

**CHAPTER 11  
FEDERATED LIBRARY SYSTEM**

**TABLE OF CONTENTS**

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Sec. 11-1.	Federated library system - Established.....	1
Sec. 11-2.	Board. ....	1
Sec. 11-3.	Director. ....	2
Sec. 11-4.	County tax levy. ....	2
Sec. 11-5.	Alternate qualification for exemption. ....	3
Sec. 11-6.	Exemption from County Tax Levy for Library Funding.....	4
Sec. 11-7.	Inter-County Reimbursement.....	5
Sec. 11-8.	Library Tax Levy Distribution Formula.....	5

**CHAPTER 11**  
**FEDERATED LIBRARY SYSTEM**

**Sec. 11-1 Federated library system - Established.**

There is established pursuant to Wisconsin Statute Sections 43.15(4) and 43.19, a federated public library system and board with a territory consisting of the county library service areas of Waukesha County and Jefferson County.

(Res. No. 135-10/80, 10-28-80; Mo. of 4-17-84, as amended, Rule 27; Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

**Sec. 11-2 Board.**

- (a) There is a Federated Library System Board.
- (b) The board shall consist of the minimum number allowed under Wisconsin Statute 43.19(1)(b)1.
  - 1. Appointments shall be in proportion to the population as nearly as practical and shall be reviewed upon updates to the United State Census.
  - 2. All Waukesha County members shall be appointed by the Waukesha County Executive and shall be approved by the Waukesha County Board. At least one of these members shall be a member of the Governing Board of the Resource Library.
  - 3. All Jefferson County members shall be appointed by the County Board Chairperson of Jefferson County and shall be approved by the Jefferson County Board.
  - 4. Members shall be appointed for terms of three (3) years.
  - 5. Each County Board may appoint at least one (1) and no more than two (2) County Board Members amongst its allocated membership.

(c) The Federated Library System Board shall perform its duties according to section 43.19 of the Wisconsin Statutes with regard to system wide functions and services, and Waukesha County shall be the fiscal agent of the joint county agency.

(Res. No. 135-10/80, 10-28-80; Res. No. 216-3/84, 3-27-84; Mo. of 4-17-84, as amended, Rule 27; Ord. 154-130, 4/11/00, Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

**Cross reference** - Boards and commissions generally, § 4-95.

**Sec. 11-3 Director.**

The director of the federated library system shall have the duties and responsibilities, qualifications, training and experience as prescribed in the job specification on file in the office of the county clerk.

(Ord. No. 143-168, 3-30-89, Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

**Sec. 11-4 County tax levy.**

(a) *Purpose.* The total county library tax levy for provision of funds for public library service shall be the nonresident cost and shall be levied in accordance with section 43.64, Wisconsin Statutes.

(b) *Definitions.* For purposes of this section:

1. *Nonresident ratio of use* shall mean the percentage obtained by dividing the total circulation of library materials to residents of Waukesha County communities without libraries by the total circulation of library materials.
2. *Resident* shall mean a Waukesha County resident living in a Waukesha County public library community.
3. *Nonresident* shall mean a Waukesha County resident living in a Waukesha County community without a public library.
4. *Crossover circulation* shall mean the borrowing of library materials, in person or by interlibrary loan, from a Waukesha County Federated System library by residents of another Waukesha County Federated System library community.
5. *Revenues* shall mean user fees and fines collected and any revenue received by a local library from the federated library system board or any other governmental source, except levy funds collected by Waukesha County and distributed by the Federated library board in accordance with this section.
6. *Net allowable expenditures* shall mean all library budgeted expenditures except expenditures for the purchase or lease/contract of fixed assets as defined in Section 7-99.
7. *Current budget* shall mean the sum of all Waukesha County system library budgets adopted by the individual system library boards for the year in which the levy is imposed.
8. *Fixed assets* shall mean assets that are tangible, have a life greater than one year, and individually cost more than \$5,000.

(c) *Formula.* The tax levy imposed upon Waukesha County municipalities without libraries shall be determined by subtracting from the current budget, which has been adjusted for actual year expenditures and revenue, the revenues received to arrive at a net allowable expenditures amount which is

then multiplied by the nonresident ratio of use figure. If the federated library system board allocates state funds to local libraries for crossover circulation costs, then state funds allocated for such purposes shall be excluded from the definition of revenues in this section. The current budget is the aggregate budget of all member libraries. The nonresident ratio of use figure is the aggregate total countywide. Adjustment for actual year expenditures and revenues shall be made by calculating the sum of the difference of actual year end figures for allowable expenditures made and revenues received and either reducing or increasing the current year budget adopted by the Waukesha County system member library boards accordingly.

(d) *Determination of materials circulation.* By July 1 of each calendar year, Federated Library System staff shall determine the percentages of library materials circulation the previous calendar year for non-resident, resident and crossover circulation. Circulation reports shall be approved by the Waukesha County Library Planning Committee and used for the current year levy calculations and the following year's budget distributions.

(e) *Exemption from Waukesha County library levy.* In order to be exempt from the county tax pursuant to sections 43.11 and 43.12, Wisconsin Statutes, a municipality must achieve compliance with the minimum standards adopted by the Waukesha County Board in the Library Services Plan. When member libraries claim exemption from the county levy, they agree to recognize state standards as prescriptive measures to encourage quality library services and agree to comply with all numerical standards as adopted by the Waukesha County Board in the County Library Services Plan. Any community that applies to exempt itself from the county library tax levy after establishing a new library either as a municipal library or as a joint library as defined in Chapter 43 of Wisconsin statutes must meet the four numerical standards before receiving said exemption. At the end of three years of operation, it may use the alternate standard indicated in Section 11-5 of the Code.

(Ord. No. 144-109, § 2, 9-7-89; Ord. No. 155-59, § 4, 10-10-2000; Ord. No. 158-24, §1, 06/10/03; Ord. No. 163-29, 08-26-08; Ord. No. 166-33, §1, 08-02-11, Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

#### **Sec. 11-5 Alternate qualification for exemption.**

(a) Any library in the system shall qualify for exemption from the Waukesha County library tax levy if it meets the library service effort ratio, as established in the following paragraph, even if it does not meet the four numerical standards noted in this chapter.

(b) The Library Service Effort Ratio.

1. *Home Community* shall mean, for the purpose of calculating the Library Service Effort Ratio, all individuals residing within the geographic boundary of a municipal or joint municipal library community.
2. *Other Library Community* shall mean, for the purpose of calculating the Library Service Effort Ratio, all residents of municipal or joint municipal library communities within Waukesha County that are not part of the home community.
3. *Library Services Effort Ratio (LSER)* shall mean items lent by a library to home community residents plus items lent by a library to other Waukesha County library community residents divided by total items borrowed by that

community's residents at all libraries in the county. Population groupings and target ratios for LSER are defined as follows:

- a. Under 10,000 population 80%
- b. 10,000 to 29,999 90%
- c. Over 30,000 95%

(c) The federated library system will use the Library Services Effort Ratio as follows:

- 1. Library communities would use the ratio to determine if there are deficiencies in material offerings or service provision.
- 2. Ratios would be monitored on an annual basis and be used as a tool to assist communities in serving their residents' needs.
- 3. If a community is below the suggested service level ratio, the library will need to take specific action to pinpoint the problem area.
- 4. The library will work with the Federated System to identify the problems and develop a course of action to improve the service ratio.
- 5. The system will work with local libraries that do not meet the standard and devise a program that would enhance service and improve the ratio. These discussions may lead to greater investment in library services on the part of the library community.

(Ord. No. 155-59, § 7, 10-10-2000 to be effective 01-01-2002; Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

**Sec. 11-6 Exemption from County Tax Levy for Library Funding.**

(a) Each Waukesha County municipality which seeks exemption from the county library tax shall, no later than September 30 of each year, submit a written application to the Federated Library System director, in a form approved by that director.

(b) Each application shall be supported by a duly enacted ordinance or resolution of the governing body of the municipality submitting the application and shall represent that the municipality will appropriate, for library operational expenses, at least the amount determined by applying the calculation of section 43.64(2), Wisconsin Statutes.

(c) Upon receipt of a properly submitted application, the Federated Library Director shall forward the original application to the Waukesha County Board, with copies to the Waukesha County Clerk and the Department of Administration director.

(Ord. No. 155-117, § 1, 02-13-2001; Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

**Sec. 11-7 Inter-County Reimbursement.**

(a) Inter-county library use shall mean use by non-residents, as defined in this chapter, at libraries in adjacent counties as specified in sec. 43.12(2), Wisconsin Statutes.

(b) The inter-county reimbursement amount shall be the amounts specified in Wisconsin Statute 43.12(1) and 43.12(2) as due to libraries in adjacent counties for inter-county library use by non-residents. The director of the federated library system will assist the county clerk in collecting and verifying the data necessary to determine payments.

(Ord. No. 162-38, 07-27-2007; Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

**Sec. 11-8 Library Tax Levy Distribution Formula.**

(a) Purpose. To provide a fair, stable and clearly state County library tax levy distribution formula for the Waukesha County Library Planning Committee to utilize based on Non-Resident and net crossover borrowing/lending circulations.

(b) Definitions. For purposes of this section:

1. *Non-Resident Library Circulation* shall mean the total annual amount of circulation that a Waukesha County Federated System library lends to residents of Waukesha County communities without libraries.
2. *Crossover Lending Circulation* shall mean the lending of library materials, in person or by inter-library loan, by a Waukesha County Federated System library to residents of another Waukesha County Federated System library community.
3. *Crossover Borrowing Circulation* shall mean the borrowing of library materials, in person or by inter-library loan, from a Waukesha County Federated System library by residents of another Waukesha County Federated System library community.
4. *Net Crossover Circulation* shall mean a Waukesha County library community's total annual Crossover Lending Circulation, less its total annual Crossover Borrowing Circulation.
5. *Library County Levy Circulation (LCC) Effort* shall mean the sum of a Waukesha County Federated System library community's total annual Non-Resident Library Circulation and Net Crossover Circulation.
6. *Positive Library County Levy Circulation (LCC) Effort Rate* shall mean, for each Waukesha County Federated System library with a positive Library County Levy Circulation Effort, the proportion of the sum of all positive Library County Levy Circulation Effort.

7. *Circulation* shall mean materials borrowed from a library in the year prior to the year in which the Library Tax is levied.
8. *Operating Expenditure per Circulation* shall mean the amount computed by dividing a library's total operating expenditures by its total circulation, using data from the year prior to the year in which the Library Tax is levied.

(c) County Library Levy Distribution Formula. The levy distribution formula shall be determined using two separate allocations.

1. The first allocation for each library's annual share of the Waukesha County Library Levy will be based on s.43.12 (1), Wisconsin Statutes, which requires that each library receive an amount equal to at least 70% of their total operating expenditures, incurred during the year prior to the levy being imposed, multiplied by the proportion of the library's total circulation lent to Waukesha County Non-Residents.
2. The second allocation for each library's annual share of the Waukesha County Library Levy shall be determined from the remaining annual levy after the first allocation. Only libraries with a positive LCC Effort are eligible for the second Library Levy allocation. The second allocation is determined by multiplying each library's County LCC Effort Rate by the remaining levy. This second allocation will be added to each library's first levy allocation in (1).
3. To provide stability in funding, no library shall receive a decrease greater than 5% or \$5,000 of the levy distribution, based on the change from the prior year levy distribution, whichever is less, unless further adjustments to the limits are needed as identified in (5). A library will be limited to no greater than a 5% or \$5,000 increase from the prior year, unless it would result in an amount less than the first allocation in (1) or additional funds are available (for allocation in (4)) after complying with the requirements in this paragraph.
4. County Library Levy remaining after adjustments in (3) will be allocated on the same basis as the second allocation in (2). If the stability adjustment in (3) results in a deficit, whereby the total distribution exceeds available Library Levy, libraries receiving increases in the second allocation after the File Number: 163-O-030 stability adjustment will have their preliminary increases reduced proportionately, until the total reduction is sufficient to offset the deficit. For any library receiving proportional reductions, the adjustment may not cause the following:
  - a. The library's distribution to be lower than its allocation in (1).
  - b. The library's distribution to be a net decrease from the prior year.
5. During years when the decrease in total available Library Tax Levy produce a deficit in (4) large enough that [4(b)] cannot be satisfied, limits will be adjusted

on allowable decreases in distributions to individual libraries by 5 percentage points and \$5,000, incrementally, until the deficit can be offset with proportional reductions in preliminary allocations to comply with [4(b)], with the exception that no individual library's reduction may exceed 25% of its prior year distribution.

(Ord. No. 163-29, 08-26-08; Ord. No. 166-33, §§2, 3; 08-02-1; Ord. No. 169-49, 9/09/14; Ord. 170-31, enacted 6/23/15 to be effective 1/1/16.)

Section 11-8(c)5 was amended by Enrolled Ordinance 172-017, effective 08/11/2017. This ordinance also repealed sections 11-8(c)(6) and 11-8(d).