$53,758
<b>Randolph (Hutchinson Mem.)*</b>	\$15,122	\$17,796	\$18,192	\$16,296	\$19,151
<b>Reeseville</b>	\$10,910	\$8,192	\$14,314	\$20,548	\$25,020
<b>Theresa</b>	\$4,064	\$3,989	\$2,288	\$2,628	\$3,434
<b>Watertown*</b>	\$54,243	\$55,221	\$63,289	\$69,901	\$64,346
<b>Waupun*</b>	\$39,103	\$43,475	\$41,209	\$46,197	\$53,614
	<b>\$669,067</b>	<b>\$728,540</b>	<b>\$777,545</b>	<b>\$854,215</b>	<b>\$868,472</b>

\*Border Community Library

Payments to Adjacent County Libraries - A 5 Year History

Library	2017	2018	2019	2020	2021
Brandon	\$305	\$142	\$71	\$150	\$0
Brookfield	\$33	\$366	\$502	\$482	\$94
Butler	\$326	\$192	\$44	\$0	\$0
Cambria (Jane Morgan Mem.)	\$49	\$136	\$230	\$151	\$53
Cambridge	\$8	\$3	\$6	\$40	\$30
Campbellsport	\$474	\$306	\$88	\$0	\$0
Cross Plains (Rosemary Garfoot)	\$0	\$0	\$0	\$0	\$0
Dane County Library Service	\$0	\$30	\$0	\$0	\$0
DeForest	\$0	\$49	\$0	\$0	\$95
Delafield	\$2,030	\$2,780	\$3,089	\$3,222	\$2,338
Elm Grove	\$0	\$0	\$0	\$7	\$0
Fitchburg	\$113	\$104	\$102	\$0	\$10
Fond du Lac	\$4,623	\$7,859	\$4,757	\$5,435	\$6,420
Fort Atkinson (Dwight Foster)	\$0	\$77	\$130	\$319	\$745
Germantown	\$0	\$1,054	\$455	\$611	\$720
Hartland	\$582	\$1,517	\$835	\$1,751	\$729
Jefferson	\$717	\$1,434	\$546	\$796	\$670
Johnson Creek	\$411	\$707	\$378	\$1,520	\$247
Kewaskum	\$0	\$69	\$0	\$16	\$22
Lake Mills (LD Fargo)	\$782	\$819	\$2,416	\$1,424	\$2,598
Madison	\$1,699	\$977	\$1,660	\$1,114	\$1,776
Markesan	\$1,201	\$372	\$314	\$72	\$271
Marshall	\$1,290	\$626	\$361	\$625	\$377
Mazomanie Free	\$0	\$0	\$0	\$0	\$3
McFarland (E.D. Locke)	\$0	\$0	\$0	\$0	\$0
Menomonee Falls	\$1,861	\$946	\$1,581	\$1,362	\$966
Middleton	\$25	\$2	\$0	\$0	\$0
Mill Pond	\$116	\$0	\$0	\$0	\$0
Monona	\$0	\$2	\$38	\$127	\$369
Mount Horeb	\$0	\$0	\$0	\$0	\$2
Mukwonago Community	\$0	\$0	\$102	\$0	\$22
Muskego	\$348	\$307	\$254	\$156	\$38
New Berlin	\$0	\$0	\$0	\$0	\$0
North Fond du Lac (Spillman)	\$36	\$0	\$0	\$0	\$0
North Lake (Town Hall)	\$10,527	\$11,330	\$12,192	\$12,988	\$12,467
Oakfield	\$505	\$396	\$440	\$317	\$532
Oconomowoc	\$28,468	\$36,604	\$36,941	\$38,376	\$36,443
Palmyra (Powers Memorial)	\$119	\$5	\$0	\$0	\$0
Pardeeville (Angie W. Cox)	\$0	\$32	\$18	\$0	\$0
Pewaukee	\$1,064	\$695	\$446	\$585	\$731
Portage	\$135	\$174	\$184	\$55	\$25
Poynette	\$167	\$311	\$555	\$0	\$3

<b>Rio</b>	\$0	\$0	\$0	\$0	\$0
<b>Ripon</b>	\$0	\$16	\$41	\$60	\$109
<b>Slinger</b>	\$0	\$701	\$737	\$731	\$907
<b>Sun Prairie</b>	\$2,586	\$1,606	\$1,984	\$3,268	\$2,025
<b>Sussex (Pauline Haass)</b>	\$115	\$335	\$121	\$131	\$324
<b>Verona</b>	\$0	\$0	\$0	\$0	\$14
<b>Waterloo (Karl Junginger)</b>	\$39,199	\$42,101	\$43,582	\$38,538	\$31,653
<b>Waukesha</b>	\$2,323	\$1,680	\$1,353	\$310	\$1,285
<b>Waunakee</b>	\$0	\$0	\$3	\$0	\$12
<b>West Bend</b>	\$1,614	\$1,945	\$1,269	\$1,915	\$2,010
<b>Wisconsin Dells (Kilbourn)</b>	\$0	\$0	\$0	\$0	\$11
<b>Wyocena</b>	\$0	\$0	\$0	\$0	\$0
	<b>\$103,851</b>	<b>\$118,807</b>	<b>\$117,825</b>	<b>\$116,654</b>	<b>\$107,146</b>

**EXHIBIT B**