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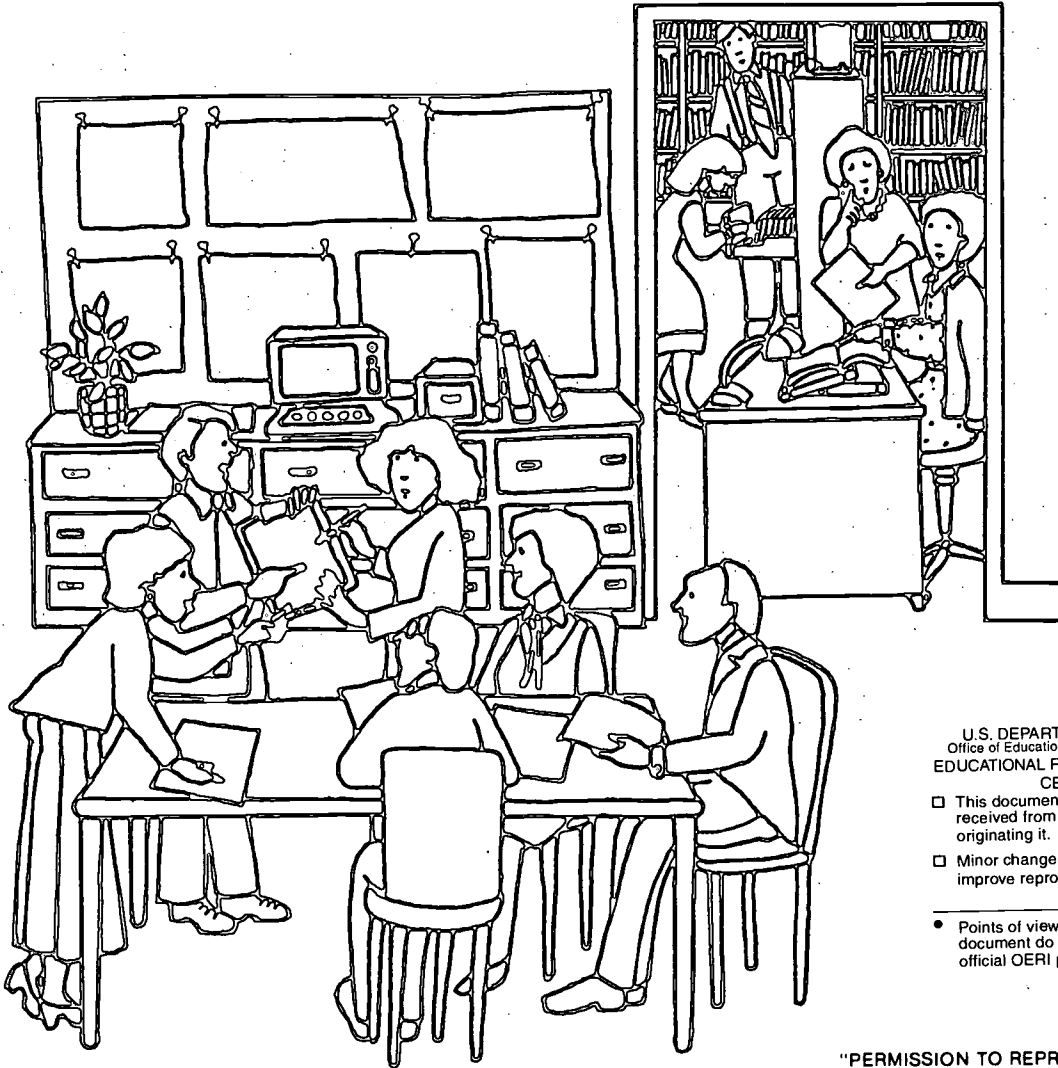
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ABSTRACT

This handbook was designed to help Wisconsin Public Library trustees organize their thoughts, deliberations, and actions. The book is divided into three main sections: (1) Effective Public Library Trustees and Boards; (2) Planning for Effective Action by the Public Library Board; and (3) Appendixes. The purpose of the first section is to place in civic and legal context the roles and responsibilities of the public library trustee and the public library board of trustees. The second section provides guidance to public library boards of trustees in fulfilling their responsibilities as effective planners and policy-makers for their institutions. Discussion includes finances and allocation of resources, personnel, policies and services, and buildings. The Appendix contains the following documents and information: Chapter 43 and Theft of Library Material Law; Open Meetings of Governmental Bodies and Open Records of Public Documents; Sample Bylaws; Sample Public Relations Policy; Intellectual Freedom, Library Bill of Rights, and Freedom to Read Statement; Sample Citizen Statement of Concern; The Division for Libraries and Community Learning; Sources of Additional Information; Recommended Reading and Viewing; and Glossary of Library Terms and Acronyms. An index is also provided. (AEF)

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# Wisconsin Public Library Trustee Handbook



WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION / JOHN T. BENSON, STATE SUPERINTENDENT

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# Wisconsin Public Library Trustee Handbook

Endorsed by  
the Wisconsin Library Trustees Association

**Jane A. Roeber**  
Consultant  
Public Library Development Team  
Division for Libraries and Community Learning



Wisconsin Department of Public Instruction  
Madison, Wisconsin

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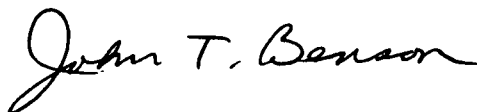
## *Foreword*

To Wisconsin Public Library Trustees:

The Department of Public Instruction commends all public library trustees for generously sharing your experience, expertise, and time. Your commitment to providing access to quality library services for every Wisconsin resident is highly valued.

Your willingness to serve on library boards across the state is an example of the citizen concern for education that contributes to the strength of Wisconsin's future. Your recognition of the vital role of the public library as a source of informal and continuing education for every age group and as a source of positive recreation clearly demonstrates that concern.

We hope this informational handbook will aid you in carrying out your responsibilities and will reinforce your dedication as public library ambassadors to your communities.



John T. Benson  
State Superintendent

## Acknowledgments

*The Wisconsin Library Trustee Reference Manual*, prepared by Opinion Research Associates, Inc. for publication by the Department of Public Instruction in 1980 and revised and reprinted in 1983, was the starting point for this handbook. That manual and many trustee guides from other states were carefully examined in the course of this project. A debt of gratitude is owed to the authors of all those publications for the information they conveyed. Invaluable guidance and insights came from the Board of the Wisconsin Library Trustees Association, which served as the planning and review committee for this handbook in 1989:

Vivian L. Guzniczak  
Franklin

Phillip Martell  
Marinette

Lowell Wilson  
Whitewater

Maxine Meyer  
Fort Atkinson

Lucille Thompson  
Baraboo

Marianna Rothe  
Racine

Lynne Finch  
New London

Robert See  
Wausau

Dwight Agnew  
Menomonie

Jeanne Ann Skamser  
Hayward

Barbara Crosser  
Plymouth

Mary Carol Zunker  
Fond du Lac

Robert Keen  
Brodhead

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## *Introduction*

When appointed to serve on public library boards of trustees, individuals bring a variety of talents of potential benefit to the library and a variety of library-related experiences that color their perceptions of library strengths and weaknesses. This diversity is an important ingredient for a thoughtful and effective board.

Equally important is a sense of common ground and common purpose. Public library trustees should be aware that their counterparts have been active in Wisconsin since 1872 when the state's first public library was organized in Black River Falls after the Wisconsin Legislature passed enabling legislation. They also should be aware of several philosophic statements at the beginning of Chapter 43 of the Wisconsin Statutes that describe the Legislature's recognition of

- the importance of free access to knowledge, information, and diversity of ideas for all Wisconsin residents;
- the critical role played by public and other libraries in providing that access;
- the major educational, cultural, and economic asset that is represented in the collective knowledge and information resources of the state's libraries;
- the importance of public libraries to the democratic process; and
- the value of interlibrary cooperation in making effective use of all library resources.

All state and local laws affecting libraries can be seen in relationship to these basic concepts. The tradition of publicly funded libraries is a strong one in our state; it, too, stems from the basic belief in the importance of free access to library resources for all. Thus, public library trustees today act within the framework of a firmly rooted heritage and legislative history. They are part of a continuum stretching back more than 100 years, and today's trustees must plan wisely for public libraries' roles in the 21st century.

This handbook has been designed by the Division for Libraries and Community Learning of the Department of Public Instruction (see Appendix G) to help trustees organize their thoughts, deliberations, and actions. Effective public library boards and effective public library trustees working with librarians and the community at large will make a difference in the ever-expanding world of information.



# Effective Public Library Trustee and Boards

*Preface*

*Chapter 1: To be a Trustee*

*Chapter 2: The Board's Legal Responsibilities*

*Chapter 3: The Board and Its Meetings*

*Chapter 4: The Special Role of the System Trustee*

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*Effective public library  
trustees will make a difference  
in the ever-expanding world of  
information.*



# Wisconsin Public Library Systems



Division for Libraries and Community Learning  
Wisconsin Department of Public Instruction

## Preface

The purpose of this section is to place in civic and legal context the roles and responsibilities of the public library trustee and the public library board of trustees. While reading the section, bear in mind that a public library is a lifelong community resource for all people, and its resources are organized and administered by a competent staff who offer guidance and assistance to users. The library's purposes are

- to provide information on a broad variety of subjects to enrich the lives of individuals and the community;
- to aid individuals in pursuit of education;
- to provide children and adults with materials for creative leisure;
- to provide information and responsible opinion on all sides of public issues to help citizens fulfill their democratic responsibilities; and
- to provide access through the library's collection and its cooperative arrangements for resource-sharing, to books, periodicals, films, records, audio and videocassettes, databases, and related materials.

More than 2,500 citizens of Wisconsin serve on public library boards at three levels: municipal, county, and public library system. This handbook offers recommendations for effective library board organization and action and makes frequent reference to Chapter 43 of the state statutes (see Appendix A). The legal requirements for size and composition of library boards are as follows.\*

### Villages, Towns, and Cities with Populations Under 150,000

**Size:** Villages, towns—five members; fourth-class cities (population under 10,000)—seven members; third-class cities (population of 10,000 to 38,999)—nine members; second-class cities (population of 39,000 to 149,999)—nine members. Two additional members may be appointed for a library board for a village, town, tribal government, or tribal association so that the board has seven members. Ch. 43.54(1)

In any city of the second or third class, the common council may, by a two-thirds vote, provide for the reduction of the number of appointive members of the library board from nine to seven. Ch.43.54(3)

**Composition:** Appointments are made by the mayor, village president, or town chairperson, with the approval of the municipal governing board, for three-year terms. Members must be residents of the municipality (except that not more than two members may be residents of towns adjacent to the municipality). One of the members must be a school district administrator or the administrator's representative, to represent the public school district(s) in which the public library is located. Although the law does not require that a member of the municipal governing body be appointed, this is a frequent practice and a valuable one in light of the lines of communication it provides. The law does, however, specify that at any one time not more than one member of the municipal governing body shall be a member of the library board. A majority of the membership constitutes a quorum, but any board may, by regulation, provide that three or more members constitute a quorum. Two additional members may be appointed for a library

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\* City populations are determined by the last federal census. A city changes from one class to another when it qualifies in size according to the official census; when provisions for any necessary changes in government are made; and when a proclamation of the mayor, declaring the fact, is published according to law (s. 62.05, Wis. Stats.). The *Wisconsin Blue Book* has additional information on city classifications, village and town designations, and census figures.

board for a village, town, tribal government, or tribal association so that the board has seven members. Ch. 43.54(1) In any city of second or third class, the common council may, by a two-thirds vote, provide for the reduction of the number of appointive members of the library board from nine to seven.

### **First-Class Cities (Population of 150,000 or More)**

**Size:** 12 members.

**Composition:** See s. 43.54(1)(am), Wis. Stats. for appointing authority and library board composition.

### **County Libraries and Services**

**Size:** Consolidated county libraries and county library services—seven members.

**Composition:** Appointments are made by the county board chairperson or county executive, with the approval of the county board, for three-year terms. One of the members must be a school district administrator of a school district located in whole or in part in the county, and one or two county board supervisors must be appointed. County library service boards must include representatives of existing library boards and persons residing in municipalities not served by libraries.

### **Joint Library Boards**

**Size:** Seven to 11 members.

**Composition:** Appointments are made by the head of the municipal governing body of each participating municipality and county board chairperson or county executive of the participating county for three-year terms. Board composition must be representative of the populations of the participating municipalities.

### **Consolidated Public Library System Boards**

**Size:** Seven or nine members.

**Composition:** Appointments are made by the county board chairperson or county executive with the approval of the county board for three-year terms. At least one but not more than two members of the county board shall be members of the system board at any one time.

### **Federated Public Library System Boards (Single County)**

**Size:** Seven members.

**Composition:** Appointments are made by the county board for three-year terms. At least three members of the system board, at the time of their appointment, shall be active voting members of library boards governing public libraries of participating municipalities, and at least one of these shall be a member of the library board governing the resource library. At least one but not more than two members of the county board shall be members of the system board at any one time.

### **Federated Public Library System Boards (Two or More Counties)**

**Size:** 15 to 20 members.

**Composition:** Appointments are made by the county boards, acting jointly, for three-year terms. Appointment shall be as closely proportionate to populations as practical, but each county shall be represented by at least one member on the system board. Each county board may appoint one county board member to the system board. The public library board governing the designated resource library shall have at least one member on the system board.

In addition to familiarity with Chapter 43 of the Statutes, trustees should also have a working knowledge of Wisconsin Public Library Standards published in 1994 by the Department of Public Instruction. The Standards will assist trustees in understanding the place of their public library in its community. Chapter 4 of the Standards, "Governance, Administration, and Funding," is of particular relevance to the first four chapters of this handbook.

# Chapter 1

## To be a Trustee

### Qualities

The qualities that make an individual an effective library trustee are similar to those that make effective board members in other business, civic, and cultural undertakings. These can be summarized as

- awareness of the community;
- willingness to devote time and talents;
- ability to think clearly, question objectively, and plan creatively; and
- skill in communicating and cooperating.

In addition to those attributes, the effective library trustee also displays

- awareness and appreciation of the library's past, present, and future role in the community;
- willingness to become more knowledgeable about library services and standards of operation;
- ability to represent the library in public forums, to act as an advocate for the library, and to reflect the concerns of the public at library board meetings; and
- skill in developing library policies.

The individuals who possess these qualities and who come together to comprise the library's board of trustees should collectively represent

- diversity of interests;
- balance of age, race, sex, and socioeconomic levels; and
- variety of occupational and personal backgrounds.

This body will then effectively serve its community through its commitment to and enthusiasm for a vigorous public library capable of providing access to information, education, and enhanced leisure to the broadest possible spectrum of users.

### Orientation

Whether as a municipal, county, or system board member, the effective library trustee should expect appropriate orientation to the position upon appointment. The board president and the library director should provide

- a copy of this handbook;
- a copy of Wisconsin Public Library Standards
- a list of board members' names, addresses, telephone numbers, occupations, terms, lengths of service, and of officer/committee positions
- the bylaws of the board;
- the library's mission statement and its long-range plan;
- the written policies of the board (for example, materials selection, personnel, and use of facilities) and an explanation that policies are reviewed annually and revised as needed;
- current budget and operational plan with explanations of funding sources, library tax determination, expenditures, auditing processes, and goals of service;
- board minutes and director's reports for the past six months;
- recent annual reports and statistical reports such as circulation figures;
- an introduction to the local laws and contracts under which the library operates;

- the library's annual calendar including legal requirements and deadlines (for example, when the fiscal year begins, when the budget is prepared and presented, when officers are elected);
- an organizational chart of the staff with names, job titles, and job descriptions;
- an introduction to the staff, library building, and any branches, and, for counties and systems, a tour of member libraries;
- a discussion of the library's relationship to its public library system (or the system's relationship to its member libraries) and to the Division for Libraries and Community Learning.

Trustees at the municipal and county levels, as well as public library system trustees, should read Chapter 4 of this handbook, "The Special Role of the Public Library System Trustee," for useful information.

## Continuing Education

The effective library trustee also should expect and take advantage of opportunities to participate in the Wisconsin Library Trustees Association and the American Library Trustee Association. Membership costs for these two organizations may be included in the annual budget. Ideally, every library budget will include payment for at least one trustee membership. The budget may also include coverage of expenses incurred while attending conferences, seminars, and short courses on topics related to library service and trusteeship. (See Appendix H for addresses and further information.)

## Compensation

As noted in the preceding paragraph, payment for trustee association memberships and continuing education programs for trustees are commonly accepted as valid parts of a public library's budget. Under law, trustees can be compensated for their services only as follows:

1. Members may be reimbursed for their actual and necessary expenses incurred in performing duties outside the municipality if so authorized by the library board.
2. Members may receive per diem, mileage, and other necessary expenses incurred in performing their duties if so authorized by the library board and the municipal governing body (s.43.54(1)(d), Wis. Stats.).

This section also applies to joint library board members. Section 43.57(5)(b) of the statutes permits the same sort of compensation for county library board members.

The statutes do not specifically address the subject of compensation for public library system trustees. However, by viewing their duties as parallel to municipal and county library trustees, it is legally acceptable for a system to budget for the actual and necessary expenses and mileage of its trustees if it so chooses.

The intangible compensations of trusteeship, on the other hand, are limitless. The knowledge that more people of every age are receiving constantly improving library service that enriches their lives is the real reward of every effective library trustee.

## Statement of Principles and Ethics

Effective trustees will carefully examine the following ethics statement\* and will practice the principles it describes.

- I will view service on a board of library trustees as an opportunity to serve my community, state, and nation because I believe the public library is the single most effective agency for providing all people with the sources for continuing education.

\* Adapted from Virginia G. Young, *The Library Trustee: A Practical Guidebook*, 4th edition, American Library Association, 1988, and the Illinois Library Trustees Association.

- I will observe and enforce all library laws, ordinances, and regulations and keep abreast of library developments in my state and nation.
- I will avoid situations in which personal interests might be served or financial benefits gained at the expense of library users, colleagues, or the institution.
- I will disqualify myself immediately whenever the appearance of a conflict of interest exists.
- I will support and participate in the activities and meetings of the library board. If I lose interest or am unable to contribute effectively to the program of the library, I will resign my position.
- I will recognize that authority rests with the whole board assembled in meeting and that I have no legal status to bind the board otherwise.
- I will distinguish clearly in my actions and statements between my personal philosophies and attitudes and those of the institution, acknowledging the formal position of the board even if I personally disagree.
- I will arrive at conclusions on library matters only after I have discussed the subject fully with other board members and the library director. Where my experience may be useful, I will offer it for the benefit of the library's administration. However, I will recognize that my responsibility is not to run the library but to see that it is run well.
- I will respect the confidential nature of library business while being aware of and in compliance with applicable laws governing freedom of information.
- I will try to be impartial and make decisions in terms of the best interests of all citizens in the community.
- I will support and protect library personnel in the proper performance of their duties. I will support to the fullest the efforts of the staff in resisting censorship of library materials by groups or individuals.
- I will work for the improvement of library legislation and the betterment of library service locally and throughout the state and nation.

## Trustee Evaluation

Below are two checklists trustees can use to monitor their own performance, to identify their strengths, and to stimulate further study and action where possible.

### Checklist One\*

- Do I attend board and committee meetings promptly and regularly?
- Do I give adequate time and thought to my trustee position, examining the background information provided before each meeting? Are my votes during board meetings always soundly based on thorough understanding of the question at hand?
- Do I read at least one library periodical and consult relevant books and pamphlets?
- Have I read and do I refer to *Wisconsin Public Library Trustee Handbook* (Wisconsin Department of Public Instruction, 1989, revised 1997), *Wisconsin Public Library Standards* (Wisconsin Department of Public Instruction, 1987), *The Library Trustee: A Practical Guidebook* (Virginia G. Young, 1988), and *Planning and Role Setting for Public Libraries* (American Library Association, 1987)?
- Do I belong to the Wisconsin Library Trustees Association and/or the American Library Trustee Association and read the literature each organization provides?
- Do I attend professional conferences, workshops, and seminars in order to expand my knowledge and stimulate my potential for effectiveness?
- Am I familiar with Wisconsin library laws and the ways they apply to my library?

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\* Adapted from checklists in Northern Illinois Library System Newsletter (June 1988), *Minnesota Public Library Trustees Handbook* (1987), and *The Public Library Trustee: A Practical Guidebook* (1988).



- Do I understand what services, assistance, and aid are available from my public library system and DPI's Division for Libraries and Community Learning?
- Do I visit my local library often enough to be thoroughly familiar with the services offered?
- Do I interpret my library to the community through contacts with civic groups and public officials? Do I work for the improvement of library legislation and the betterment of library services throughout the state and nation as well as at the local level by contacting appropriate elected officials?
- Do I recognize the needs and interests of my community and see that they are met by the library?
- Do I use the library for my personal reading and study?
- Do I visit other public libraries to increase my awareness of library practices?
- Have I read my library's long-range plan, and do I understand the planning process?
- Have I read my library's policy manual, and do I understand the need for annual review and revision?
- Do I recognize the differences between the duties of the library director and the duties of the board?
- Do I support the library director in his or her efforts to provide good library service and in the performance of professional functions (for example, staff selection, materials selection, operations management)? Do I participate in the board's annual evaluation of the director?
- Do I accompany the library director to budget hearings before public officials and actively work to gain funding from all appropriate sources?
- Have I insisted upon equitable staff salaries and personnel policies, competitive with those offered for positions of comparable responsibility in the community?
- Am I committed to having a library building that adequately serves my community?

### *Checklist Two\**

1. As I work with other board members,
  - a. do I attend most of the meetings and inform the library director when I must be absent?
  - b. do I contribute effectively to the discussions from a reasoned and informed background?
  - c. is my attitude toward other board members fair, cooperative, and open?
  - d. am I willing to abide by the majority decision and support it publicly?
  - e. do I do an acceptable job in filling board offices and in undertaking committee assignments?
2. As I relate to the director and staff,
  - a. do I understand and honor the dividing line between accepted trustee responsibilities (as set out in the literature) and the library director's responsibility to administer?
  - b. is my attitude toward the director one of professional respect and encouragement?
  - c. do I refrain from initiating or entering into library-related discussions with staff except in board settings?
  - d. do I refrain from asking for special privileges or treatment?
  - e. do I encourage staff development?
3. As I serve the community,
  - a. do I keep abreast of current library practices and possibilities through reading the literature, attending professional meetings, visiting other libraries, or other means?

\* Reprinted with permission of the American Library Association from Young, *The Library Trustee: A Practical Guidebook*, 1988.

- b. do I understand and discharge my responsibilities to represent all segments of the community in an effort to provide the widest access and the best services possible? Am I open to innovation?
- c. am I prepared to accept my responsibility to support the concept of intellectual freedom and to stand firmly in support of the librarian and the book selection policy, if an attack is mounted by an individual or a group?
- d. do I discharge my responsibility to serve as a library advocate, both formally to governmental bodies as appropriate and informally to the public at large?
- e. do I discharge my responsibility to participate actively in fund-raising efforts?
- f. is the public's perception of me such that my identification as a board member builds public respect for the library and enhances the library's image in the community?
- g. do I avoid even the appearance of using my library connection as a means of self-aggrandizement?
- h. am I zealous in presenting the library, the director and staff, and my fellow board members in a positive manner in my comments to individuals or groups in the community?

## Chapter 2

### *The Board's Legal Responsibilities*

In reading the state law, public library trustees should be aware of the distinction between the words *shall* and *may*. *Shall* indicates a legal mandate or requirement; *may* indicates authorization or permission to perform certain acts if the board so chooses. Section 43.58 of the Wisconsin Statutes mandates library board control of

- library funds,
- property,
- expenditures,
- hiring a library director, and
- annual reporting to the DPI's Division for Libraries and Community Learning and to the library's municipality or county.

Effective trustees recognize and guard these responsibilities entrusted to them by state law. All of these functions are to be controlled by the library board, not by any other agency at any level of government.

The same section of the statutes also authorizes

- options for employing educational lecturers;
- cooperation with other educational institutions to foster the use of materials in a variety of ways to benefit the public; and
- various ways of receiving, managing, and disposing of gifts and donations to the library. It also states requirements regarding the handling of gifts accepted.

Trustees also must bear in mind the need to hold open meetings and to maintain open records in keeping with Chapter 19 of the statutes. That chapter also defines the circumstances under which closed sessions may be held (for example, hiring, evaluation, and dismissal deliberations). See Appendix B for a full explanation.

Section 43.30 of the statutes addresses the matter of circulation records. Unlike the other records of the library as a public institution, information about the materials borrowed or used by an individual is confidential. Apart from library staff members carrying out their assigned duties, no one can have access to circulation records except by court order.

### **The Fiduciary Role**

A fiduciary is a person who holds something in trust for another, thus a trustee. Public library trustees serve in a fiduciary capacity for the citizens and taxpayers of the governmental unit(s) served by the library.

Public library trustees are public officers and as such have a responsibility to

- obey federal, state, county, and local laws and board bylaws;
- demonstrate good faith by providing the highest possible quality of service and by managing assets wisely;
- support the causes of the library, acknowledging that its best interests must prevail over any individual interest;
- attend board meetings regularly, participate actively, and ensure adequate record-keeping and documentation; and
- be diligent in developing plans and policies.

### **Liabilities**

Generally, individual trustees (like other municipal officers) need fear no personal loss or liability for the honest performance of their official duties and exercise of powers granted by law. This protection is guaranteed by Wisconsin Statutes.

"Any person having a claim or demand against the municipality or county growing out of any act or omission of the library board shall file with the library board a written statement thereof. If the claim or demand or any part thereof is disallowed, the claimant may bring action against the municipality or county." Ch. 43.58(3)

Library boards, however, can be liable in the following areas:

- *Acts in excess of authority.* Boards can be sued if they or their employees make errors when they act outside the scope of their library authority (examples: exercising censorship, mandating a dress code).
- *Nonfeasance.* Boards can be held liable for failing to act when action was required or failing to stop an illegal action (examples: failure to get copyright clearance for cassette duplication, failure to complete any contract as agreed upon).
- *Negligence.* Boards can be held liable for the negligence of the administrator, staff, or themselves (examples: unsafe buildings and grounds, failure to supervise funds).
- *Intentional tort.* Boards can find themselves liable for statements made in haste or for angry actions of another trustee or staff member (examples: libel, assault, improper discharge of an employee).
- *Unintentional tort.* Boards can be held liable when a member of the board or the staff in good faith accuses a person of committing a crime but is mistaken in judgment or identification.
- *Acts in contradiction to the law.* Boards can find they are liable for failure to act in compliance with state statutes or administrative rules (examples: purchasing property without bidding, tailoring specifications to a specific bidder, conducting business at meetings that are not open to the public, improper reimbursement to trustees or employees).

## Defenses for Liability

Boards can lessen the possibility of liability through the following actions:

- Encourage all trustees to attend board meetings, study the issues, ask questions, vote, monitor progress, and maintain active committees.
- Read the minutes and make corrections.
- Vote against proposed action if convinced there is insufficient information on which to base an opinion; make sure minutes reflect that vote. When abstaining until more information is provided, follow up on the issue and let the record show eventual decision.
- Use a qualified attorney for all legal matters and controversial issues.
- Adopt written rules, regulations, and policies and keep them up-to-date. Publicly post rules, regulations, and meeting minutes to avoid any charge that the information is being kept secret.
- Publish minutes in newspapers or the library's newsletter or post them on a library bulletin board to educate the public and to provide a continuous public record of board actions.
- Adopt rules, regulations, policies, and budgets formally by use of a motion, second, and documentation in board minutes. Hold public hearings as needed.
- Refuse to allow any existence of conflicts of interest on the board. Write a letter of protest for the record if conflicts are occurring. (Examples: a trustee of the library being reimbursed as the board's attorney, investment advisor, banker, insurance consultant, accountant, or purveyor of goods and services which the library buys.) A general rule is that a trustee may not receive any profit whatsoever in dealing with the library.

## *Chapter 3*

### *The Board and Its Meetings*

#### **Appointments**

To be legally constituted, each public library board must be appointed in conformity with the state law as described in the Preface to this section. The law not only defines who is empowered to appoint trustees but also how many trustees shall serve, when they are appointed, the length of terms of office, and the representation of educators and members of governing bodies on the library board.

The effective board will be familiar with those provisions and also will be aware of the conventional wisdom that a limit of two or three consecutive terms for any trustee is a wise policy. The staggered terms of service defined in the Statutes ensure a pattern of continuity even as new members are appointed.

Effective trustees know the desirability of staying alert for able potential appointees to the board, that is people in various segments of the community who demonstrate strong interest in public library programs. At appropriate times, suggestions for appointees can and should be made to the appointing official(s).

Newly appointed trustees will benefit from a thorough orientation and an immediate assignment, which will help them identify with the library programs and board functions.

#### **Board Structure**

To function effectively and efficiently, a board needs to understand its own structure as defined in its bylaws. Appendix C presents sample bylaws that can be studied, adapted to local needs and circumstances of any library or library system board, and formally adopted.

The question of using committees versus the board acting as a committee of the whole is a matter that each board must resolve in response to its own circumstances. Many boards find all their members more committed and better informed when the entire membership is actively involved in all aspects of the board's work. However, in larger boards (such as some systems), small committees focused on a single facet such as budget or personnel sometimes can be the optimal means of accomplishing objectives. Whichever approach is used, or by using a flexible combination of both, the effective board will give all its members opportunities for responsibility and will listen carefully to the opinions and recommendations presented for action.

#### **Before Meetings**

The board president and library director should work together in preparing materials to be sent out to board members before each meeting. They should include minutes of the previous meeting, the financial report, and a detailed agenda. The agenda can list not only items to be covered but also the person(s) responsible for each and what kind of action will be needed (for example, review, approval, discussion, brainstorming, or setting priorities). Any other relevant written reports and background information should be mailed out as well.

The effective trustee will make time when these materials arrive to examine them with some care so as to be well prepared for the meeting.

## At Meetings

Library board and committee meetings are subject to Wisconsin's open meeting law; review Appendix B for full explanations.

Effective board meetings can begin with a quick review of the proposed agenda to make sure there is adequate time to cover all items and to modify the order of business if necessary. Effective board meetings move at an appropriate pace. Time for full explanations, presentations, and questions is allowed, but the president makes sure discussion remains focused and decisions are reached. The president also needs to ensure that a few members do not dominate discussions, that all members have a chance to be heard, and that accountability for follow-through is assigned as needed.

Board meetings are the place for trustees to raise questions and make requests of the library director and/or staff. Trustees should never make unilateral requests or demands; they are members of a governing body and must act as a body.

Effective board meetings can be an arena for continuing trustee education. Staff members can be invited to make presentations about their special subject, media, or programming areas. (Staff members also can be encouraged to attend board meetings, as their schedules permit, to increase their awareness of the library's total operational picture.) "Outsiders," such as elected officials, insurance specialists, municipal personnel specialists, architects, or public library system board members, can be invited to make informational presentations about areas of concern to the library board.

Ideally, after every meeting trustees will feel they have not only acted in the library's and community's best interests but that their own knowledge and understanding has increased.

## Distinctions Between the Duties of Trustees and Library Director

One of the prime responsibilities of the public library board of trustees is to hire a competent library director. The trustee and the director must clearly understand their respective functions. Board meetings and day-to-day operations will be most effective if these complementary duties are consistently borne in mind.\*

<b>Board</b>	<b>Library Director</b>
Employ a competent and qualified library director.	Act as technical advisor to the board. Employ and supervise all other staff members.
Review the director's staff organizational structure, identifying lines of authority and responsibility. Establish wage classifications for each class of employee unless this function has been transferred to the municipality or county.	Make recommendations on organizational structure to the board. Identify tasks and work loads and establish workflow patterns.
Determine and adopt written policies to govern the operation and program of the library (for example, book and materials selection policies).	Recommend needed policies for board action. Carry out the adopted policies, delegating responsibilities to staff as needed (for example, select and order all books and other library materials).

(Continued on next page)

\* Comparisons adapted from Virginia G. Young, *The Trustee of a Small Public Library*, American Library Association, 1978, and Opinion Research Associates, *The Wisconsin Library Trustee Reference Manual*, Wisconsin Department of Public Instruction, 1983.

<b>Board</b>	<b>Library Director</b>
In cooperation with library director and staff, develop a long-range plan for commitment of resources (for facilities, personnel, finances, and so forth) to meet the changing needs of the community. Prepare a statement of mission or purpose, service goals, and objectives.	Cooperate with board and staff in preparation of the long-range plan by projecting needs and trends in library service. Define, in annual budget and operational plan, the shorter-range commitment of resources. Report regularly to the board on progress of both long- and short-range plans.
Review the annual budget to determine its adequacy for meeting goals and objectives; work actively for public and official support of the budget; explore all possible revenue sources.	Prepare the annual budget draft to achieve objectives as identified with the board.
Review monthly financial statements in context of the annual budget; approve reasonable expenditures that are within the approved budget; forward approved bills for payment by the municipality or county.	Prepare and present monthly financial statements and bills for board action.
Negotiate, approve, and enter into contracts for services (for example, for interlibrary loan, interlibrary delivery, open access).	Research and draft contracts.
Act to assure a comprehensive risk management policy (regarding, for example, property damage, liability).	Review with board and municipality necessary insurance coverages and purchases.
Develop capital improvement plans (for example, for remodeling, major equipment purchases).	Provide analysis and recommendations on capital improvements needed; implement capital improvement plans.
Establish, support, and participate in a planned public relations program. Interpret the library's role and plans to other community boards and committees.	Maintain an active program of public relations and public information. Represent the library on other community boards and committees.
Know local and state laws; actively support library legislation in the state and nation.	Know local and state laws; actively support library legislation in the state and nation.
Attend all board meetings and see that accurate records are kept on file at the library.	Attend all board meetings other than those in which the director's salary or tenure are under discussion.
Attend regional, state, and national trustee meetings and workshops; affiliate with the appropriate professional organizations.	Affiliate with the state and national professional organizations; attend professional meetings and workshops.
Be aware of the services of the public library system and state library agency.	Make use of the services and consultants of the public library system and state library agency.
Report regularly to the governing officials and the general public.	Report regularly to the library board, to the officials of local government(s), and to the general public.
	The library director is responsible for appointing and supervising all personnel whose positions have been approved by the library board.

## Chapter 4

### *The Special Role of the Public Library System Trustee*

#### **Maintaining the Broad Viewpoint**

Public library system trustees occupy a unique position in Wisconsin's pattern of library services. They can benefit from virtually all the material in this handbook, but background and analysis of their specific responsibilities deserve separate treatment here.

Public library systems were created, beginning in 1973, in response to librarian, trustee, and government awareness that the state's citizens could receive improved library service for their tax dollars through cooperative arrangements for resource sharing. The systems were built upon strong existing foundations. A large library, with the depth and breadth of collection to serve as the resource library, was identified for each system. Demonstrated tax support at the municipal and county levels was the other factor in system creation. The law continues to guard against reductions in these funding levels. By virtue of state aid in funding (s. 43.24(1), Wis. Stats.), public library systems became the means by which the state's citizenry gained greatly enhanced access to a wide range of services, materials, and programs.

In these new cooperative arrangements all member libraries were required to open their doors to all system area residents. Subsequently this access extended even further as systems developed reciprocal borrowing contracts with other systems.

In return for the open-access agreements, membership in a system brought benefits to existing libraries and their patrons because state aid

- made improved interlibrary loan arrangements possible,
- provided specialized staff and inservice training opportunities,
- facilitated delivery services and communications,
- guaranteed mutual borrowing privileges, and
- strengthened the collections of each system's resource library.

The creation of public library systems built a strong network of resource sharing and mutually beneficial interdependence. The systems reflect both continued financial support at the local level and the more equal access to sophisticated, specialized services and materials made possible through the distribution of state tax monies. The 17 systems evolved in distinct ways in response to the needs of their member libraries and area residents. In some, providing books by mail to a scattered rural population was of high priority. In others, automated union catalogs providing instant information about the collections of all system participants was defined as an immediate need. In others, centralized services for materials ordering and processing was a primary consideration.

In s. 43.24(2) the statutes clearly state the services a public library system must provide. However, considerable flexibility is allowed in setting priorities so that each system can meet the needs of its particular geographic area and member libraries. System trustees are called on to use their insight and judgment to the fullest in establishing their system's priorities.

The fact that the systems derive the majority of their financing from the state, rather than directly from the population served, sets them apart from other public library institutions. It means that system trustees must direct much of their accountability to the DPI's Division for Libraries and Community Learning and focus on the mandates of service itemized in s. 43.24(2), Wis. Stats. This requires attention to the broad service operations and goals of the system.



Many of the system's trustees will also be serving on the boards of member libraries or on county governing boards. (See ss. 43.19 and 43.21, Wis. Stats.) All trustees have a responsibility to represent their constituency by bringing questions or concerns to the attention of the system board. At the same time, when that board deliberates and acts, it does so on behalf of the entire service area. Thus, the effective system trustee must strive for fairness and due consideration for all citizens served.

## **Responsibilities of the Public Library System Board**

### *Internal*

- The public library system board of trustees must hire a thoroughly qualified system director to carry out the system's often complex responsibilities. The director should possess a detailed knowledge of the profession and of the state's overall library program so that information, options, and explanations can be clearly presented for board deliberation.
- Single-county federated public library systems and consolidated public library systems can use their county's management officers to transact personnel and financial matters. Multicounty federated public library systems, however, must develop and maintain their own methods of handling personnel and finance. They must function as their own business office: paying bills and wages, keeping employment records, and maintaining full records of income and disbursements.
- Under the Wisconsin Retirement Fund, public library system employees are eligible to participate in pension plans and are eligible for state-sponsored health, life, and disability insurance programs. If the system does not elect those options, the system must provide its own forms of coverage.
- Public library systems must comply with Wisconsin laws on equal opportunity and nondiscriminatory hiring practices and on grounds for dismissal. In addition, the system must develop its own job descriptions, wage scales, and vacation and sick leave policies. All system employees involved in handling goods belonging to other institutions and funds should be bonded appropriately.

### *Relationships to Member Libraries and Member Counties*

- Like their counterparts at other service levels, public library system trustees are policy-makers. They cannot, however, make policies for any federated system's member libraries. Therefore, they must be alert to the areawide effect of any policy. They must avoid any interference with the autonomy of member libraries.
- On the other hand, public library systems do have the power to expel, or reduce aid or service to, any member municipality or county that does not meet the requirements mandated in ss. 43.15(2) and (4), Wis. Stats. These requirements pertain to level of financial support and to overall establishment of service in conformity with Chapter 43.
- For purposes of governmental cooperation, a public library system is defined as a "municipality" (s. 66.30, Wis. Stats.) and therefore is able to enter into contracts with other "municipalities" (cities, towns, villages, counties, other library systems). Contracts commonly entered into by public library systems include those with all member libraries, counties, adjacent and other systems, and the system's resource library for access and services. These contracts form a large part of the operational structure of each system. Trustees should be aware of the content, purpose, and resulting effect of each contract entered into by the board.
- Public library system trustees, together with the system director, should be willing to meet with boards of member libraries whenever invited to explore topics of mutual concern, to explain system objectives and procedures, and to build strong bridges of communication.

### *Additional Responsibilities*

- ⊙ Effective public library system trustees should be willing to assume a leadership role in legislative lobbying or advocacy. Like other library trustees, they should recognize that the political process, at all levels, is the means by which scarce financial resources are distributed. Those who make the best case for their funding needs are heeded. "Lobbying" need not carry a negative connotation; informative communications (written and/or in person) to local, state, and federal representatives will keep them aware of citizen concern for access to quality library service. These elected officials are, in the final analysis, just that: representatives. For them to represent the public they will need to hear about public desires, needs, and values.
- ⊙ Public library systems are firmly in place as examples of effective resource sharing among public libraries. The systems are also vehicles for exploring means of cooperation between other types of libraries.

These types can be defined as follows:

**Academic libraries** are an integral part of a college, university, or other academic institution for postsecondary education. They are organized and administered to meet the learning and research needs of students, faculty, and affiliated staff of the institution.

**School library/media centers** support the curricular needs of a single elementary or secondary school. Their collections and related equipment serve students, teachers, and affiliated staff.

**Special libraries** can be found in business firms, professional associations, government agencies, research laboratories, and other organized groups and are established to serve a specialized clientele.

The degree to which formal agreements and contracts have been developed between a public library system and any or all of the other types of libraries within the system's service area varies greatly. System board members should recognize that investigations and decisions about this form of cooperation are part of their responsibilities.

# Planning for Effective Action by the Library Board

*Preface*

*Chapter 5: Finances and Allocation of Resources*

*Chapter 6: Personnel*

*Chapter 7: Policies and Services*

*Chapter 8: Buildings*



*Every policy, report, and  
financial action stems from the  
board's perception of the  
library's role in the community.*

## Preface

The purpose of this section is to provide guidance to public library boards of trustees in fulfilling their responsibilities as effective planners and policy-makers for their institutions.

The importance of planning cannot be overemphasized. Every trustee needs to become familiar with two essential planning tools: *Wisconsin Public Library Standards* (Department of Public Instruction, 1994) and *Planning and Role Setting for Public Libraries: A Manual of Options and Procedures* (American Library Association, 1987). The first chapter of the *Standards*, "Imperatives for Planning," provides an excellent introduction to planning concepts: assessing the community, determining the library's roles, writing a mission statement, developing goals and objectives, writing a plan focused on desired ends, and then selecting appropriate activities and actions to meet those ends.

One of these steps, determining library roles, deserves further explanation. The American Library Association has identified eight distinct roles or service profiles that a public library may carry out in its community (and it usually carries out a combination of several): community activities center, community information center, formal education support center, independent learning center, popular materials center, preschoolers' door to learning, reference library, and research center. Utilizing the two publications cited above, which both give much more detailed information, the effective library board will be guided well in both role determination and further planning. With that groundwork thoroughly prepared, the establishment of necessary library policies will follow. These three facets are interdependent: knowledge of roles, plans based on those roles, and policies based on those plans. The effective board gives each facet due attention.

Long-range planning may be viewed as a singular project undertaken by the library board, library director, and staff once every several years. Its ramifications, however, are ongoing, and the cyclical nature of planning means that once goals are reached, evaluation and review of the community's needs and the library's roles are called for again. Furthermore, the existence of a long-range plan colors the decisions made annually about the library's budget and operating plan for the year.

The planning process and role identification described above underlie every item deliberated at every board meeting. Every board committee or staff report will have its roots in the annual operating plan and the long-range plan and will be tied to one or more of the library's roles in the community. Every financial action will have its roots in the annual budget and long-range plan and be tied to a role. Every policy adopted or amended will have its roots in the board's perceptions of what roles the library plays in the community and the direction it should take in the future.

Public library system trustees will find specific areas of planning mandated in s. 43.24(2), Wis. Stats. To qualify for state aid, systems are required to plan for, among other things, inservice training for member libraries' personnel; for rapid, regular delivery and communications systems; for service agreements with adjacent systems; for inter-type library cooperation; for service to users with special needs; and for automation. Their written plans are reviewed annually by the Division for Libraries and Community Learning.

Local library trustees can be affected by some of the planning decisions made by system boards, such as those regarding computerization and public relations. The local library board will, however, do most of its planning in response to its own community.

The chapters in this section complement and loosely parallel the chapters in *Wisconsin Public Library Standards* in the following way:

Chapter 5, "Financing and Allocation  
of Resources"

Chapter 6, "Personnel"

Chapter 7, "Policies and Services"

Chapter 8, "Buildings"

Standards Chapter 3, "Governance and  
Administration"

Standards Chapter 4, "Staffing for Public  
Libraries"

Standards Chapter 5, "Collections" and  
Chapter 6, "Services"

Standards Chapter 7, "Access and  
Facilities"

## Chapter 5

### Finances and Allocation of Resources

#### The Annual Budget Process

The library's annual operating plan encompasses the programs, priorities, and services for the coming year. The budget is the financial component of that plan. Effective trustees understand the budget both in the operational context and in the context of the library's long-range plan. The format of the budget is determined by the requirements of the municipality or county (or in the case of public library systems, the state). It is the library director's responsibility to prepare the document based on discussions with the board and the staff.

The process of preparation is, in a sense, continuous; as soon as one year's budget is approved by the governing body, facts and figures must begin to be assembled for the next year's. The director's regular financial reports to the board provide information on the adequacy of current funding and indications of where additions or reductions might be appropriate for the following year.

Public library systems follow approximately the same steps in budget preparation as those outlined below for local libraries. Systems focus background discussions on conditions throughout the entire service area and on levels of system funding to be provided in state aid. Proposed operating plans and budget are submitted by the system to the Division for Libraries and Community Learning.

Steps in the budgeting process and who carries them out can be viewed as follows:

Activity	Responsible Party(ies)
1. Development of a planning calendar that identifies the key dates for completion of each phase of the work, defines tasks, and assigns responsibilities.	Board and director
2. Review of community needs and priorities based on current economic and user trends; comparison of this assessment to library's long-range plan; study of community's total financial picture and recent budgeting history.	Board and director
3. Evaluation of programs and services to determine whether changes in community needs affect the long-range plan; study of actual line or program expenditures.	Board and director
4. Preliminary discussion of possible budget limits.	Board president, director, executive of municipality or county
5. Preliminary decision on priorities and budget guidelines.	Board
6. Preparation of budget draft in line with step 5. a. Consideration of long-range commitments for facilities and capital improvements; personnel costs; cost trends for materials, utilities, rent, insurance, and other essentials.	Director and staff (Depending on the size of the library staff, a working committee might include, in addition to the director:

Activity	Responsible Party(ies)
<p>b. Figures developed for each line item or program, priorities identified so that should cuts be necessary they can be made in a noncrisis environment. Capital improvements such as building remodeling or big ticket equipment such as a new heating plant or purchase of computers may be separated from the regular budget.</p> <p>c. Accompanying written rationale that defines services and explains major increases, giving data on workloads, wage studies, costs for materials and equipment, and so forth.</p> <p>d. Budget drafted to show all anticipated revenues and balanced figures.</p>	<p>professional staff, business manager, union representative, and paraprofessional staff representative.)</p>
<p>7. Analysis of budget draft</p> <p>a. Does the budget as prepared accurately reflect the board's priorities and instructions?</p> <p>b. Is the presentation clear, consistent, and comprehensive? Is it persuasive?</p>	<p>Board</p>
<p>8. Approval or recommendations for specific modifications of the budget.</p>	<p>Board</p>
<p>9. Approved budget submitted to executive of municipality or county for review; response to any technical questions raised.</p>	<p>Director</p>
<p>10. Executive may request a meeting with the library board for negotiation; board as a whole may act or empower its president to negotiate.</p>	<p>Board</p>
<p>11. Budget submitted to governing body for action along with the budgets of other municipal or county departments.</p>	

## Public Awareness

It may be appropriate to hold a public hearing during the process described above when major changes are foreseen. Such a public forum can reveal the temper of the community. Media coverage to present the impact of the budget and explanatory materials prepared by the library at the board's direction are necessary to educate the public in advance of the hearing. "Negatives" such as reduced hours or cuts in materials purchasing ability and "positives" such as installation of air conditioning or adding a children's librarian to the staff that have a major impact on the library's budget are examples of issues on which a public hearing might focus. Citizen comments can provide valuable information as the board makes its final budget judgment. They can be carried forward in support of the budget when it goes to the governing body for approval.

## Advocacy

Governing bodies such as city councils provide opportunities for public statements at hearings called before those bodies take final budget actions. Their members, too, benefit from in-person and written communications from concerned citizens. Library trustees should be prepared to speak out strongly and clearly on the library's behalf, and they must speak from a sound base of knowledge so that hard questions about costs and complaints can be answered. The trustee, as a citizen member of a public board, can be more effective than the library director whose presentation may be viewed as self-serving or as reflecting a narrow, personal agenda. Likewise, statements from the general public and from Friends of the Library groups (discussed below) can inform and influence the governing body's decisions.

In such public appearances trustees should take care to identify themselves clearly and should speak with the authority of the board's formal approval to represent its positions. Effective trustees recognize the vital importance of advocating for their library throughout the political process of budget adoption. It is in competition with all the other services tax dollars support such as schools, police and fire protection, streets, and parks. Only through well-reasoned, well-documented, and compellingly argued presentations will the library receive the necessary support from the relevant governing body(ies). These bodies should continually be reminded of the essential role the public library plays in the quality of life offered by the community to people of all ages.

It is a good idea for library boards to adopt a written policy regarding lobbying at the local, state, and national levels. Definitions of who can lobby, who can be lobbied, and what techniques are considered appropriate should be included in the policy.

## Sources of Funding

The preceding segments of this chapter are related to the process by which a public library obtains its principal source of financial support: the municipality's or county's property tax revenue. Public library systems' funds come from their member counties (s. 43.15(2), Wis. Stats.) and from state aid (s. 43.24, Wis. Stats.).

Effective trustees should be aware of three other sources of public funds: municipal bonds, federal Library Services and Construction Act money, fines and user fees, and several sources of private support discussed below.

**Municipal bonds** are often used to help finance a large, long-term project, such as construction of a new building or a major addition to an existing structure. It is the local governing body that decides whether a bond issue referendum will be placed before the voters on its April or November election ballot. The library board will need to plan with extreme care when a bond issue is contemplated. Trustees must be acutely aware of the political climate of their community, must have ample time to educate the governing body as to the need for the bonds, and then must have adequate time to educate the public before the election. They also must take into consideration the debt limits of the municipality and its long-range plan for capital improvements. Obviously, the library's long-range plan should be in step with and incorporated into the community's overall long-range plan. If a municipality has nearly reached its debt limit, it can choose to set up an authority, or non-profit corporation, to issue bonds; the authority then retires the bonds by charging "rent" to the library.

**Library Services and Technology Act (LSTA) funds** come from the federal government. Congress appropriates money for this program annually and amounts can vary from year to year. Local libraries, working through the Wisconsin Department of Public Instruction's Division for Libraries and Community Learning, may be eligible to receive these funds. More information is available annually from the division upon request.



**Fines and user fees** are "public funding" sources in the sense that they are paid by members of the public. If a library chooses to charge fines for overdue materials, and not all do, this revenue should become part of the library's income and not revert to the general municipal or county treasury. The fine revenue should be at least sufficient to cover the costs incurred in record-keeping, sending out overdue notices, and related tasks. A written policy should be adopted for fines, for replacement charges for lost or damaged materials, and for any user fees imposed. User fees are something of an anomaly in the tradition of public libraries' providing free access to materials; they are only adopted for carefully defined "extra" services. Such services might be a rental collection of best sellers for patrons unwilling to wait for the availability of a title from the general collection or a fee for use of photocopying equipment to cover the cost of its supplies and maintenance. Each library board must carefully consider its position on imposing user fees.

All of the library's public funds are deposited with the municipality or county and dispersed from there upon approval by the library's board of trustees. Section 43.58(2), Wis. Stats., states: "The library board shall audit and approve all vouchers for the expenditures of the public library and forward the vouchers or schedules covering the same, setting forth the names of claimants, the amounts of each claim and the purpose for which expended, to the appropriate municipal or county financial officer with a statement thereon, signed by the library board secretary or other designee of the library board, that the expenditure has been incurred and that the library board has audited and approved the bill. The municipal [or] county governing body shall then pay the bill as others are paid."

Monies described below, on the other hand, are deposited or invested and directly dispersed by the library board, the Friends board, or the foundation.

**Endowment funds** are best organized with as few strings attached as possible. One general endowment fund, administered by the board of trustees, to which memorial gifts, legacies, and other donations can be presented will grow in capital and provide a significant interest income to far greater effect than numerous small, restricted gifts. A viable alternative in instances where an individual or family wants to make a specific gift is to have a list, developed by the director and board, that identifies subject or materials areas that can most benefit from additional support. Potential donors then can be offered a choice of options broad enough in scope to allow some flexibility in spending but specific enough to make the donor's gift reflect personal interest. Such a list might specify, for example, science materials for children, not books about birds for preschoolers; materials related to music, not recordings of piano concertos; audiovisual collection enhancement, not videocassettes on history and travel. Thus professional judgment can be exercised and new technologies utilized as future needs evolve. Individuals and the general public may need to be educated to these approaches, and tact will be essential in presenting the case. See s. 43.58(7), Wis. Stats., for information regarding receipt, management, and disposal of gifts and donations.

**Foundations** can be seen as an alternative to endowment funds or as complementary to them. Private foundations are established under Chapter 181, Wis. Stats., and can be formed for a single purpose, such as funding the purchase of land and construction of a new library building, or for a purpose as broad as the general welfare of the public library. Having a formal, legally grounded existence may make a foundation more long-lived than a loosely organized Friends group. Depending on the political climate of the community, a foundation with its own officers, responsible for its own fund raising and for the distribution of its funds may be in a stronger position than either the library board or the Friends organization to generate and maintain private support for the library. As with Friends organizations, monies raised by a foundation should be viewed as supplementing, not supplanting, public funding.

**Friends of the Library organizations** exist in many Wisconsin communities. Some are formally incorporated, not-for-profit bodies; some are informal groups of library supporters. Information about establishing such a group and exchanging reports on activities and projects is available from Friends of Wisconsin Libraries; see Appendix H.

In light of Wisconsin's tradition of public support for public libraries, Friends groups must define their roles with caution. The availability of Friends' support should never be the occasion for reducing or replacing the community's commitment to public funding. Frequently Friends serve as fund-raisers for their library by sponsoring annual used-book sales, bake sales, and dinners. The monies raised should be viewed as enhancement or enrichment funds; they do not replace resources that are the responsibility of the community to provide for its residents through tax support. Thus, Friends might underwrite a pilot project for a year or two (purchase of videocassettes, for example) until the value of the new service is proven in the community. They might provide assistance in the furnishing and/or decorating of the library building beyond bare necessities. They might make special collection enrichment gifts to help the library keep pace with an unanticipated increase in the need for special materials (to serve Spanish-language residents or day-care centers, for example). They might provide financial support for special programming.

Friends groups are often mobilized to promote bond issues, to speak at public hearings, to contact elected officials, and to assist in educating the general public in various ways about library services, programs, and needs. Friends often provide volunteer assistance with children's summer reading programs and other undertakings requiring similar help. See also the discussion about volunteers in Chapter 6.

Friends groups are autonomous, but they should act in close cooperation with the library board. It is useful for the Friends board of directors to include a member of the library's board of trustees and/or to schedule at least one joint meeting of both boards each year so that information is shared and goals and priorities are synchronized. Friends groups also can actively promote donations to a library's endowment fund or help establish a foundation.

## **Financial Reports and Audits**

Clear documentation of the library's income and expenditures is essential. Accountability for proper management of funds should be provided by monthly and annual statements prepared by the library director for board examination. Within 30 days after the conclusion of the fiscal year the board must make a report to its governing body and to the Division for Libraries and Community Learning (s. 43.58(6)(a), Wis. Stats.).

### *Reports*

Annual statements should show a balanced budget with income equal to expenditures. An income statement is a report of income and expenditures over a specified period of time. A statement of financial position details the assets and liabilities of the library including:

- fixed assets (those things owned by the library such as land, facilities, equipment, books, and investments);
- capital (working cash);
- liabilities (amounts owed by the library);
- income or operating fund reports (itemization of all sources of money received, with any special restrictions noted); and
- operating fund disbursement report (itemization of all expenditures; capital funds are reported in a separate statement).

Monthly statements prepared by the library director for board examination should detail:

- current month's expenditures;
- year-to-date figures;
- total budget; and
- balance of budget unspent or unencumbered.

### *Audits*

Under the state's Single Audit Act, public library financial records are automatically audited along with all other records maintained by the municipality or county that serves as the library's public funds deposit/dispersal agency. Records of funds controlled directly by the library board, such as endowments, should be audited annually by the municipality, county, or an outside auditor; information on these should be publicly available. The funds of a single county public library system are audited by the county. Those of a multi-county system must be audited annually by a qualified outside auditor.

## **Fiscal Policies**

The effective library board develops written policies to guide its financial planning. The following points should be considered:

- identification of public funds available;
- recognition of payment method from public funds as required by s. 43.58(2), Wis. Stats.;
- identification of private funds available or desired (endowments, trust, and other monetary gifts);
- conditions for accepting gifts;
- identification of guidelines for fund-raising methods and investment procedures; and
- recognition of guidelines in s. 43.58(7), Wis. Stats. for the receipt, management, and disposal of gifts and donations.

## **Allocation of Resources**

Inherent in the entire budget-making process and related to all additional sources of revenue is the trustees' preeminent responsibility for allocating and utilizing the available funds in the most effective, efficient ways.

Because of certain fixed costs there may be limited flexibility in the allocation decisions. The library building must be heated, lighted, and maintained. Insurance against fire, theft, and liability must be provided. A telephone system must be in place. Once the fixed costs have been dealt with, trustees must make budget decisions about staff, collection, equipment, and publicity. Will staff be added at the expense of the materials budget? What impact do municipal or county civil service and union regulations have? Will the traditional materials budget be increased to the detriment of installing computer resources?

In order for wise decisions to be reached about allocation of resources, the board of trustees must have identified the roles of its library carefully, as described in the preface to this section of the handbook. This identification will guide decisions about the types of materials appropriate for the collection, the breadth and depth of the collection, equipment and technology, and the staff necessary to provide quality service.

### *Risk Management*

The need for insurance coverage has been mentioned. This is a part of the board's broader function of risk management. A risk is defined as "any uncertain loss which, having occurred, can be measured in dollars." Types of risks are

- statutory (those arising from legislation such as workers' compensation that must be paid to employees for injuries resulting from their employment);
- legal liability (for example, bodily injury or property damage occurring as a result of negligence on the part of the library or its employees);
- property risks (damage or loss of physical property owned by the library; liability for borrowed exhibits or displays); and
- discretionary (for example, coverage of board and employees under fidelity bonds).

Risk management means study of what risks can be reduced or eliminated, what risks can be transferred to others, what risks can be insured against, and what risks can be assumed or self-insured. Many communities have risk management consultants who can advise the library board in developing its risk management policy. In some instances the public library is under the umbrella of the municipality's or county's overall insurance coverage. Many municipalities make use of the state insurance pool. Insurance consultants can be hired to review coverage and make recommendations. Public library system and Division for Libraries and Community Learning staff can be consulted as well. The board's risk management policy should

- designate responsibility for purchase of insurance;
- serve as a guideline to limits of liability, perils to be insured against, and amount of deductibles permitted; and
- indicate requirements in bidding of insurance coverages.

### *Library Technology*

Increasingly, Wisconsin's public libraries make use of new technologies to improve various internal operations and various public services. Computer equipment is a major item to be considered in the allocation of financial resources. While some trustees will be familiar with computer applications in their own businesses or professions, all need to become aware of the specific ways computers can be used in libraries. A plan for computerization should be part of a library's long-range plan. The desirability of cooperative planning by libraries within a system is obvious where equipment must be compatible with that used by the system office, the resource library, and other participating libraries. Library directors and library boards should work closely with system personnel and Division for Libraries and Community Learning consultants in developing their computerization plan and examining potential sources of financial support.

Briefly stated, the internal operations of libraries that are most often computerized are

- patron registration;
- acquisitions;
- cataloging (both current and retrospective conversion of card catalog data into machine readable form);
- word processing; and
- accounting.

Computerized public service operations include

- circulation;
- interlibrary loan;
- union catalogs;
- public access catalogs; and
- database searching.

System funds and federal funds through the Division for Libraries and Community Learning may be available to partially underwrite these developments.

## *Public Relations*

Without an adequate collection of materials and related equipment and without the personnel to provide services there is little need for publicizing the public library as an attractive place to visit. Yet providing information about the library and all its resources is of great importance so that the general public will know what the library has to offer. Awareness of children's programs, reference collections, interlibrary loan service, films and cassettes, exhibits and speakers, and all the other sources of information and entertainment available make for strong public support. Public relations activities continuously educate the public about the library's need for financial support. Recognition of the value of a strong public relations program can become part of the library's written policies. See a sample policy in Appendix D.

## Chapter 6 Personnel

### The Library Board's Obligations

Under Wisconsin law, library boards at all levels are given the authority to hire the library, or library system, director. That individual, referred to as "the director" or "the administrator" throughout this chapter, has responsibility for the hiring of all other library staff members and supervising their work.

The effective library board and director will develop and adopt personnel policies that clearly define the rights and responsibilities of all employees and that can be applied with consistency. The policies should include employment practices (affirmative action, equal opportunity, recruitment, selection, hiring); personnel actions (probation, performance evaluations, tenure, promotion, reassignment, demotion, suspension or other disciplinary action, reinstatement, records, inservice training, lay-off, dismissal, resignation); salary administration (salary schedules, pay-day dates, deductions); employee benefits (health, life, and income continuation insurance; pension, vacation, and education benefits and the extent to which part-time employees may be eligible for any of these); work conditions (hours, scheduling, flexible time, job sharing, overtime, compensatory time); holidays (list of legal holidays observed); and grievance procedure. The policies need to reflect all civil service, union, and standard municipal employee policies that apply to library staff.

With policies as the foundation, job descriptions become the framework in which the library carries out its functions. The director, with board review and approval, delineates all positions within the library's staff together with a salary schedule for each. Clearly written job descriptions are a tool in recruitment and selection of new employees as well as a tool in the supervision and evaluation of existing staff. The descriptions should explain the nature of work (duties and objectives, amount and level of public contact, relationship and accountability to other staff positions) and employment standards (required education, experience, knowledge, and skills).

Salaries should be on a par with comparable professional and nonprofessional positions in the community. The Wisconsin Library Association (see Appendix H) annually prepares a useful study of salary and fringe benefit information from libraries statewide; it must be used in conjunction with *Position Classifications for Wisconsin Public Libraries*, which also is available from the association. *Wisconsin Public Library Standards* should be used in determining desirable staff size and qualifications for quality service to the community.

### Personnel Files

A personnel file is maintained for documentation of an employee's past and present employment position; it should contain all relevant information concerning the person's library work. State law spells out employees' rights to examine their own files (with the exception of letters of reference, which are held in absolute confidence) as part of employment rights. Employees, under law, may also designate a representative to examine their personnel files in certain instances.

The broad thrust of Wisconsin law in supporting open access to public records must be balanced against commonly accepted guidelines of discretion in releasing personnel information to anyone beyond those whose immediate professional concern it is. (Salaries are a matter of public record, but performance evaluations are not.) Library personnel records are exempt from the state's Open Records Law; only appropriate

library personnel who have an immediate professional concern may examine the files. Under certain circumstances, trustees have access to the personnel files of the library director.

## The Hiring of a New Director

Not all library boards or public library system boards will face the necessity of selecting a new administrator. However, trustees who must undertake this process soon understand it is singularly important and will have far-reaching effects. The process begins with a review of the library's long-range plan, analysis of progress in reaching goals to date, and review of the roles that have been identified for the library. Knowing what and where the library is and where it should go will help trustees define the kind of person they need to hire as the next director.

The board must put together a position description that reflects the necessary qualifications and defines the duties to be carried out and the goals to be met; a salary range and fringe benefit package also must be established. If all the efforts described in the section above have been carried out conscientiously, the board's work at this point is much simpler, but an existing job description for director should be reviewed and revised with care when the search for a replacement begins. The description must accurately describe qualities needed and responsibilities of the job as the board envisions a change in administration.

The public library system and/or Division for Libraries and Community Learning may be able to offer assistance in preparing the job description, providing relevant competitive salary figures, recommending methods of advertising the position, and assuring that certification requirements and legal hiring regulations are met. Trustees should familiarize themselves with these regulations, with particular emphasis on the legality of questions that can be asked of an applicant. Only questions of direct relevance to the job are permissible. It is illegal, for example, to ask whether an applicant is married or has children.

*Securing a New Library Director*, a 1985 pamphlet of the American Library Trustee Association, may also be useful.

The board or a board committee checks references of applicants, evaluates qualifications, and arranges interviews with promising candidates (paying necessary travel expenses). In reading resumé's, checking references, and interviewing trustees weigh the applicants'

- experience working with library boards and governing bodies;
- knowledge of budget preparation, policy development, administration, and employee supervision;
- public service, technical services, public relations, and automation experience; and
- demonstrated leadership ability and dependability.

Trustees make clear to applicants

- any probationary status;
- evaluation procedures that will be followed; and
- all other conditions of employment.

Once the board has made a hiring decision it contacts the chosen applicant and confirms a starting date in writing. It promptly notifies applicants not selected.

A thorough orientation program for the new director, similar to that described for trustees in Chapter 1 of this handbook, should then begin. This need not wait for the individual to physically move into the job. A six-month or one-year probationary period is a standard personnel practice. The board and director should mutually determine short- and long-term goals for this period. The board evaluates performance regularly throughout the period.

Assuming successful completion of probation, the board's evaluation responsibilities continue. Annual reviews of the administrator's performance and attainment of goals should be carried out in a format clearly set forth and mutually agreed upon. Among the points to be considered are the individual's

- effectiveness in organizing own work and that of staff;
- initiative and follow-through;
- ability to meet deadlines; and
- relationships with board, staff, local government, patrons, and the general public.

*Evaluating the Library Director*, American Library Trustee Association, 1983, gives a comprehensive description of the evaluation process.

The director serves under the appointing authority of the library board. Should probation or subsequent performance prove unsatisfactory, the board must have in place a clear and legally sound dismissal procedure. Municipal or county personnel regulations should be used in preparing this policy. Library system and Division for Libraries and Community Learning consultation also can be useful.

## Certification

Public librarian certification is administered by DPI's Division for Libraries and Community Learning. Wisconsin's public librarian certification law was revised in 1995. The grades of certification required of all public library directors and the certification process are detailed in the *Certification Manual for Wisconsin Public Librarians*, Department of Public Instruction, 1994.

Certification levels and minimum education requirements are related to the size of the municipality(ies) supporting the library. They can be summarized as follows:

**Grade 1** certification—required of library directors of municipal, joint and county public libraries with a population of 6,000 or more and administrators of public library systems. The educational requirements for grade 1 certification are a bachelor's degree and a fifth-year degree from a library school program accredited by the American Library Association.

**Grade 2** certification—required of library directors of municipal, joint, and county public libraries with a population between 3,000 and 5,999. The educational requirements for grade 2 certification are a bachelor's degree, including or supplemented by receiving three semester credits of coursework, or the equivalent, approved by the division, in each of the following areas: public library administration, the selection of all types of library materials, the organization of library materials, and the provision of reference and information services.

**Grade 3** certification—required of library directors of municipal, joint and county libraries with a population less than 3,000. The educational requirements for grade 3 are the successful completion of 54 semester hours, half of which must be in the liberal arts and sciences, at a college or university approved by an accrediting association of more than statewide standing, including or supplemented by the successful completion of a basic library management course for public librarians approved by the division. Prior to initial recertification (five years), individuals certified at grade 3, must have completed three semester credits of coursework or the equivalent, approved by the division, in each of the following areas: the selection of all types of library materials, the organization of library materials, and reference and information services.



## **Continuing Education for Other Staff**

The effective library board recognizes that a variety of continuing education opportunities for other library staff members as well as for the administrator readily pay back the investments of time and money. Inservice training workshops provided by the public library system, Educational Telephone Network classes given by the University of Wisconsin-Madison School for Library and Information Services, professional conferences, and meetings of various kinds sponsored by the Division for Libraries and Community Learning are all activities that can benefit staff and lead to improved library service to the community. Policies and budget should support this awareness.

## **Volunteers**

Volunteers are an enormous asset in many Wisconsin libraries. Depending on the community's needs and circumstances, volunteers can play a multitude of roles. For example, they often free busy staff from time-consuming and repetitious tasks such as reading shelves. They may help out with one-time major projects such as redecorating and rearranging meeting room space. They may assist with children's programs and meetings for adults, create displays and prepare mailings, and deliver books to the homebound. Frequently it is the Friends of the Library organization that recruits and supplies volunteer workers.

To ensure the highest standards of service, the volunteers must be well trained in their tasks. They must clearly understand to whom on the staff they are accountable. While they are of great value they should not replace paid, qualified staff. A policy on the utilization of volunteers will define the volunteer services considered appropriate for the library and how these tasks are related to staff responsibilities.

## Chapter 7

### *Policies and Services*

#### **Policy Making**

Thoughtfully developed, formally adopted, written policies that are reviewed annually and revised as necessary are the hallmark of the effective library board. They are essential guidelines as the library fulfills the roles it has been identified as playing in its community. The policies can be considered in two broad categories: library operations and direct public impact. The usefulness of several policies has been described earlier in this handbook:

- library operations—advocacy (p. 25), financial (p. 28), risk management (p. 29), personnel (p. 31), volunteers (p. 34)
- direct public impact—fines and user fees (p. 26), public relations (p. 30)

Additional important policies directly related to public service are discussed in this chapter.

Many library boards create a loose-leaf policy manual that can be easily revised and updated. Contents of the manual are categorized and numbered for easy reference. As each policy is adopted, or subsequently revised, it should be dated so that trustees can go back to the appropriate set of board meeting minutes to review the relevant discussion.

#### **Materials Selection Policy**

A sound selection policy assures the continuous growth of a collection appropriate to the library's defined roles and goals. The policy should cover the following points:

- purpose and scope of collection (adult and children's);
- types of materials to be purchased;
- staff responsibility for selection; use of professional selection tools;
- basis and method of withdrawing and disposing of materials;
- acceptance of gift materials (usually with the understanding that the same selection standards will be applied to gift materials as to those purchased and that staff will have discretion in judging what gift materials will actually be added to the collection); and
- affirmations of intellectual freedom; see Appendix E for a sample policy along with the Library Bill of Rights and Freedom to Read Statement.

In addition to the selection policy the library board should establish a procedure for handling citizen complaints about materials. The procedure can include these steps:

- citizen's meeting with library director and/or staff person responsible for selection. This person should listen objectively, provide copy of selection policy, and invite the submission of a written statement of concern; see Appendix F for sample form;
- director's review of complaint and director's written response;
- board review of written complaint with references to selection tools such as reviews and recommendations, if the citizen wishes to pursue the matter further; and
- board preparation of a written response to citizen.

The use of written communication often defuses a potentially irate exchange. However, the final step in the complaint process can be an in-person meeting between the citizen and the board in an open meeting. The *Intellectual Freedom Manual* published by the Wisconsin Library Association is a useful reference tool for this entire matter; see Appendix H for address.

Firm support by trustees of the principles of intellectual freedom is essential, as is their willingness to support staff decisions made in line with the selection policies that the board has formally adopted. It is important that the board as a whole act in these matters. Individual trustees should not try to act on their own.

## **Services to Special Populations**

In its effort to be a community resource for all people, the public library should identify groups in its service area who experience barriers to use of the library. As alert members of the community, public library trustees can be particularly helpful in identifying those who encounter obstacles to using the library.

The most obvious barriers are physical. Residents of jails and other correctional and custodial institutions are unable to go to the library. Persons who are blind or physically handicapped and persons who live in a nursing home or are homebound obviously have problems of access. (See Appendix H for information on the Wisconsin Regional Library for the Blind and Physically Handicapped.) Persons with mobility disabilities may not go to the library because the entrance is inaccessible or the interior arrangement presents obstacles.

Language and literacy are other barriers. Even if aware of the library's existence, recent immigrants and people with limited English-speaking ability are not likely to seek out this community resource. Those who are functionally illiterate also tend to see the library as having nothing to offer them.

Some people confront psychological barriers to using the library. Adults who dropped out of school because of learning difficulties may feel the public library is an educational institution they are not qualified to use. Some poor people think it costs money to join the public library or are afraid their children will run up fines that the family won't be able to pay. Members of minority groups, unemployed persons, the chronically mentally ill, and developmentally disabled persons may feel the public library is for mainstream Americans only.

In developing the library's mission statement and its service goals, trustees need to look around their communities and ask themselves who is not using the library and why. Often the people who most need to use the library, because of the information and services for survival it can provide, are the ones who stay away.

An important role for trustees is to spread the word that the library exists for everyone's use. Individuals experiencing physical, psychological, or language barriers have the same right to have their needs considered as does everyone else in the community. For the public library truly to function as a community resource, it must look beyond the current users of its services. Trustees have an obligation to develop plans and policies that effectively open the library doors to all residents. Local libraries and their public library systems often can cooperate to create the best means of serving special populations.

## **Services to Students**

Elementary and high school students frequently use public library resources to supplement those of their schools' instructional media centers; they also frequently use the public library as a studying place. In response to these facts, a policy developed in cooperation with local schools on service to students is wise. Depending on specific circumstances and the roles identified for the public library, such a policy may emphasize

- willingness to cooperate with schools in lending materials for classroom use;
- encouragement of advance notice of research assignments by teachers;
- willingness to put certain materials on reserve for limited periods of time for students' in-library use only upon request from teachers;

- provision for student access to reference materials and the general collection, but no obligation to provide textbooks or materials specifically related to school curriculums; and
- provision of quiet space for study on condition that students respect the quiet atmosphere.

## **Programming**

Patrons expect activities as well as materials at their public library. In role identification and planning, the effective board will have made decisions about the kinds of activities or programming deemed appropriate and desirable. A general policy statement in support of this function should address

- the use of meeting rooms (with priority given to library-sponsored programs);
- staff responsibility for organizing;
- age groups to be reached;
- free access; and
- cooperation with other cultural and educational groups and institutions (for example, income tax advisors, music and drama organizations, local colleges).

## **Regulations**

Following is a list of policies that can be characterized as regulations that affect the public's use of library facilities and resources:

- hours of service and provision of after-hours book depositories;
- borrower eligibility (age, residency, reciprocal borrowing privileges);
- circulation (loan periods, renewals, reserves, overdue fines, payments for loss or damage, rental collections, confidentiality of circulation records);
- interlibrary loan;
- use of equipment (photocopiers, computers, etc.);
- reference (scope of reference service, fees for database searches);
- use of meeting facilities (eligibility, determination of priority, hours, fees, reservation procedures, use of refreshments, maintenance required, use of equipment); and
- distribution of free materials and display of advertising from community cultural civic organizations.

## **Policies Are Public**

The effective library board will make every effort to see that all of its policies are readily available to the public. Public awareness of library operations, facilities, and resources can be maintained by using

- clear signs and postings in the library building itself;
- regular notices in the newspaper and invitations for media coverage; and
- mailings and handouts such as newsletters, bookmarks, and fliers, etc.

## Chapter 8 Buildings\*

### Action for the Future

A new building or an addition will have an impact on the library's service capabilities for many years to come, but planning an expanded library building is something few trustees expect to encounter when they begin service on a library board. The time spent in planning and preparation is vital to the success of the venture. It is a team effort requiring an important commitment of time and energy by the library board, library staff, and the others who will be involved such as architects, builders, and council members.

The job of the library trustee, as a member of a policy-making body, is to initiate, organize, and find ways to implement the building program. The trustee is answerable to the community for the program's legal and financial decisions and for hiring all personnel needed to accomplish the expansion or renovation. Wisconsin law confers members of library boards with the necessary authority in s. 43.58(1), Wis. Stats. Trustees should not feel overwhelmed by this responsibility even though many times the scope and complexity of a building project loom larger than the issues a board addresses on a monthly basis. The budget for a building project is certainly larger and the financing more complicated than matters encountered in the routine operation of the library. But if the board follows each step in the facilities planning process in its logical order, the project will be accomplished. Fourteen steps ordinarily encountered in a building program are discussed briefly in this chapter to show the relationships and responsibilities of the members of the planning team. It is assumed that the library has evaluated its services and developed a long-range plan in accordance with the *Wisconsin Public Library Standards and Planning and Role Setting for Public Libraries* as described in the preface to this section of the handbook. Assistance throughout can be sought from the public library system and the Division for Libraries and Community Learning.

#### *Step 1. Orientation/Literature Review*

When board members first voice the possibility that the library building itself may be limiting their ability to deliver adequate library service to the community, it is time to orient themselves to the issues that affect library space planning. The literature on library space planning is extensive. Several resources are recommended in Appendix I. It is important to read widely, attend building workshops, talk with area librarians and trustees who have recently completed building expansions, and discuss the building project with system and division staff.

#### *Step 2. Needs Assessment*

During and after the board's orientation to the issues at hand, the need for an expanded facility should be assessed. The needs assessment most often details the inadequacies of the existing building through an obsolescence report and projects the library's future facilities needs through a space needs assessment.

This report, prepared by the library director and approved by the board, offers an initial estimate of how much space the library should provide to meet the future services that will be demanded by the community. The space needs assessment must be based on a projection of the collections and services that will be needed by the community, typically 20 years hence. A methodology for helping local libraries determine their long-term

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\* This chapter was contributed by Anders Dahlgren, Division for Libraries and Community Learning consultant on library buildings and planning.

space needs, titled *Public Library Space Needs: A Planning Outline*, is available from the Division for Libraries and Community Learning. The projection of collection and service needs essential to the space needs assessment process can be guided by *Wisconsin Public Library Standards and Planning and Role Setting for Public Libraries*.

### *Step 3. Evaluating Alternatives*

Equipped with the information gathered on the condition of the existing building and the future service and space needs of the library, the board is now in a position to make a decision to improve its library facilities. A new building, however, may not be the only option or even the best one to pursue. Usually several options should be explored:

- new construction;
- an addition to the existing building;
- remodeling unused parts of the existing building for new public service or staff spaces; and
- converting another existing structure for library use.

The evaluation of alternatives is a crucial board responsibility. This decision will chart the course for the balance of the project. The trustees must be prepared to present and promote their strategy to the community. A thorough examination of needs and an evaluation of alternatives can supply the board with a strong rationale for their decision.

### *Step 4. Writing the Building Program Statement*

A building program statement is the library's response to the findings of the obsolescence report and the space needs assessment. Preparation of the building program is the responsibility of the library director, although sometimes a library building consultant may be retained to write or review the program.

In simplest terms, a building program statement represents the library's instructions to the architect. It describes in as much detail as possible what the library hopes to accomplish in an expanded facility. It provides a summary of the library's service goals, its projected space needs, and its vision of how departments and service areas within the expanded library should interrelate.

There should be at least three elements found in any building program statement:

- a summary of the library's space needs;
- a description of the individual areas or departments that will be needed in an expanded facility and the routines to be accomplished or services to be provided in those individual areas (including at least an initial list of furnishings and equipment required to do those things); and
- a description of how those individual service areas should interrelate.

The building program statement is the key planning document for the library's construction project. It presents the problems to be solved, not a specific solution to identified problems.

### *Step 5. Assembling the Project Team*

Any successful building project is the result of a team approach. So far, this description has emphasized only two representatives to a library building project team: the trustees (who embody the legal, fiscal, and policy-making authority to pursue the project and who represent the community at large) and the library director (who represents the staff and brings to the project a detailed knowledge of how the library operates day to day).

An architect will be part of the project team. According to the state building code, any project involving the construction of more than 50,000 cubic feet of space must be designed by a registered architect or engineer. The architect translates the library's

statement of need, expressed in the building program, into a plan for an expanded library. The architect develops those plans on behalf of the library and monitors the implementation of the plan through construction. Assistance with architect selection is available through systems, the Division for Libraries and Community Learning, and the Wisconsin Society of Architects.

A library building consultant is a librarian who has had substantial experience with library building projects and therefore can help local planners through this unfamiliar process. A consultant may take a major role in preparing the building program statement, taking some pressure off a busy librarian. The consultant provides a second professional view in appraising the library's needs or the architect's design.

There are other parties the library board may choose to name to aid the project team. The common council or village board should be involved because of their continuing commitment under state law to provide funding for the operations of the library. An attorney can oversee all legal decisions made, assuring that all contracts are in order and all governmental regulations are observed. Others who may become involved include building inspectors, Friends groups, and interior designers.

### *Step 6. Site Selection*

The library board is responsible for selecting and acquiring the building site. In many cases the board will recommend a site for the municipality to acquire. The conventional wisdom regarding site selection suggests that a public library site should be highly visible and highly accessible. Traditionally, this has translated into a central location in a downtown business district. *Wisconsin Public Library Standards* recommends that "the library's site is readily accessible to all residents. In metropolitan areas, travel time to the library should not exceed 15 minutes one way by car, while in all other areas, travel time should not exceed 30 minutes. Where travel times to the library's principal facility exceed these limits, branches or outlets or alternate means of providing access (bookmobiles, books by mail) should be considered."

Conditions that affect site selection are availability and costs, the size of the property needed (based on the needs assessment), the expansion strategy (determined through the evaluation of alternatives), and the possibilities for further future expansion.

### *Step 7. Financing Construction*

Cost estimates for construction can be made as early as completion of the space needs assessment. These estimates can be refined by the architect with greater and greater accuracy as the plans become more and more detailed. A budget should include allocations for general construction, plumbing, mechanical work, electrical work, special construction features (perhaps an elevator in a multi-story building), site acquisition, site preparation, architects and professional fees, furnishings and equipment, and moving expenses. A contingency fund equal to at least 5 percent of the estimated construction contract is essential.

The great majority of funding sources for public library construction are local, either through a municipal appropriation or municipal borrowing, through private fund-raising and public subscriptions, or some combination of those strategies. Chapter 67 of the Wisconsin Statutes delineates bonding authorities for local governments. A referendum is needed for most bond issues. Library trustees will play a central role in any referendum campaign, helping educate residents about the needs and costs for the project.

Capital costs must be combined with long-term operating costs for an accurate financial picture. Trustees can anticipate operating costs will increase, and securing a raise in the appropriation or the tax rate supporting these expenses should be part of the board's financing strategy.

### *Step 8. Architectural Implementation*

Given the approval to proceed, the architect can begin the development of a plan that responds to the library's service and space needs. The building program statement is the architect's guide throughout this process. A schematic design will be produced, sketching the proposed location of interior and exterior doors and walls and windows, providing sufficient information for the board and staff to evaluate whether a proposed plan will meet the broad requirements of the building program statement.

Design development is a process of filling in the details of a schematic plan. Working with structural, mechanical, and electrical engineers, the architect will identify the specific systems and materials to be used for construction. When design development is complete, the library will be presented with a complete set of working drawings and specifications to review and approve.

### *Step 9. Interior Design*

Work on the interior design should begin while the project drawings are in design development. The library interiors are often done by the architect, or by an interiors specialist on the architect's staff. The library may choose, however, to retain a separate interior designer to lay out and select the furnishings. During this phase, the interior layout should evolve hand-in-hand with the structural plans. The interior plan should be tested against the structural plan regularly to confirm that all of the required furnishings will indeed fit effectively and comfortably in the new space and that fixtures like lighting and electrical outlets are located in such a way as to support the proposed furnishings arrangement. As the design is completed, a detailed list of furniture and equipment needed in the new building is prepared to solicit bids from vendors.

### *Step 10. Plans Analysis*

At various stages during architectural implementation, the library will be presented with plans for review and approval. Formal board approval is usually sought for the schematic design and the final working drawings. Communication with the architect should be routine throughout this process.

When the latest version of a plan is offered, the board and staff should review the plan carefully, checking the plan against the stated requirements of the building program, noting those aspects of the plan that capture the intent of the program as well as those aspects of the program that have been overlooked. Review of the plans is not perfunctory. If errors in the plan are detected, the earlier they are identified the easier and less costly they are to correct.

### *Step 11. Bidding and Contract Negotiation*

After the board approves the architect's plans, the board will authorize a call for bids. Bidding procedures are regulated by state law. Section 62.15, Wis. Stats., applies to cities and towns; s. 66.28, Wis. Stats., applies to counties and villages; s. 43.17, Wis. Stats., applies to library systems. Usually the architect will assist the library with the bidding process. A legal notice in newspapers and trade papers alerts potential contractors. All bids received by the specified due date are opened in a public meeting. Following a technical and legal review of the bids, a recommendation is made, usually in favor of the lowest responsible bidder. Contracts are then approved and signed by the board and the contractor. Construction usually begins within a few weeks.

### *Step 12. Construction*

During construction, the contractor has the legal responsibility for activities at the construction site. When the contract is signed, the contractor is obligated to complete the project as shown in the plans and specifications.



The architect ordinarily acts as the library's representative during job progress meetings with the contractor. The architect serves as a technical expert making periodic visits to the site to ensure that the building is being built to specifications and reviewing and certifying the contractor's applications for payment. During construction, the architect should make regular progress reports to the library board.

The board has the final responsibility for the project during construction. As the owner, the library board approves payments to the contractor following the architect's review. The board may be responsible for managing the investment of the library's capital fund and for reviewing and approving change orders (formal agreements between the library and the contractor to deviate from the original plans and specifications).

As the construction phase concludes, the project will reach substantial completion, at which time the building is ready for occupancy. The architect and the contractor, along with library representatives, will walk through the building room by room to list all of the work still to be completed under the contract. The resulting punch list is attested to by all parties and becomes the contractor's guide to finishing the work. The library applies for an occupancy permit from the municipality.

### *Step 13. Moving In and Dedication*

Moving into the new building is a sizable chore, usually best left to professional movers (there should be a line item for this in the project budget). Planning for the move should begin well before construction nears completion. Local considerations, including the size of the collection, the amount of existing furniture to be moved into the new building, the distance to travel, and available funding may suggest that the library should effect the move itself. If a do-it-yourself move is contemplated, planning should begin even earlier.

A dedication ceremony may be held recognizing all of the people who helped with the building project. Special recognition may be made of any benefactors to the project. Dedication day and the days following provide a good opportunity to acquaint the public with the new facilities and services now available.

### *Step 14. Post-Occupancy Evaluation*

After a short period of operation, the library board shall evaluate the building. Has the building functioned as expected? How has the building improved operations and services? What adaptations have been made from the original concept? What additional changes might be anticipated as the library continues to grow into its new building?

# Appendixes

*Appendix A: Chapter 43 and Theft of Library Material Law*

*Appendix B: Open Meetings of Governmental Bodies  
and Open Records of Public Documents*

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*The legislature recognizes the  
importance of free access to  
knowledge, information, and  
diversity of ideas by all  
residents of this state.*



# Appendix A

## Theft of Library Material Law

### Chapter 43—Libraries

43.001	Legislative findings and declaration of policy.	43.24	State aid.
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43.03	General duties of department.	43.30	Public library records.
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43.13	Division review.	43.58	Powers and duties.
43.15	Standards for public library systems.	43.60	Library extension and interchange.
43.16	Resource libraries.	43.64	County tax.
43.17	Public library systems; general provisions.	43.70	Common school fund.
43.18	Withdrawal, abolition and expulsion.	43.72	Library exchanges.
43.19	Federated public library systems.		
43.21	Consolidated public library systems.		

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**43.001 Legislative findings and declaration of policy.** (1) The legislature recognizes:

(a) The importance of free access to knowledge, information and diversity of ideas by all residents of this state;

(b) The critical role played by public, school, special and academic libraries in providing that access;

(c) The major educational, cultural and economic asset that is represented in the collective knowledge and information resources of the state's libraries;

(d) The importance of public libraries to the democratic process; and

(e) That the most effective use of library resources in this state can occur only through interlibrary cooperation among all types of libraries.

(2) The legislature declares that it is the policy of this state to provide laws for the development and improvement of public libraries, school libraries and interlibrary cooperation among all types of libraries.

*History: 1985 a. 177.*

**43.01 Definitions.** In this chapter:

(1) "Department" means the department of education.

**NOTE: Sub. (1) is shown as amended eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in Thompson v. Craney, case no. 95-2168-OA. Prior to Act 27 it read:**

(1) "Department" means the department of public instruction.

(2) "Division" means the division for libraries and community learning in the department.

(3) "Municipality" means a city, village, town, tribal government or tribal association, or a school district that maintained and operated a public library facility prior to December 17, 1971.

(4) "Network" means a formal arrangement between libraries or other informational service organizations whereby materials, information and services are exchanged and made available to potential users.

(5) "Public library system" means a system established as either a federated public library system under s. 43.19 or a consolidated public library system under s. 43.21.

(6) "Secretary" means the secretary of education.

**NOTE: Sub. (6) is shown as repealed and recreated eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in Thompson v. Craney, case no. 95-2168-OA. Prior to Act 27 it read:**

(6) "State superintendent" means the state superintendent of public instruction.

*History: 1971 c. 152; 1977 c. 418; 1979 c. 347; 1983 a. 189; 1985 a. 177 ss. 4, 5; 1993 a. 335; 1995 a. 27 ss. 1967, 9145 (1).*

**43.03 General duties of department.** The department shall:

**NOTE: Section 43.03 (intro.) is shown as amended eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in Thompson v. Craney, case no. 95-2168-OA. Prior to Act 27 it read:**

**43.03 General duties of state superintendent. The state superintendent shall:**

(1) Promote, assist and plan the organization, development and improvement of school library media services to provide the resources needed for teaching and learning in the schools.

(2) Promote, assist, plan and coordinate the organization, development and improvement of public library services and public library systems to serve the needs of all citizens in the state.

(3) (a) Promote cooperation and resource sharing among public libraries, school libraries, other types of libraries and related agencies.

(b) Plan, coordinate, evaluate and set statewide priorities for the development of networks to enable library cooperation and resource sharing within this state and between this state and resource providers in other states.

(d) Submit to the council on library and network development a biennial report which describes the programs and policies carried out under pars. (a) and (b) in the preceding biennium and the programs and policies to be carried out under pars. (a) and (b) in the succeeding biennium.

(4) Plan and coordinate the provision of library services to groups with special needs, including institutional residents, the physically and mentally handicapped, the socially and economically disadvantaged and racial and ethnic minorities.

(5) Accept, on behalf of the state, grants from the federal government or any federal agency or gifts or grants from any other source to be used for the purposes designated under this chapter.

(6) Enter into an annual contract with the public library in a 1st class city for the provision of library services to physically handicapped persons, including the blind and visually handicapped, certified by competent authority as unable to read or use conventional printed materials as a result of physical limitations. For the purpose of this subsection, "competent authority" means any member of the medical or allied professions, and professional persons in the fields of public health, education, library service, rehabilitation, social work and public welfare.

(7) Contract for service with libraries and other resource providers in and outside of this state to serve as resources of specialized library materials and information not available in the reference and loan library under s. 43.05 (11).

(8) Establish procedures necessary for the internal administrative operation of the division.

(9) Develop and maintain a computer data base containing bibliographic and library holding information for all types of library materials owned by libraries throughout the state to serve as a resource sharing tool and assist libraries in developing computerized bibliographic data bases.

(10) Disseminate information regarding appropriate continuing education activities available to librarians, library board members, library support staff and other related professionals.

**History:** 1979 c. 347; 1985 a. 177; 1995 a. 27.

**43.05 General duties of the division.** The division shall:

(1) Coordinate and conduct continuing education programs for librarians of school library media programs, public libraries, public library systems and institutional library programs.

(2) As it deems appropriate, assist libraries in the identification and recruitment of qualified personnel.

(3) Provide professional and technical advisory, consulting and informational services to assist:

(a) School districts establishing, maintaining or expanding school library media programs and facilities;

(b) Public libraries, municipalities establishing, maintaining or expanding public libraries, counties establishing, maintaining or expanding public library services, public library systems and their governing bodies;

(c) State agencies and officers; and

(d) Institutional library programs.

(4) Collect library statistics and conduct studies and surveys of library needs throughout the state and report and publish the findings. The research shall be coordinated with statewide library planning.

(5) Designate a librarian to serve as a coordinator of activities for state document depository libraries under ss. 35.81 to 35.835 and to fulfill its responsibilities under ss. 35.81 to 35.835.

(6) Recommend and distribute standards for school library programs and facilities to school library media programs, standards for public libraries to public library governing bodies and standards for institutional library programs to governing bodies and administrators of institutional library programs and to heads of departments, as defined under s. 15.01 (8), which administer institutional libraries.

(7) Establish standards for public library systems under s. 43.09 (2).

(8) Establish standards for and issue certificates to public librarians under s. 43.09 (1).

(9) Approve the establishment of public library systems under s. 43.13.

(10) Administer aids to public library systems under s. 43.24.

(11) Maintain a reference and loan library to supplement the collections of all types of libraries in this state by providing specialized materials not appropriately held and information sources not provided by local libraries or readily available from other area or state-level resource providers. The library shall provide specialized information services to state agency libraries and state employes, institution libraries, public library systems, public libraries, school libraries and other types of libraries according to policies developed by the division. Library and information services may include development of collections of specialized materials, interlibrary loan services, reference services, provision of data base search services and maintenance of a statewide data base of library materials. The library may contract with state agencies and libraries to provide library material cataloging and processing services.

(12) Assist the council on library and network development in the preparation of the descriptive and statistical report to be prepared by the council under s. 43.07 (5).

(13) Carry out such other programs and policies as directed by the department.

NOTE: Sub. (13) is shown as amended eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in *Thompson v. Craney*, case no. 95-2168-OA. Prior to Act 27 it read:

(13) Carry out such other programs and policies as directed by the state superintendent.

History: 1979 c. 347; 1983 a. 189 s. 329 (27); 1985 a. 29, 177, 332; 1991 a. 285; 1995 a. 27.

**43.07 Council on library and network development.** The department and the division shall seek the advice of and consult with the council on library and network development in performing their duties in regard to library service. The secretary or the administrator of the division shall attend every meeting of the council. The council may initiate consultations with the department and the division. The council shall:

NOTE: Section 43.07 (intro.) is shown as amended eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in *Thompson v. Craney*, case no. 95-2168-OA. Prior to Act 27 it read:

**43.07 Council on library and network development.** The state superintendent and the division shall seek the advice of and consult with the council on library and network development in performing their duties in regard to library service. The state superintendent or the administrator of the division shall attend every meeting of the council. The council may initiate consultations with the department and the division. The council shall:

(1) Make recommendations to the division in regard to the development of standards for the certification of public librarians and standards for public library systems under s. 43.09.

(2) Advise the secretary in regard to the general policies and activities of the state's program for library development, interlibrary cooperation and network development.

NOTE: Sub. (2) is shown as amended eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in *Thompson v. Craney*, case no. 95-2168-OA. Prior to Act 27 it read:

(2) Advise the state superintendent in regard to the general policies and activities of the state's program for library development, interlibrary cooperation and network development.

(3) Advise the secretary in regard to the general policies and activities of the state's program for the development of school library media programs and facilities and the coordination of these programs with other library services.

NOTE: Sub. (3) is shown as amended eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in *Thompson v. Craney*, case no. 95-2168-OA. Prior to Act 27 it read:

(3) Advise the state superintendent in regard to the general policies and activities of the state's program for the development of school library media programs and facilities and the coordination of these programs with other library services.

(4) Hold a biennial meeting for the purpose of discussing the report submitted by the department under s. 43.03 (3) (d). Notice of the meeting shall be sent to public libraries, public library systems, school libraries and other types of libraries and related agencies. After the meeting, the council shall make recommendations to the department regarding the report and any other matter the council deems appropriate.

NOTE: Sub. (4) is shown as amended eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in *Thompson v. Craney*, case no. 95-2168-OA. Prior to Act 27 it read:

(4) Hold a biennial meeting for the purpose of discussing the report submitted by the state superintendent under s. 43.03 (3) (d). Notice of the meeting shall be sent to public libraries, public library systems, school libraries and other types of libraries and related agencies. After the meeting, the council shall make recommendations to the state superintendent regarding the report and any other matter the council deems appropriate.

(5) On or before July 1 of every odd-numbered year, transmit to the department a descriptive and statistical report on the condition and progress of library services in the state and recommendations on how library services in the state may be improved. The department shall include the report as an addendum to the department's biennial report under s. 15.04 (1) (d).

**NOTE: Sub. (5) is shown as amended eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in Thompson v. Craney, case no. 95-2168-OA. Prior to Act 27 it read:**

(5) On or before July 1 of every odd-numbered year, transmit to the state superintendent a descriptive and statistical report on the condition and progress of library services in the state and recommendations on how library services in the state may be improved. The state superintendent shall include the report as an addendum to the department's biennial report under s. 15.04 (1) (d)

(6) Review that portion of the budget of the department relating to library service. Recommendations of the council in regard to the budget shall accompany the department's budget request to the governor.

(7) Receive complaints, suggestions and inquiries regarding the programs and policies of the department relating to library and network development, inquire into such complaints, suggestions and inquiries, and advise the secretary and the division on any action to be taken.

**NOTE: Sub. (7) is shown as amended eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in Thompson v. Craney, case no. 95-2168-OA. Prior to Act 27 it read:**

(7) Receive complaints, suggestions and inquiries regarding the programs and policies of the department relating to library and network development, inquire into such complaints, suggestions and inquiries, and advise the state superintendent and the division on any action to be taken.

*History: 1979 c. 347; 1983 a. 524; 1985 a. 177; 1995 a. 27.*

**43.09 Certificates and standards. (1) Public librarians.** The division shall issue certificates to public librarians and promulgate, under ch. 227, necessary standards for public librarians. The qualifications for public librarians shall be based on education, professional training and experience. Certificates already granted prior to December 17, 1971, shall remain in effect.

**(2) Public library systems.** The division, by rule, shall promulgate necessary standards for public library systems. Such rules shall be consistent with s. 43.15 and shall be established in accordance with ch. 227, except that the division shall hold a public hearing prior to adoption of any proposed rule. In addition to the notice required under s. 227.17, the division shall endeavor to notify each public library of such public hearings. Standards for public library systems shall be based on the population served, adequacy of the buildings and physical facilities, the qualifications and number of personnel, book resources and other library materials, financial support and such other standards as the division finds necessary to ensure adequate library service.

*History: 1971 c. 152; 1979 c. 347; 1985 a. 177; 1985 a. 182 s. 57.*

**43.11 County library planning committees. (1) Creation.** Any county board may appoint a county library planning committee under this section. If a county board, in a county where all public library service is administered or coordinated by an existing library board, determines to appoint a committee under this section, the existing library board shall serve as the county library planning committee. The county board shall notify the division immediately upon appointment of the committee.

**(2) Organization.** (a) The county library planning committee shall be composed of not less than 7 nor more than 15 members. The residence of members shall reflect the population distribution within the county. The membership shall include representatives of existing public libraries in the county. One member only shall be a member of the county board. Appointments shall be for 3 years or until the committee's final report is accepted by the county board and the division, whichever occurs first.

(b) Annually, the committee shall select a chairperson, vice chairperson and secretary from its membership. The committee shall meet at least once every 3 months and more often on the call of the chairperson or a majority of its members.

**(3) Duties.** (a) The committee shall investigate the potential of a public library system in the county and adjacent counties, and prepare a plan for the organization of a county or multicounty system. It shall conduct public hearings to which representatives of all libraries in the county shall be invited and shall cooperate with similar committees of adjoining counties for the purpose of planning multicounty public library systems.

(b) The committee's final report, including a plan for initial and long-range services and copies of any written agreements necessary to implement the proposed system, shall be filed with the county board and submitted to the division. Plans for multicounty systems shall include a method for allocating system board membership among the member counties.

(c) The plan of library service for a county, whether for a single county or a multicounty system, shall provide for library services to residents of those municipalities in the county not maintaining a public library under this chapter. The services shall include full access to public libraries in the county participating in the public library system and may include books-by-mail service, bookmobile service, the establishment of additional libraries or other services deemed appropriate by the committee. Services may be provided by contracting with existing public libraries in the county or in adjacent counties or with the public library system or by creating a county library organization under this chapter. The plan of library service for a county may provide for improving public library service countywide and in municipalities that have libraries. The plan shall specify the method and level of funding to be provided by the county to implement the services described in the plan and shall describe the services to be provided by the public library system and the allocation of state and county aid to fund those services.

**(4) Dissolution.** The committee shall be dissolved either after 3 years or when its final report has been accepted both by the division and the county board, whichever occurs first.

*History: 1971 c. 152; 1981 c. 20; 1985 a. 29, 177; 1993 a. 184.*

**43.13 Division review. (1)** (a) No public library system may be established without the approval of the division. In reviewing final reports submitted by county library planning committees, the division shall consider, in addition to the standards set forth in s. 43.15, the proposed system territory, organization and financing, initial and long-range plans for library services, the role of existing multi-jurisdictional service programs in the territory and plans for cooperation with adjoining systems and with other kinds of libraries in the territory.

(b) If the division approves a final report, it shall report such approval to the appropriate county boards and county library planning committees. Upon acceptance by the county boards, the division shall certify to the appropriate county boards the



establishment of the public library system proposed by the report, specifying the effective date of the establishment of the system.

(2) A public library system board may submit to the division a plan for the alteration in the territory included within the system or for a change in system organization from a federated to a consolidated system or vice versa. If the change proposed by the plan is approved, the division shall certify such fact to the system board, specifying the effective date of the change.

(3) The effective date of the establishment of a system under sub. (1) or of a change under sub. (2) shall be January 1 of the year specified by the division, except that the effective date of the establishment of a system approved prior to March 1, 1972, may be either January 1 or March 1, 1972.

(4) Any decision by the division under this section may be appealed to the department.

**NOTE: Sub. (4) is shown as amended eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in Thompson v. Craney, case no. 95-2168-OA. Prior to Act 27 it read:**

**(4) Any decision by the division under this section may be appealed to the state superintendent.**

*History: 1971 c. 152; 1995 a. 27.*

**43.15 Standards for public library systems.** A public library system shall not be established unless it meets the requirements under this section.

**(1) Population.** The territory within the system shall:

(a) Contain at least one public library established under s. 43.52 in a city which, at the time of the system's establishment, has a population of more than 30,000. Any contractual arrangement existing on December 17, 1971, among a number of units of government whose territory consists of at least 3,500 square miles, and under which a multi-jurisdictional library service program is operated, which meets the requirements of this section other than the requirement for a city having a population of 30,000 or more shall be deemed to meet such requirement.

(b) Have, at the time of its establishment, a population of 85,000 or more. Temporary certification shall be given to those systems which the 1970 census shows to have a population of at least 80,000. After January 1, 1981, no new system may be established, nor may a system be continued under temporary certification, containing territory having a total population of less than 85,000.

**(2) Financial support.** (a) Each county proposed to be included within a system shall demonstrate, to the satisfaction of the division, its ability to provide adequate funding to implement the plan submitted under s. 43.11 (3) and the report submitted under s. 43.13 (1).

(b) The county shall maintain its support for library services at a level not lower than the average of the previous 3 years.

(c) If a city, village, town or school district that contributed to the county tax in the previous year is granted an exemption from the county tax under s. 43.64 (2) for the current year, the 3-year average under par. (b) shall be calculated as follows:

1. Subtract the previous year's equalized valuation of that portion of the city, village, town or school district that is located in the county from the previous year's equalized valuation of the county.
2. Divide the remainder under subd. 1. by the previous year's equalized valuation of the county.
3. Multiply the quotient under subd. 2. by the county's average support for library services for the previous 3 years.

(d) For the year following a year for which an exemption is granted under s. 43.64 (2), the product calculated under par. (c) 3. shall be the amount used as the annual

county support level for the 2 preceding years for the purpose of calculating the 3-year average under par. (b). For the 2nd year following a year for which an exemption is granted under s. 43.64 (2), the product calculated under par. (c) 3. shall be the amount used as the annual county support level for the 2nd year preceding the year for which the exception is granted for the purpose of calculating the 3-year average under par. (b).

(e) The division shall adjust the 3-year average requirement under par. (b) in any year, as necessary, to reflect the cost savings resulting from the consolidation or sharing of library services if the county does all of the following:

1. Demonstrates, to the satisfaction of the division, that the county's support for library services is or will be lower than otherwise required by par. (b) because library services supported by the county have been or will be consolidated or shared.
2. Submits a plan demonstrating, to the satisfaction of the division, that services to library patrons following the consolidation or sharing of services will be at least substantially equivalent to the services available to patrons before the consolidation or sharing.

**(3) Territory included.** (a) A consolidated system shall consist of one county only. A federated system shall consist of one or more counties.

(b) No more than one system may be established within a single county. If the territory of a municipality lies in 2 or more counties which are not in the same public library system, the municipal library board or, if no such board exists, the municipal governing body shall determine the system in which the municipality will participate.

**(4) Method of organization.** (a) A public library system may be organized as a single-county federated public library system, a multicounty federated public library system or a single-county consolidated public library system. A single-county public library system, whether federated or consolidated, may become part of a multicounty federated public library system by written agreement of the county board.

(b) A county may participate in a federated public library system if it does all of the following:

1. Adopts and maintains the plan of library service submitted and approved under ss. 43.11 (3) and 43.13 (1).
2. Provides the financial support for library services required under sub. (2).
3. Enters into a written agreement with the public library system board to participate in the system and its activities and to furnish library services to residents of those municipalities in the county not maintaining a public library.

(c) A municipal, county or joint public library may participate in a public library system if it meets all of the following requirements:

1. Is established under this chapter.
2. Is located in a county that participates in a public library system.
3. Is authorized by its municipal governing body or county board to participate in the public library system.
4. Enters into a written agreement with the public library system board to participate in the system and its activities, to participate in interlibrary loan of materials with other system libraries and to provide, to any resident of the system area, the same library services, on the same terms, that are provided to the residents of the municipality or county that established the member library. This subdivision does not prohibit a municipal, county or joint public library from giving preference to its residents in library group programs held for children or adults if the library limits the number of persons who may participate in the group program.
5. Receives funding from the municipal or county governing body at a level that is not lower than the average of such funding received for the previous 3 years.
6. Employs a head librarian holding current public library certification from the department of education.

**NOTE: Subd. 6. is shown as amended eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in Thompson v. Craney, case no. 95-2168-OA. Prior to Act 27 it read:**

**6. Employs a head librarian holding current public library certification from the department of public instruction.**

(d) A county may establish a consolidated public library system in which the included county and its underlying communities form a single system. The county may, for such purposes, take over and acquire any library property by consent of the authority controlling that property.

(e) The division shall adjust the 3-year average requirement under par. (c) 5. in any year, as necessary, to reflect the cost savings resulting from the consolidation or sharing of library services if the municipal governing body or county board does all of the following:

1. Demonstrates, to the satisfaction of the division, that the funding provided by the municipality or county for library services is or will be lower than otherwise required by par. (c) 5. because library services for which the funding is appropriated have been or will be consolidated or shared.
2. Submits a plan demonstrating, to the satisfaction of the division, that services to library patrons following the consolidation or sharing of services will be at least substantially equivalent to the services available to patrons before the consolidation or sharing.

**History:** 1971 c. 152; 1981 c. 197; 1985 a. 29, 177; 1987 a. 399; 1989 a. 286; 1991 a. 269; 1995 a. 27 s. 9145 (1); 1995 a. 270.

A county having a population in excess of 85,000 and which does not presently operate and maintain a library but which contains a city of over 30,000 operating a library, can establish a single-county federated library system. Secs. 43.15 (4) (a) and 43.19. 63 Atty. Gen. 142.

**43.16 Resource libraries.** (1) (a) Each public library system shall have at least one system resource library. Annually, prior to the expiration of its agreement with its existing system resource library, the public library system board shall negotiate with the member public library with the largest annual operating budget of all member libraries to serve as a system resource library in the following year. If the board and the proposed resource library are unable to reach an agreement for the following year before the expiration date of any existing agreements with resource libraries, the existing agreements shall be extended for one year or until an agreement is reached with that proposed resource library, whichever occurs earlier. The division shall notify the public library system board, the existing resource libraries and the proposed resource library of the extension and, during the period of extension, shall attempt to mediate an agreement between the public library system board and the proposed resource library. If the division determines that the public library system board and the proposed system resource library are unable to reach an agreement before the end of the one-year period, the division shall propose an alternative agreement, which shall be binding if it is acceptable to the proposed system resource library. If the alternative agreement is unacceptable to the proposed system resource library, the board shall negotiate with the member public library with the next largest annual operating budget of all member public libraries to serve as a system resource library in the following year.

(am) An existing contract may be extended under par. (a) only if it was entered into on or after May 8, 1990.

(b) The procedure under par. (a) shall be repeated with member public libraries in decreasing order of the size of their annual operating budgets until an agreement is reached with a member public library to serve as a system resource library. Except as provided in par. (a), no agreement may extend beyond December 31 of any year.

(2) If the member public library selected to serve as a system resource library under sub. (1) fails to meet all of the following requirements, the system board shall enter into a supplementary contract with the academic library with the largest operating budget of all academic libraries in the system area, or with a resource library in an adjacent system, that meets all of the following requirements:

(a) The library has a collection of at least 100,000 volumes.

(b) The library is open to the public at least 50 hours each week.

(c) The library employs at least one full-time, permanent reference librarian with a master's degree in library science.

*History: 1989 a. 286.*

**43.17 Public library systems; general provisions. (1) Board terms.** Every public library system shall be governed by a board appointed under s. 43.19 or 43.21. No person employed by a public library that is a member of a public library system may be appointed to the public library system board. Upon the initial establishment of a board, the members shall be divided as nearly as possible into 3 equal groups to serve for terms expiring on January 1 of the 2nd, 3rd and 4th years, respectively, following their appointment. Thereafter, regular terms shall be for 3 years and shall commence on January 1. Vacancies shall be filled for the unexpired term in the same manner as regular appointments are made.

(2) **Board organization and meetings.** As soon as practicable after the initial establishment of a system, and thereafter in January of each year, the board shall organize by the election, from among its members, of a president and such other officers as it deems necessary. The board shall meet at least once every 2 months.

(3) **Fiscal year.** The fiscal year of each federated public library system whose territory lies within 2 or more counties shall be the calendar year.

(4) **System administration.** Notwithstanding ss. 59.17 (2) (br) and 59.18 (2) (b), responsibility for administration of a public library system shall vest in a head librarian who shall be appointed by and directly responsible to the public library system board.

(5) **Annual report.** Annually, at the time required by the division, each public library system shall report to the division on its operations, expenditures and territory served during the preceding year, shall submit a plan describing the program for library service to be carried out in the subsequent year and shall furnish such other information as the division requires.

(6) **Cooperative services.** A public library system may contract with another such system, or with other libraries, library organizations or resource centers within this state or in adjacent states, to provide or receive library services.

(7) **Existing employees.** No person employed by a participating public library at the time of the establishment of a public library system shall lose, because of such establishment, any salary, fringe benefit or other employment rights in existence at that time.

(8) **Retirement.** If any employe of a participating employer under the Wisconsin retirement system becomes, by virtue of the establishment of a public library system, an employe of that library system, the library system shall become a participating employer under the Wisconsin retirement system.

(9) **Contracts, bidding and borrowing.**

(a) All contracts for public construction, the estimated cost of which exceeds \$5,000, made by a federated public library system whose territory lies within 2 or more counties or by a federated public library system whose territory lies within a single county with a population of at least 500,000 shall be let by the public library system board to the lowest responsible bidder in accordance with s. 62.15 (1) to (11) and (14). For purposes of this section, the system board possesses the powers conferred by s. 62.15 on the board of public works and the common council. All contracts made under this section shall be made in the name of the federated public library system and shall be executed

by the system board president and such other board officer as the system board designates.

(b) A public library system board of a multicounty library system may borrow money to accomplish any of its purposes, but the outstanding amount of such loans at any time may not exceed an amount equal to the system board's receipts for the prior fiscal year.

**(10) Borrowers' cards.** Except as provided in sub. (11), all public libraries in a public library system shall honor the valid borrowers' cards of a public library in an adjacent public library system, other than the Milwaukee county federated library system. The requirement under this subsection does not apply to the Milwaukee county federated library system.

**(11) Cost of lending services.** (a) In this subsection, "loan" means a unit of service that involves the checking out of a single item from a library to an individual for use outside the library for a specific period of time.

(b) A public library in a public library system may refuse to honor valid borrowers' cards of a public library in an adjacent public library system if the total amount of the reimbursement received by the public library for the preceding year from that adjacent public library system, and from counties and municipalities that are located in that adjacent public library system, is less than the adjusted cost incurred for that year by the public library in honoring these cards.

(c) For purposes of par. (b), the adjusted cost shall be calculated by determining the actual cost for each loan incurred by the public library honoring the cards for a given year in the manner provided by the rules promulgated by the department under s. 43.24 (2) (n) and multiplying that amount by the remainder calculated by subtracting 500 from the total number of loans made in that year by the public library to borrowers from the adjacent public library system. For purposes of this paragraph, a renewal of a loan constitutes a separate loan.

(d) Any reimbursement made by a county under par. (b) may not result in a reduction in the level of support for public library services provided by that county to residents of that county.

(e) If a public library in a given public library system refuses to honor the valid borrowers' cards from an adjacent public library system, annual meetings shall be held between representatives of the affected public library systems to discuss the resulting lack of services to the affected borrowers and the costs of providing such services. The affected public library systems shall provide the division with written minutes of these meetings.

*History: 1971 c. 152; 1981 c. 96; 1985 a. 29, 176, 177; 1985 a. 332 s. 253; 1989 a. 286; 1991 a. 272; 1993 a. 383; 1995 a. 201.*

**43.18 Withdrawal, abolition and expulsion. (1) Withdrawal.** Not less than 3 years after affiliating with a public library system, a participating municipality or a county may withdraw from the system by adoption of a resolution by a two-thirds vote of its governing body under pars. (a) and (b), if the resolution is adopted at least 6 months prior to the close of the system's fiscal year. The resolution shall become effective at the close of the system's fiscal year.

(a) With the approval of the governing body of each participating municipality in the county, a county may withdraw from a federated public library system whose territory lies within 2 or more counties.

(b) A participating municipality may withdraw from a federated public library system.

(c) In this subsection, "participating municipality" means a municipality that operates a public library and is a member of a public library system.

**(2) Abolition.** A county may abolish a public library system whose territory lies only within that county, except that a county containing a 1st class city may abolish

such a public library system only with the consent of the municipalities within the system.

**(2m) Expulsion.** With the approval of the division, a public library system may expel, or reduce aids or services to, a municipality or county that fails to meet the requirements under s. 43.15 (2) or (4).

**(3) Procedure.**

(a) Prior to taking any action to abolish or withdraw under this section, the county board or other municipal governing body shall hold a public hearing on the proposed action and shall publish a class 1 notice, under ch. 985, of the hearing. Notice of the hearing also shall be given by registered mail not less than 30 days prior to the hearing to the governing body of every other municipality and county participating in the public library system, to the public library system board and to the division.

(b) A municipality or county withdrawing or expelled under this section from a public library system is responsible for its allocated share of the outstanding liabilities of the system on the effective date of its withdrawal or expulsion.

(c) Upon taking final action under this section to withdraw from or abolish a public library system, the county board or other municipal governing body shall give notice, by registered mail, of the action taken to the governing body of every other municipality and county participating in the public library system, to the public library system board and to the division.

(d) Prior to expelling a municipality or county from a public library system, the system board shall notify the municipality or county and the division, by registered mail, of the reason for the action under consideration and shall hold a public hearing concerning the action. The system board shall file a plan for alteration of the system territory under s. 43.13 (2) by November 15 of the year preceding the year in which the expulsion will take effect under s. 43.13 (3) and the division shall adjust state aid under s. 43.24 accordingly.

(e) A municipality or county that has withdrawn or that has been expelled from a public library system may participate in a public library system only by fulfilling the requirements for initial participation.

*History: 1971 c. 152; 1981 c. 197; 1985 a. 29.*

**43.19 Federated public library systems.** (1) (a) In a federated public library system whose territory lies within a single county, the system board shall consist of 7 members appointed by the county board. At least 3 members of the system board, at the time of their appointment, shall be active voting members of library boards governing public libraries of participating municipalities, and at least one of these shall be a member of the library board governing the resource library. At least one but not more than 2 members of the county board shall be members of the system board at any one time.

(b) In a federated public library system whose territory lies within 2 or more counties, the system board shall consist of at least 15 and not more than 20 members appointed by the county boards, acting jointly. Appointments shall be in proportion to population as nearly as practical, but each county shall be represented by at least one member on the system board. Each county board may appoint one county board member to the system board. The public library board governing the designated resource library shall have at least one member on the system board. The remaining system board members shall include such representatives of the library boards governing public libraries of participating municipalities and counties and public members appointed from the counties at large as the county board determines.

(2) (a) Except as otherwise provided in this paragraph, a federated public library system whose territory lies within a single county shall be deemed an agency of the county and a federated public library system whose territory lies within 2 or more counties shall be deemed a joint agency of those counties. A federated public library

system whose territory lies within 2 or more counties constitutes a separate legal entity for the purposes of having the 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. A federated public library system whose territory lies within a single county with a population of 500,000 or more constitutes a separate legal entity solely for the purposes of having the exclusive custody and control of all system funds, making contracts and providing benefits to its employees under ch. 40.

(b) A federated public library system board shall have the powers of a public library board under s. 43.58 with respect to system-wide functions and services. The local library boards shall retain responsibility for their public libraries in all other areas.

**History:** 1971 c. 152; 1985 a. 177; 1993 a. 383.

*Federated library systems discussed. 73 Atty. Gen. 60.*

**43.21 Consolidated public library systems.** (1) In a consolidated public library system, the system board shall consist of 7 or 9 members appointed by the county board. In the initial appointment of a system board, at least 3 members of the system board, at the time of their appointment, shall be active voting members of library boards governing public libraries consolidated into the system. At least one but not more than 2 members of the county board shall be members of the system board at any one time.

(2) (a) A consolidated public library system shall be deemed an agency of the county by which created.

(b) A consolidated public library system board shall have the powers of a library board under ss. 43.58 and 43.60 and shall be responsible for the total program of public library service for the system territory.

(3) If it is consistent with the terms thereof, a gift, bequest or endowment to a public library becoming part of a consolidated public library system may be taken over by the system board. The system board shall maintain the gift, bequest or endowment for the benefit of the library to which it was given.

**History:** 1971 c. 152; 1985 a. 177 ss. 23, 71; 1993 a. 241.

**43.24 State aid.** (1) Each public library system shall be paid state aid for the operation and maintenance of the system. The amount paid to each system shall be determined as follows:

(a) The total of the following shall be calculated for each system:

2. For each square mile of territory within a system, \$7 in the 1993-94 fiscal year and \$8 in each fiscal year thereafter in a single-county system, and \$19 in the 1993-94 fiscal year and \$20 in each fiscal year thereafter in a system containing 2 or more counties.
  3. An amount equal to 4% of the total operating expenditures for public library services in territory within the system from local and county sources in the calendar year ending in the fiscal year immediately preceding the fiscal year for which aids are to be paid.
- (b) 1. The total amount calculated for all systems in the state, as determined under par. (a), shall be subtracted from the amount remaining for public library systems in the appropriation under s. 20.255 (3) (e) after such aids have been calculated.
2. The result obtained under subd. 1. shall be divided by the total number of persons residing in territory within all systems in the state.
  3. The quotient under subd. 2. shall be multiplied by the number of persons residing in each system.

(c) The amounts determined under pars. (a) and (b) shall be paid to each system.

(2) For a public library system to qualify for and maintain its eligibility for state aid under this section it shall ensure that all of the following are provided:

(a) Interlibrary loan of materials among all participating public libraries, as evidenced by agreements with those libraries.

(b) Backup reference and interlibrary loan services from the system resource library, including the development of and access to specialized collections, as evidenced by a written agreement with that library.

(c) The establishment of agreements to provide, to any resident of the system area, the same library services, on the same terms, that are provided to the residents of the municipality or county that established the member library, except for the group programming preference authorized under s. 43.15 (4) (c) 4.

(d) Referral or routing of reference and interlibrary loan requests from libraries within the system to libraries within and outside the system, as evidenced by a plan and service program.

(e) In-service training for participating public library personnel within the system as evidenced by a plan and a service program.

(f) Rapid and regular delivery and communication systems for participating public libraries as evidenced by a written plan and service program.

(g) Service agreements with all adjacent library systems as evidenced by the agreements.

(h) Professional consultant services to participating public libraries and counties as evidenced by a written plan and a service program.

(j) Continuous planning with the division and with participating public libraries and counties in the area in regard to developing the library materials collection to meet the service needs as evidenced by a written collection development plan.

(k) Continuous planning with the division and with participating public libraries and counties in the areas in regard to providing service to users with special needs and the coordination and implementation of a plan of service as evidenced by the written plan and documentation of its implementation.

(l) Cooperation and continuous planning with other types of libraries in the system area, which results in agreements with those libraries for the appropriate sharing of library resources to benefit the clientele of all libraries in the system area and a written plan for furthering cooperative activities among all types of libraries.

(m) Continuous planning with the division and with participating public libraries and counties in the area in regard to the library automation and technical services as evidenced by a written plan.

(n) That, if the system reimburses a participating public library for the costs of providing interlibrary borrowing services to an individual who holds a valid borrower's card of another participating public library, the reimbursement shall not exceed the actual costs incurred by the public library in providing such services. The department shall promulgate rules for determining actual costs for the purposes of this paragraph.

(3) Annually, the division shall review the reports and proposed service plans submitted by the public library systems under s. 43.17 (5) for conformity with this chapter and such rules and standards as are applicable. Upon approval, the division shall certify to the department of administration an estimated amount to which each system is entitled under this section. Annually on or before December 1 of the year immediately preceding the year for which aids are to be paid, the department of administration shall pay each system 75% of the certified estimated amount from the appropriation under s. 20.255 (3) (e). The division shall, on or before the following April 30, certify to the department of administration the actual amount to which the system is entitled under this section. On or before July 1, the department of administration shall pay each system the difference between the amount paid on December 1 of the prior year and the certified actual amount of aid to which the system is entitled from the appropriation under s. 20.255 (3) (e). The division may reduce state aid payments when any system or any participant thereof fails to meet the requirements of sub. (2). Beginning September 1, 1991, the division may reduce state aid payments to any



system if the system or any participant in the system fails to meet the requirements of s. 43.15 (4).

(3m) If the appropriation under s. 20.255 (3) (e) in any one year is insufficient to pay the full amount under sub. (1), state aid payments shall be prorated among the library systems entitled to such aid.

(4) The division shall assure through an annual audit and adjustment of aids, as necessary, that no more than 20% of the funds received by systems are used for administrative purposes.

(5) Any interest earned from the investment of state aid paid to each public library system under sub. (3) shall be allocated to the library system receiving the aid payments.

*History:* 1971 c. 152; 1971 c. 211 s. 126; 1971 c. 336; 1973 c. 243 s. 82; 1977 c. 29; 1979 c. 34, 347; 1981 c. 20; 1983 a. 27 s. 2202 (42); 1985 a. 29, 177; 1989 a. 21, 286; 1991 a. 272; 1993 a. 16, 490; 1995 a. 27, 225.

**43.27 Distribution of materials from reference and loan collection to public library systems.** The division may disperse to public library systems, without charge, materials from the collection of the reference and loan library that the division determines are not appropriately held in the collection of the reference and loan library.

*History:* 1979 c. 347; 1993 a. 335.

**43.30 Public library records.** (1) Records of any library which is in whole or in part supported by public funds, including the records of a public library system, indicating the identity of any individual who borrows or uses the library's documents or other materials, resources or services may not be disclosed except by court order or to persons acting within the scope of their duties in the administration of the library or library system, to persons authorized by the individual to inspect such records or to libraries as authorized under subs. (2) and (3).

(2) A library supported in whole or in part by public funds may disclose an individual's identity to another library for the purpose of borrowing materials for the individual only if the library to which the individual's identity is being disclosed meets at least one of the following requirements:

(a) The library is supported in whole or in part by public funds.

(b) The library has a written policy prohibiting the disclosure of the identity of the individual except as authorized under sub. (3).

(c) The library agrees not to disclose the identity of the individual except as authorized under sub. (3).

(3) A library to which an individual's identity is disclosed under sub. (2) and that is not supported in whole or in part by public funds may disclose that individual's identity to another library for the purpose of borrowing materials for that individual only if the library to which the identity is being disclosed meets at least one of the requirements specified under sub. (2) (a) to (c).

*History:* 1981 c. 335; 1991 a. 269.

**43.52 Municipal libraries.** (1) Any municipality may establish, equip and maintain a public library, and may annually levy a tax or appropriate money to provide a library fund, to be used exclusively to maintain the public library. The municipality may enact and enforce police regulations to govern the use, management and preservation of the public library. Any municipality desiring to establish a new public library shall obtain a written opinion by the division regarding the feasibility and desirability of establishing the public library before final action is taken. The division shall render its opinion within 30 days of the time the request is received.

(1m) On and after April 10, 1986, any town desiring to establish a new public library or participate in a joint library under s. 43.53 shall in addition to the requirement under sub. (1) obtain the approval of the county library board, if one exists, and the county board of supervisors before final action is taken. The county library board and the county board of supervisors shall render decisions within 90 days of the request being received.

(2) Every public library shall be free for the use of the inhabitants of the municipality by which it is established and maintained, subject to such reasonable regulations as the library board prescribes in order to render its use most beneficial to the greatest number. The library board may exclude from the use of the public library all persons who wilfully violate such regulations.

(3) Any municipality may purchase or acquire one or more sites, erect one or more buildings and equip the same for a public library or any library already established; or may adopt, take over and acquire any library already established, by consent of the authorities controlling the same.

(4) A municipal library may contract with library organizations within this state or in adjacent states to provide or receive library services.

*History: 1971 c. 152 s. 16; 1977 c. 418; 1985 a. 177 ss. 26 to 28, 47; 1989 a. 286.*

Library can charge user fees for any services that fall outside of a library's inherent information-providing functions; core "library services" must be provided free of charge to the inhabitants of the municipality. 73 Atty. Gen. 86.

Municipal libraries may not charge fee for lending video cassettes which are part of reasonable permanent collection but may charge for lending additional copies. Municipal libraries may not charge fee for online searching of bibliographic or informational databases. 78 Atty. Gen. 163.

**43.53 Joint libraries.** (1) Joint libraries may be created by any 2 or more municipalities or by a county and one or more municipalities located in whole or in part in the county, by appropriate agreement of their governing bodies. Section 43.52 applies to joint libraries.

(2) Joint library agreements under sub. (1) shall contain provisions necessary to establish a library board under s. 43.54, perform the duties under s. 43.58 and own and operate the physical facilities.

(3) A joint library may not be established unless it includes at least one municipality with a public library established before May 8, 1990.

*History: 1971 c. 152 s. 19; Stats. 1971 s. 43.56; 1985 a. 177 ss. 33, 34; Stats. 1985 s. 43.53; 1989 a. 286; 1995 a. 270.*

**43.54 Municipal library board composition.** (1) (a) Each public library established under s. 43.52 shall be administered by a library board composed in each city of the 2nd or 3rd class or school district of 9 members, in each city of the 4th class of 7 members and in each village, town, tribal government or tribal association of 5 members. Two additional members may be appointed to a library board for a village, town, tribal government or tribal association so that the board has 7 members. Members shall be residents of the municipality, except that not more than 2 members may be residents of towns adjacent to the municipality. Members shall be appointed by the mayor, village president, town chairperson, tribal chairperson or school board chairperson, respectively, with the approval of the municipal governing body. Up to 2 additional members may be appointed under s. 43.60 (3).

(am) Each public library established in a 1st class city shall be administered by a library board consisting of the president of the board of school directors or his or her designee, the superintendent of schools or his or her designee, a member of the county board of supervisors who resides in the county but outside the city, 3 alderpersons and 6 public members. The county board member shall be appointed by the county executive or county administrator and confirmed by the county board for a 4-year term commencing

on May 1. The 3 alderpersons shall be appointed by the mayor on the 3rd Tuesday in April from among those alderpersons serving 4-year terms and shall serve on the library board during their aldermanic terms. The 6 public members shall be residents of the city. Five of the public members shall be appointed by the mayor on the 3rd Tuesday in April to staggered 4-year terms. One of the public members appointed by the mayor under this paragraph shall be designated by the mayor as his or her representative on the board. One public member shall be appointed by the president of the common council on the 3rd Tuesday in April for a 4-year term. The public member appointed by the president of the common council under this paragraph shall be designated by the president of the common council as his or her representative on the board.

(b) Upon their first appointment, the members shall be divided as nearly as practicable into 3 equal groups to serve for 2-, 3- and 4-year terms, respectively. Thereafter, each regular appointment shall be for a term of 3 years. Vacancies shall be filled for unexpired terms in the same manner as regular appointments are made.

(c) The appointing authority shall appoint as one of the members a school district administrator, or the administrator's representative, to represent the public school district or districts in which the public library is located. Not more than one member of the municipal governing body shall at any one time be a member of the library board.

(d) No compensation shall be paid to the members of a library board for their services, except as follows:

1. Members may be reimbursed for their actual and necessary expenses incurred in performing duties outside the municipality if so authorized by the library board.
2. Members may receive per diem, mileage and other necessary expenses incurred in performing their duties if so authorized by the library board and the municipal governing body.

(e) A majority of the membership of a library board constitutes a quorum, but any such board may, by regulation, provide that 3 or more members thereof shall constitute a quorum. For library boards organized under par. (am), 7 members constitute a quorum.

(1m) (a) Boards appointed for joint libraries under s. 43.53 shall:

1. Consist of 7 to 11 members and be representative of the populations of the participating municipalities.
2. Be appointed by the head of the municipal governing body of each participating municipality and county board chairperson of the participating county.

(b) Subsections (1) (b) to (e) and (2) apply to joint library boards.

(2) As soon as practicable after the first appointments, at a date and place fixed by the appointing officer, and annually thereafter within 30 days after the time designated in this section for the beginning of terms, the members of the library board shall organize by the election, from among their number, of a president and such other officers as they deem necessary.

(3) In any city of the 2nd or 3rd class, the common council may, by a two-thirds vote, provide for the reduction of the number of appointive members of the library board to 7. Thereupon, whenever a term expires or a vacancy occurs, no appointment shall be made until the number of such members has been so reduced, whereupon the remaining members shall be by lot divided by the common council into 3 classes, 3 to serve for 3 years, 2 to serve for 2 years and 2 to serve for one year, respectively, from the date of such completed reduction, and thereafter each regular appointment shall be for a term of 3 years, from the succeeding July 1.

*History: 1971 c. 152 ss. 19, 20; 1977 c. 418; 1981 c. 197; 1983 a. 27, 192, 214, 538; 1985 a. 177; 1987 a. 286; 1991 a. 269, 316; 1993 a. 184.*

**43.57 Consolidated county libraries and county library services. (1) Consolidated county libraries.** (a) A county board may establish and maintain a consolidated public library for the county, and may for such purpose adopt, take over

and acquire any libraries already established, by consent of the authorities controlling those libraries.

(b) If it is consistent with the terms thereof, a gift, bequest or endowment to a public library becoming a part of a consolidated county library may be taken over by the county library board. The county library board shall maintain the gift, bequest or endowment for the benefit of the library to which it was given.

(c) A consolidated county library may become part of a federated multicounty system organized under s. 43.19.

(d) A consolidated county library may contract with library organizations within this state or in adjacent states to provide or receive library services.

(2) **Joint libraries.** A county board may authorize the formation of a joint library under s. 43.53 and may participate in a joint library board under s. 43.54.

(3) **County library services.** A county board may establish and maintain a county library service to serve the residents of the county who do not live in municipalities that have established libraries under s. 43.52 or 43.53 or to improve the library services of municipal libraries established under s. 43.52 or 43.53. The county library service may operate a library or library service program or may contract with library organizations within this state or in adjacent states for services.

(4) **Board appointment.** (a) In a county with a consolidated county library under sub. (1), the county board chairperson shall, with the approval of the county board, appoint a 7-member or 9-member county library board.

(b) In a county operating a county library service under sub. (3), the county board chairperson shall, with the approval of the county board, appoint a 7-member library board.

(c) Boards appointed under pars. (a) and (b) shall include at least one school district administrator of a school district located in whole or in part in the county, or that school district administrator's designee, and one or 2 county board supervisors. Boards appointed under par. (b) shall include, in addition, representatives of existing library boards under s. 43.54 and persons residing in municipalities not served by libraries.

(d) Boards appointed under pars. (a) and (b) have the powers and duties of a library board under s. 43.58.

(5) **Terms of office, compensation, officers, duties.** (a) Upon the initial establishment of a board under sub. (4) (a) or (b), the members shall be divided as nearly as practicable in 3 equal groups to serve for 2-, 3- and 4-year terms, respectively, following their appointment. Thereafter, terms shall be for 3 years. Vacancies shall be filled for unexpired terms in the same manner as regular appointments are made.

(b) No compensation shall be paid to the members of a board under sub. (4) (a) or (b) for their services, except as follows:

1. Members may be reimbursed for their actual and necessary expenses incurred in performing their duties if so authorized by the board.
2. Members may receive per diem, mileage and other necessary expenses incurred in performing their duties if so authorized by the board and the county board.

(c) A majority of the membership of a board under sub. (4) (a) or (b) constitutes a quorum, but any such board may, by resolution, provide that 3 or more members constitute a quorum.

(d) As soon as practicable after the first appointments, at a date and place fixed by the appointing officer, and annually thereafter within 30 days after the beginning of terms, the members of the board shall organize by the election, from among their number, of a president and such other officers as they deem necessary.

(e) Section 43.52 (2) applies to consolidated county libraries and county library services.

(f) A library organized under this section may participate in a public library system subject to s. 43.15.

**(6) Gifts and grants.** Any county may receive, by bequest or gift, property for the purpose of establishing a public library for the county and may enter into an agreement to maintain a public library in consideration thereof, and shall be bound to faithfully perform such agreement. In such case the library board appointed under s. 43.57 (4) or, in the absence of a library board, the county board may properly administer the same.

**History:** 1971 c. 152 s. 25; Stats. 1971 s. 43.57; 1981 c. 282 s. 47; 1985 a. 177 ss. 35 to 41, 51; 1989 a. 286; 1993 a. 241; 1995 a. 354.

**43.58 Powers and duties.** (1) The library board shall have exclusive control of the expenditure of all moneys collected, donated or appropriated for the library fund, and of the purchase of a site and the erection of the library building whenever authorized. The library board also shall have exclusive charge, control and custody of all lands, buildings, money or other property devised, bequeathed, given or granted to, or otherwise acquired or leased by, the municipality for library purposes.

(2) The library board shall audit and approve all vouchers for the expenditures of the public library and forward the vouchers or schedules covering the same, setting forth the names of claimants, the amounts of each claim and the purpose for which expended, to the appropriate municipal or county financial officer or, in the case of a school district, the school district clerk, with a statement thereon, signed by the library board secretary or other designee of the library board, that the expenditure has been incurred and that the library board has audited and approved the bill. The municipal, county or school district governing body shall then pay the bill as others are paid.

(3) Any person having a claim or demand against the municipality or county growing out of any act or omission of the library board shall file with the library board a written statement thereof. If the claim or demand or any part thereof is disallowed, the claimant may bring an action against the municipality or county.

(4) Notwithstanding ss. 59.17 (2) (br) and 59.18 (2) (b), the library board shall supervise the administration of the public library and shall appoint a librarian, who shall appoint such other assistants and employes as the library board deems necessary, and prescribe their duties and compensation.

(5) The library board may employ competent persons to deliver lectures upon scientific, literary, historical or educational subjects; and may cooperate with the university of Wisconsin system, technical college district boards, the historical society, the department, cooperative educational service agencies, school boards and other educational institutions to secure such lectures or to foster and encourage by other means the wider use of books and other resource, reference and educational materials upon scientific, historical, economic, literary, educational and other useful subjects.

(6) (a) Within 30 days after the conclusion of the fiscal year of the municipality or county in which the public library is located, the library board shall make a report to the division and to its governing body. The report shall state the condition of the library board's trust and the various sums of money received for the use of the public library during the year, specifying separately the amounts received from appropriations, from the income of trust funds, from rentals and other revenues of the public library and from other sources. The report shall state separately the condition of the permanent trust funds in the library board's control, shall state in detail the disbursements on account of the public library during that fiscal year and shall contain an estimate of the needs of the public library for the next succeeding fiscal year.

(b) The report to the division shall include data concerning library materials, facilities, personnel, operations and such other information as the division requests.

(7) The library board may receive, manage and dispose of gifts and donations as follows:

(a) All persons wishing to make donations of property for the benefit of a public library may vest the title thereto in the library board, to be held and controlled by the

board, when accepted, according to the terms of the deed of gift, devise or bequest. As to such property the board shall be deemed special trustees.

(b) If a gift, bequest, devise or endowment is made to any public library, the library board thereof may pay or transfer the gift, bequest, devise or endowment, or the proceeds thereof, to the treasurer of the municipality or county in which the public library is situated, may entrust any funds therefrom to a public depository under ch. 34 or may pay or transfer that gift, bequest, devise or endowment to any member of the library board to be selected by the library board and thereafter to be known as financial secretary. If the library board pays or transfers that gift, bequest, devise or endowment to the financial secretary, the financial secretary may retain, expend, invest and reinvest that gift, bequest, devise or endowment as permitted under s. 112.10. The financial secretary shall hold office only during membership on the library board and shall be elected annually at the same time and in the same manner as the other officers of the library board.

(c) If any such treasurer or financial secretary holds any property belonging to the public library, the library board shall require a bond from the treasurer or financial secretary to the library board in such sum, not less than the amount of such property so held by him or her, and with such sureties as the library board requires. The bond shall be conditioned in substantially the same form as the ordinary bond required from the treasurer of the municipality or county, with the necessary changes.

(d) The treasurer or financial secretary shall make an annual report to the library board showing in detail the amount, investment, income and disbursements from the trust funds in his or her charge. Such report shall also be appended to the annual report of the library board under s. 43.58 (6).

(e) In the case of a gift for a library building, the library board of the municipality shall have the exclusive right to select and contract for the purchase of a site.

**History:** 1971 c. 152 ss. 10, 20; 1977 c. 26, 418; 1985 a. 176; 1985 a. 177 ss. 42, 43, 48 to 50, 52; 1985 a. 225, 332; 1987 a. 252; 1993 a. 399; 1995 a. 201, 264.

City or village governing body can change composition of its municipal library board and can limit powers of board. 70 Atty. Gen. 54.

**43.60 Library extension and interchange.** (1) The library board of any municipality or county may, by contract or upon such conditions and regulations as it prescribes, extend the use of the public library to nonresidents of the municipality, or exchange books and other library materials either permanently or temporarily with any other library.

(2) (a) The library board of any municipality located in whole or in part in a county that is not a member of a public library system may, by agreement with any other municipality or county provide for the loaning of books and other library materials from its public library, singly or in traveling libraries, to the residents of the other municipality or county. The other municipality or county may levy a tax and appropriate money annually to meet its obligations under the agreement.

(b) The library board of any municipality located in whole or in part in a county that is a member of a public library system may, by agreement with the county, the county library board or the public library system board acting on behalf of the county, provide for the loaning of books and other library materials from its public library, singly or in traveling libraries, to the residents of the county. The county may levy a tax and appropriate money annually to meet its obligations under the agreement, as provided under s. 43.64.

(3) Whenever the annual sum appropriated by the other municipality or county under sub. (2) equals or exceeds one-sixth of the annual sum appropriated to the public library by any municipality in which the public library is located during the preceding fiscal year, the mayor, village president, town or county chairperson or tribal chairman of the other municipality or county, with the approval of the governing body thereof, may

appoint from among the residents of the municipality or county an additional member of the library board of the public library and, when such sum equals or exceeds one-third of the annual sum appropriated to the public library by any municipality in which the public library is located, 2 additional members, for a term of 3 years from the July 1 next succeeding such appointment, and thereafter for terms of 3 years. Whenever the appropriation made is less than the one-third specified, the office of one such additional member of the board and, if less than the one-sixth specified, the office of both shall be vacant from the July 1 next thereafter.

*History: 1971 c. 152 s. 23; Stats. 1971 s. 43.60; 1981 c. 197; 1985 a. 177; 1989 a. 56; 1991 a. 269.*

**43.64 County tax.** (1) The county board of a county expending money for public library service to its inhabitants may levy a tax to provide funds for such service and shall include any amount of tax under this subsection in the amount of taxes determined to be levied under s. 70.62 (1).

(2) Any city, town, village or school district in a county levying a tax for public library service under sub. (1) shall, upon written application to the county board of the county, be exempted from the tax levy, if the city, town, village or school district making the application appropriates and expends for a library fund during the year for which the county tax levy is made a sum at least equal to the city's, town's, village's or school district's share of the sum levied by the county board for public library service under sub. (1) in the prior year. In this subsection, "library fund" means the funds raised by the city, town, village or school district by tax levy or appropriation under s. 43.52 (1).

(3) Each city, town, village or school district participating in a joint library under s. 43.53 shall be treated individually in determining its eligibility for tax exemption under sub. (2).

*History: 1971 c. 152 s. 16; 1977 c. 418; 1981 c. 20; 1983 a. 27; 1985 a. 177.*

Facilities necessary to exempt a municipality from the county tax discussed. 60 Atty. Gen. 389.

A town, city or village which does not maintain a public library, but which makes contributions to a nearby public library, cannot be exempted from the county library tax levy under (2). 65 Atty. Gen. 182.

To qualify for exemption under (2), municipality or school district must have expended for its own "library fund" during year in which county tax levy is made sum at least equal to sum it would have to pay for county tax levy made during that year to fund county budget for ensuing year. 72 Atty. Gen. 49.

Scope of exemption under (2) discussed. 72 Atty. Gen. 190.

**43.70 Common school fund.** (1) No later than October 15 of each year, each school district administrator shall certify to the department, on forms provided by the department, a report of the total number of children between the ages of 4 and 20 years residing in the school district on the preceding June 30. The number may be estimated by using statistically significant sampling techniques that have been approved by the department.

(2) Annually, within 40 days after December 1, the department shall ascertain the aggregate amount of all moneys received as income in the common school fund prior to that December 1 and shall apportion such amount to the school districts in proportion to the number of children resident therein between the ages of 4 and 20 years, as shown by the census report certified under sub. (1).

(3) Immediately upon making such apportionment, the department shall certify to the department of administration the amount that each school district is entitled to receive under this section and shall notify each school district administrator of the amount so certified for his or her school district. Within 15 days after receiving such certification, the department of administration shall issue its warrants upon which the state treasurer shall pay the amount apportioned forthwith to the proper school district treasurer. All moneys apportioned from the common school fund shall be expended for the purchase of library books and other instructional materials for school libraries, but not for public library facilities operated by school districts under s. 43.52, in accordance

with rules promulgated by the department. Appropriate records of such purchases shall be kept and necessary reports thereon shall be made to the department.

NOTE: This section is shown as amended eff. 1-1-96 by 1995 Wis. Act 27. The treatment by Act 27 was held unconstitutional and declared void by the Supreme Court in *Thompson v. Craney*, case no. 95-2168-OA. Prior to Act 27 it read:

**43.70 Common school fund.** (1) No later than October 15 of each year, each school district administrator shall certify to the state superintendent, on forms provided by the state superintendent, a report of the total number of children between the ages of 4 and 20 years residing in the school district on the preceding June 30. The number may be estimated by using statistically significant sampling techniques that have been approved by the state superintendent.

(2) Annually, within 40 days after December 1, the state superintendent shall ascertain the aggregate amount of all moneys received as income in the common school fund prior to that December 1 and shall apportion such amount to the school districts in proportion to the number of children resident therein between the ages of 4 and 20 years, as shown by the census report certified under sub. (1)

(3) Immediately upon making such apportionment, the state superintendent shall certify to the department of administration the amount that each school district is entitled to receive under this section and shall notify each school district administrator of the amount so certified for his or her school district. Within 15 days after receiving such certification, the department of administration shall issue its warrants upon which the state treasurer shall pay the amount apportioned forthwith to the proper school district treasurer. All moneys apportioned from the common school fund shall be expended for the purchase of library books and other instructional materials for school libraries, but not for public library facilities operated by school districts under s. 43.52, in accordance with rules promulgated by the state superintendent. Appropriate records of such purchases shall be kept and necessary reports thereon shall be made to the state superintendent.

*History: 1971 c. 152 s. 12; 1977 c. 418; 1985 a. 332 s. 251 (6); 1989 a. 31, 359; 1995 a. 27.*

**43.72 Library exchanges.** (1) School library books and other instructional material belonging to one school district may be loaned to another school district for use in any school library of that school district.

(2) Any public library board and school board may make such exchanges and loans of books and other instructional material as are agreed upon for the purpose of increasing the efficiency of both libraries and ensuring the best service to the schools and all citizens.

(3) Any school district that borrows materials through a public library system shall reciprocate by sharing with other participating libraries materials that are not in immediate or constant demand by the school library's primary clientele, as determined by the school district.

*History: 1971 c. 152 s. 14; Stats. 1971 s. 43.72; 1985 a. 177.*

**943.61 Theft of library material.** Some municipalities and counties have enacted local theft of library material ordinances. A local theft ordinance, in conformity with s. 943.61, allows for civil rather than criminal action, trial on the municipal or county level, and local determination of penalties.

(1) In this section:

(a) "Archives" means a place in which public or institutional records are systematically preserved.



(b) "Library" means any public library; library of an educational, historical or eleemosynary institution, organization or society; archives; or museum.

(c) "Library material" includes any book, plate, picture, photograph, engraving, painting, drawing, map, newspaper, magazine, pamphlet, broadside, manuscript, document, letter, public record, microform, sound recording, audiovisual materials in any format, magnetic or other tapes, electronic data processing records, artifacts or other documentary, written or printed materials, regardless of physical form or characteristics, belonging to, on loan to or otherwise in the custody of a library.

(2) Whoever intentionally takes and carries away, transfers, conceals or retains possession of any library material without the consent of a library official, agent or employee and with intent to deprive the library of possession of the material may be penalized as provided in sub. (5).

(3) The concealment of library material beyond the last station for borrowing library material in a library is evidence of intent to deprive the library of possession of the material. The discovery of library material which has not been borrowed in accordance with the library's procedures or taken with consent of a library official, agent or employee and which is concealed upon the person or among the belongings of the person or concealed by a person upon the person or among the belongings of another is evidence of intentional concealment on the part of the person so concealing the material.

(4) An official or adult employee or agent of a library who has probable cause for believing that a person has violated this section in his or her presence may detain the person in a reasonable manner for a reasonable length of time to deliver the person to a peace officer, or to the person's parent or guardian in the case of a minor. The detained person shall be promptly informed of the purpose for the detention and be permitted to make phone calls, but shall not be interrogated or searched against his or her will before the arrival of a peace officer who may conduct a lawful interrogation of the accused person. Compliance with this subsection entitles the official, agent or employee effecting the detention to the same defense in any action as is available to a peace officer making an arrest in the line of duty.

(5) Whoever violates this section is guilty of:

(a) A Class A misdemeanor, if the value of the library materials does not exceed \$500.

(b) A Class E felony, if the value of the library materials exceeds \$500 but not \$2,500.

(c) A Class C felony, if the value of the library materials exceeds \$2,500.

**History:** 1979 c. 245; 1979 c. 355 s. 232.

## Appendix B

# Open Meetings of Governmental Bodies and Open Records of Public Documents

It is important for every member of a library board to be well acquainted with the Wisconsin Open Meetings and Open Records Law. The following material is based on Chapter 19, Wis. Stats., which defines terminology and requirements. As with other legal matters, library boards should consult their municipal attorneys if they have questions. Any person also may request advice from the Attorney General of Wisconsin as to the applicability of this section of the law.

The Wisconsin Legislature has declared that it is the policy of the state that the public is entitled to the fullest and most complete information regarding the affairs of government as is compatible with the conduct of governmental business. The law, therefore, requires that meetings of governmental bodies, including public library boards, be properly announced and open to the public, and that public records be maintained and made available for inspection by the public.

### Open Meetings

Definitions are important because they are the basis for the applicability of the law:

- *Governmental body* means a state or local agency, board or commission, committee, council, department or public body; a governmental or quasi-governmental corporation; or a formally constituted sub-unit of any of these.
- *Meeting* means the convening of members of a governmental body for the purpose of exercising the responsibilities of that body. If at any time one-half or more of the members are present at a gathering, it is a meeting. However, whenever a sufficient number of the members is present to determine the outcome of a proposal, it also could be considered a meeting. Social or chance gatherings, not intended to avoid the law, are not considered a meeting. If there is any doubt about whether the Open Meetings Law applies, it is wise to take the safe course and assume that it does.
- *Open session* means a meeting that is held in a place reasonably accessible to members of the public and open to all citizens at all times.

Procedure requires that every meeting of a governmental body be held in open session except for exemptions discussed below. All discussions must be in open session, and all action of any kind must be begun, debated, and acted upon in open session. No member of a governmental body can be excluded from any meeting of that body.

The use of equipment in open session is allowed, and governmental bodies meeting in open session must make a reasonable effort to accommodate any person desiring to record, film, or photograph the meeting. Filming, photographing, or recording must not, however, interfere with the conduct of the meeting or the rights of the participants.

Public notices must contain the time, date, place, and subject matter of the meeting. Subject matter must include a description of items intended for a planned closed session; see discussion below. Public notice must be given at least 24 hours before the meeting time. In rare cases, less notice may be given, but never less than two hours. A separate notice is to be given for each meeting. In general, public notice means notifying the news media as well as the general public.

### Closed Session

A governmental body must follow certain procedures to meet in closed session. There must be a motion to go into closed session; each member's vote on the motion must be

recorded in the minutes. The motion must pass by a majority vote. The presiding officer must announce the motion to those present at the meeting. The presiding officer must state the nature of the business to be considered in the closed session and the exemption that authorizes the closed session. No other business may be conducted at the closed session.

To hold an open meeting within 12 hours of the end of a closed session, public notice must have been given for it at the same time as the notice for the meeting prior to the closed session.

Any unit of government meeting to engage in collective bargaining is excluded from open meeting provisions, but final ratification or approval of collective bargaining agreements must be in open session. Closed sessions also can be held for any of the following purposes:

- deliberation after a trial or hearing
- consideration of dismissal, demotion, licensing, or discipline of, investigation of charges against, or granting or denying tenure to public employees or licensed persons. The person involved must be notified and has the right to demand an open session.
- consideration of employment, promotion, compensation, or evaluation of any public employee under the body's jurisdiction
- discussion of specific probation or parole situations or strategies for crime detection or prevention
- purchase of public properties, investment of funds, or other business where competitive or bargaining reasons require a closed session
- preliminary consideration of specific personnel problems or investigation of charges that would negatively affect the reputation of the person involved
- consultation with legal counsel about current or potential litigation
- consideration of requests for confidential written advice from an ethics board.

## **Additional Open Meeting Information**

**Voting.** A secret ballot can be used only to elect officers of the body. All other votes are public, and a member may demand that the vote of each member be recorded, preserved, and made available to the public.

**Penalties.** The penalty for a member of a governmental body who violates the open meeting law is forfeiture of \$25 to \$300 for each violation. A member violates the law by knowingly attending a meeting held in violation of the law without having attempted to prevent the violation.

**Enforcement.** Any person can complain to the district attorney of the county where the violation occurred. If the district attorney fails to take enforcement action within 20 days after receiving a verified complaint, the complaining person may begin a court action. Enforcement is through the courts. When a court issues a writ of mandamus it orders the public official or body to perform a specific duty. The attorney general, district attorney, or complaining person may seek a writ of mandamus, an injunction, or relief in addition to the fine mentioned above. A court may void any actions taken at a meeting held in violation of the law.

## **Wisconsin's Public Record Law**

The state legislature's declaration of policy regarding public records reads:  
"In recognition of the fact that a representative government is dependent upon an informed electorate, it is declared to be the public policy of this state that all persons are entitled to the greatest possible information regarding the affairs of government and the

official acts of those officers and employees who represent them. The denial of public access generally is contrary to the public interest, and only in an exceptional case may access be denied" (s. 19.31, Wis. Stats.).

Public library boards, under state law, fall within the definition of an "authority," i.e., a public or semi-public body, having custody of an official "record." A record is any material on which written, drawn, printed, spoken, visual, or electromagnetic information is recorded or preserved, regardless of physical form or characteristics, that has been created or is being kept by an authority. Every authority must designate in writing one or more positions as legal custodians of its records. Most municipalities designate their clerk as custodian of their records and most library boards designate the library administrator as custodian of the library's records.

**Notice.** Every authority must publicly post a notice showing the times, places, methods, and from whom the public may obtain information on, access to, and copies of its records.

**Access.** Except as otherwise provided by law, any requester has a right to inspect any record and to make or receive a copy of a record that appears in written form. Audio-tapes must be duplicated or a printed transcript made and a copy of videotapes must be provided. Requesters need not identify themselves, and requests may be made by mail. A fee, not to exceed the actual cost of reproduction, may be charged for a copy of the record. No record may be destroyed if it has been requested for inspection or copying until after the request has been granted or until at least 60 days after the date that the request is denied.

**Exemptions.** Any record that is specifically exempted from disclosure by state or federal law is exempted from disclosure under s. 19.35(1), Wis. Stats. Some of the records not subject to the open record law include

- ⊙ library circulation records (see s. 43.30, Wis. Stats.),
- ⊙ law enforcement records required to be withheld by federal law or as a condition for participation in a program,
- ⊙ computer programs and data (except material used as input for a program or the product of a program), and
- trade secrets.

**Enforcement.** If access to a record is denied, the requester may ask a court to order release of the record or may request in writing that the district attorney or the attorney general of Wisconsin bring action asking a court to order release of the record to the requester.

**Penalties.** If the requester prevails, the court awards reasonable attorney fees, damages of not less than \$100, and other actual costs to the requester. The costs of this action are paid by the authority or the unit of government of which it is part. If the court finds that an authority or legal custodian has arbitrarily and capriciously denied or delayed response to a request or has charged excessive fees, the court may award punitive damages to the requester. If this enforcement is brought about by action of the district attorney or the attorney general, the authority may be required to forfeit up to \$1,000.

*Appendix C*  
*Sample Bylaws*

**Article I**  
**Identification**

The name of this organization is the \_\_\_\_\_  
Library, located in \_\_\_\_\_  
Wisconsin, existing by virtue of the provisions of Chapter 43 of the Wisconsin Statutes,  
and exercising the powers and authority and assuming the responsibilities delegated to  
it under said statute.

**Article II**  
**Board of Trustees**

**Section 1. Number and qualifications.** The governing body of the library is com-  
posed of \_\_\_\_\_ members as appointed \_\_\_\_\_ and  
representing \_\_\_\_\_

**Section 2. Term of Office.** The term of office of trustees shall be three years. The  
board shall recommend to the appointing official that a trustee serve no more than two  
full consecutive terms, that a former board member may be reappointed after a lapse of  
one year, and that if a trustee is appointed to serve an unexpired term of office exceeding  
18 months it shall be considered a full term.

**Section 3. Disqualifications, Vacancies.** Any member who moves out of the political  
subdivision he/she represents shall be responsible for notifying the secretary of the board  
of trustees. Upon receipt of such notification, the position shall be declared vacant. It  
shall be the duty of the president to notify the appointing official of the vacancy, and, by  
direction of the board, suggest to the appointing official three to five names of persons  
who may qualify to fill the position. When any trustee fails to attend three consecutive  
meetings of the board the president shall notify the appointing authority, request the  
disqualification of the trustee, and suggest three to five persons qualified to fill the  
position.

**Article III**  
**Officers**

Note: Section 43.54(2), Wis. Stats. requires the board members only to elect a president  
"and such other officers as they deem necessary."

**Section 1.** The officers shall be a president, a vice-president, a secretary, and a treas-  
urer, elected from among the appointed trustees at the annual meeting of the board. An  
officer may succeed him/herself. Vacancies in office shall be filled by vote at the next  
regular meeting of the board after the vacancy occurs.

**Section 2.** A nominating committee shall be appointed by the president three months  
prior to the annual meeting and will present a slate of officers at the annual meeting.  
Additional nominations may be made from the floor at that time.

**Section 3.** Officers shall serve a term of one year from the annual meeting at which they are elected and until their successors are duly elected.

**Section 4.** The president shall preside at all meetings of the board, authorize calls for any special meetings, appoint all committees, execute all documents authorized by the board, serve as an ex-officio voting member of all committees, co-sign all checks drawn on trust or endowment funds, and generally perform all duties associated with that office.

**Section 5.** The vice president, in the event of the absence or disability of the president, or of a vacancy in that office, shall assume and perform the duties and functions of the president.

**Section 6.** The secretary shall keep a true and accurate record of all meetings of the board, shall issue notice of all regular and special meetings, and shall perform such other duties as are generally associated with that office. The library director, a member of the staff, or an outside agency may be designated to perform any or all of the above duties.

**Section 7.** The treasurer shall be the disbursing officer of the board, co-sign all checks drawn on trust or endowment funds, sign all vouchers for disbursements from the library fund, and perform such duties as generally devolve upon the office. The treasurer shall be bonded in an amount as may be required by a resolution of the board. In the absence or inability of the treasurer, the duties shall be performed by such other member of the board as the board may designate.

## **Article IV Meetings**

**Section 1.** The regular meetings shall be held each month, the date and hour to be set by the board at its annual meeting.

**Section 2.** The annual meeting, which shall be for the purpose of the election of officers and the adoption of an annual report, shall be held at the time of the regular meeting in \_\_\_\_\_ (month) of each year.

**Section 3.** The order of business for regular meetings shall include, but not be limited to, the following items:

- a) call to order
- b) roll call of members, introduction of visitors
- c) adoption/amendment of agenda
- d) disposition of minutes of previous regular meeting and any intervening special or closed meeting
- e) financial report
- f) action on bills
- g) library director's report
- h) committee reports
- I) communications
- j) unfinished business
- k) new business
- l) adjournment

**Section 4.** Special meetings may be called by the secretary at the direction of the president, or at the request of \_\_\_\_\_ members, for the transaction of business as stated in the call for the meeting.

**Section 5.** A quorum for the transaction of business at any meeting shall consist of \_\_\_\_\_ members of the board present in person. [For municipalities see s. 43.54(1)(e), Wis. Stats. For counties see s. 43.57(5)(c), Wis. Stats.]

**Section 6. Parliamentary Authority.** Robert's Rules of Order, latest revised edition, shall govern the parliamentary procedure of the meetings.

## **Article V Committees**

**Section 1. Executive Committee.** This committee shall consist of \_\_\_\_\_, have the authority to \_\_\_\_\_, meet \_\_\_\_\_, and report \_\_\_\_\_.

**Section 2. Standing Committees.** The following committees shall be appointed by the president and have responsibilities as noted: \_\_\_\_\_

(Examples of standing committees are Personnel, Budget, Building, Policy.)

**Section 3. Ad Hoc Committees.** Ad hoc committees for the study of special problems will be appointed by the president, with the approval of the board, to serve until the final report of the work for which they were appointed has been filed. Many of these committees may also include staff representatives. (Examples of ad hoc committees are Long-range Planning and Automation.)

**Section 4.** All committees shall make a progress report to the library board at each of its meetings.

**Section 5.** No committee will have other than advisory powers unless, by suitable action of the board, it is granted specific power to act.

## **Article VI Duties of the Board of Trustees**

**Section 1.** Determine the policies of the library and develop the highest possible degree of operating efficiency in the library.

**Section 2.** Select and appoint a competent library director.

**Section 3.** Advise in the preparation of the budget, approve it, and make sure that adequate funds are provided to finance the approved budget.

**Section 4.** Through the library director, supervise and maintain buildings and grounds, as well as regularly review various physical and building needs to see that they meet the requirements of the total library program.

**Section 5.** Study and support legislation that will bring about the greatest good to the greatest number of library users.

**Section 6.** Cooperate with other public officials and boards and maintain vital public relations.

## Article VII Library Director

The library director shall be considered the executive officer of the board and shall have sole charge of the administration of the library under the direction and review of the board. The director shall be held responsible for the care of the buildings and equipment, for the employment and direction of the staff, for the efficiency of the library's service to the public, and for the operation of the library under the financial conditions set forth in the annual budget. The director shall attend all board meetings but shall have no vote.

## Article VIII Mileage and Expenses

Board members will be reimbursed for actual mileage to attend library meetings at per mile.

## Article IX General

**Section 1.** An affirmative vote of the majority of all members of the board present at the time shall be necessary to approve any action before the board. The president may vote upon and may move or second a proposal before the board.

**Section 2.** Any rule or resolution of the board, whether contained in these bylaws or otherwise, may be suspended temporarily in connection with business at hand, but such suspension, to be valid, may be taken only at a meeting at which two-thirds (\_\_\_\_\_) of the members of the board shall be present and two-thirds of those present shall so approve.

**Section 3.** These bylaws may be amended at any regular meeting of the board by majority vote of all members of the board provided written notice of the proposed amendment shall have been mailed to all members at least ten days prior to the meeting at which such action is proposed to be taken.

These bylaws will be in force upon adoption by the board of trustees of the \_\_\_\_\_  
Library on the \_\_\_\_\_  
day of \_\_\_\_\_.



## Appendix D

### Sample Public Relations Policy\*

In recognition of the \_\_\_\_\_ Library's responsibility to maintain continuing communication with present and potential users of the \_\_\_\_\_ Library's services and resources, so as to assure effective and maximum usage by all citizens, the Board of Trustees of the \_\_\_\_\_ Library adopts the following resolution as a matter of policy.

The objectives of the \_\_\_\_\_ Library's public relations program are to

- promote community awareness of library service,
- stimulate public interest in and usage of the \_\_\_\_\_ Library; and
- develop public understanding and support of the Library and its role in the community.

The following means may be used to accomplish the foregoing objectives:

1. An annual plan of specific goals and activities shall be developed, sufficient funds shall be allocated to carry out the program, and the program shall be evaluated periodically.
2. Training sessions, workshops, and other aids shall be made available to library staff members to assure courteous, efficient, and friendly contact with library patrons and the general public.
3. Personal and informational group contacts shall be maintained with government officials, opinion leaders, service clubs, civic associations, and other community organizations by library staff and Board members.
4. Local media shall be utilized to keep the public aware of and informed about the \_\_\_\_\_ Library's resources and services.
5. Newsletters, brochures, and other promotional materials shall be produced and distributed through effective methods of reaching the public.
6. The \_\_\_\_\_ Library may sponsor programs, classes, exhibits, and other library-centered activities and shall cooperate with other groups in organizing these to fulfill the community's needs for educational, cultural, informational, or recreational opportunities.
7. The Library Director or a designated qualified staff member shall have the responsibility for coordinating the \_\_\_\_\_ Library's public relations and public information activities.

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\* Reprinted from *Library Promotion Handbook* by Marian Edsall, Oryx Press, c 1980. Used by permission of the Oryx Press, 2214 North Central Avenue, Phoenix, Arizona 85014-1483.

## *Appendix E*

### *Intellectual Freedom, Library Bill of Rights, and Freedom to Read Statement*

#### **Intellectual Freedom**

What follows is a sample policy statement to be included in addition to statements regarding collection scope, gift material acceptance, etc.

The board of this library, recognizing the pluralistic nature of this community and the varied backgrounds and needs of all citizens, regardless of race, creed, or political persuasion, declares as a matter of book selection policy that:

1. Books or library material selection is and shall be vested in the library director, and, under the librarian's direction, such members of the professional staff who are qualified by reason of education and training. Any book or library material so selected shall be held to be selected by the board.
2. Selection of books or other library material shall be made on the basis of their value of interest, information, and enlightenment of all people of the community. No book or library material shall be excluded because of the race, nationality, or the political social views of the author.
3. This board believes that censorship is a purely individual matter and declares that while anyone is free to reject for oneself books which do not meet with the individual's approval, one cannot exercise this right of censorship to restrict the freedom to read of others.
4. This board defends the principles of the freedom to read and declares that whenever censorship is involved no book or library material shall be removed from the library save under the orders of a court of competent jurisdiction.
5. This board adopts and declares that it will adhere to and support:
  - a. The Library Bill of Rights, and
  - b. The Freedom to Read Statement adopted by the American Library Association, both of which are made a part hereof.

Reprinted with permission of the American Library Association from *The Library Trustee: A Practical Guidebook* by Virginia G. Young, 4th edition, ALA, 1988.

#### **Library Bill of Rights**

The American Library Association affirms that all libraries are forums for information and ideas, and the following basic policies should guide their services.

1. Books and other library resources should be provided for the interest, information, and enlightenment of all people of the community the library serves. Materials should not be excluded because of the origin, background, or views of those contributing to their creation.
2. Libraries should provide materials and information presenting all points of view on current and historical issues. Materials should not be proscribed or removed because of partisan or doctrinal disapproval.
3. Libraries should challenge censorship in the fulfillment of their responsibility to provide information and enlightenment.
4. Libraries should cooperate with all persons and groups concerned with resisting abridgment of free expression and free access to ideas.
5. A person's right to use a library should not be denied or abridged because of origin, age, background, or views.

6. Libraries which make exhibit spaces and meeting rooms available to the public they serve should make such facilities available on an equitable basis, regardless of the beliefs or affiliations of individuals or groups requesting their use.

By official action of the ALA Council on February 3, 1951, the Library Bill of Rights shall be interpreted to apply to all materials and media of communication used or collected by libraries. Adopted June 18, 1948; amended February 22, 1961, and January 23, 1980, by the ALA Council.

## Freedom to Read Statement

The freedom to read is essential to our democracy. It is continuously under attack. Private groups and public authorities in various parts of the country are working to remove books from sale, to censor textbooks, to label "controversial" books, to distribute lists of "objectionable" books or authors, and to purge libraries. These actions apparently rise from a view that our national tradition of free expression is no longer valid; that censorship and suppression are needed to avoid the subversion of politics and the corruption of morals. We, as citizens devoted to the use of books and as librarians and publishers responsible for disseminating them, wish to assert the public interest in the preservation of the freedom to read.

We are deeply concerned about these attempts at suppression. Most such attempts rest on a denial of the fundamental premise of democracy; that the ordinary citizen, by exercising his critical judgment, will accept the good and reject the bad. The censors, public and private, assume that they should determine what is good and what is bad for their fellow citizens.

We trust Americans to recognize propaganda, and to reject it. We do not believe they need the help of censors to assist them in this task. We do not believe they are prepared to sacrifice their heritage of a free press in order to be "protected" against what others think may be bad for them. We believe they still favor free enterprise in ideas and expression.

We are aware, of course, that books are not alone in being subjected to efforts at suppression. We are aware that these efforts are related to a larger pattern of pressures being brought against education, the press, films, radio, and television. The problem is not only one of actual censorship. The shadow of fear cast by these pressures leads, we suspect, to an even larger voluntary curtailment of expression by those who seek to avoid controversy.

Such pressure toward conformity is perhaps natural to a time of uneasy change and pervading fear. Especially when so many of our apprehensions are directed against an ideology, the expression of a dissident idea becomes a thing feared in itself, and we tend to move against it as against a hostile deed, with suppression.

And yet suppression is never more dangerous than in such a time of social tension. Freedom has given the United States the elasticity to endure strain. Freedom keeps open the path of novel and creative solutions, and enables change to come by choice. Every silencing of a heresy, every enforcement of an orthodoxy, diminishes the toughness and resilience of our society and leaves it less able to deal with stress.

Now as always in our history, books are among our greatest instruments of freedom. They are almost the only means for making generally available ideas or manners of expression that can initially command only a small audience. They are the natural medium for the new idea and the untried voice from which come the original contributions to social growth. They are essential to the extended discussion which serious thought requires, and to the accumulation of knowledge and ideas into organized collections.

We believe that free communication is essential to the preservation of a free society and a creative culture. We believe that these pressures towards conformity present the danger of limiting the range and variety of inquiry and expression on which our democracy and our culture depend. We believe that every American community must jealously

guard the freedom to publish and to circulate, in order to preserve its own freedom to read. We believe that publishers and librarians have a profound responsibility to give validity to that freedom to read by making it possible for the readers to choose freely from a variety of offerings.

The freedom to read is guaranteed by the Constitution. Those with faith in free men will stand firm on these constitutional guarantees of essential rights and will exercise the responsibilities that accompany these rights.

We therefore affirm these propositions:

1. It is in the public interest for publishers and librarians to make available the widest diversity of views and expressions, including those which are unorthodox or unpopular with the majority.
2. Publishers, librarians, and booksellers do not need to endorse every idea or presentation contained in the books they make available. It would conflict with the public interest for them to establish their own political, moral, or aesthetic views as a standard for determining what books should be published or circulated.
3. It is contrary to the public interest for publishers or librarians to determine the acceptability of a book on the basis of the personal history or political affiliations of the author.
4. There is no place in our society for efforts to coerce the taste of others, to confine adults to the reading matter deemed suitable for adolescents, or to inhibit the efforts of writers to achieve artistic expression.
5. It is not in the public interest to force a reader to accept with any book the prejudgment of a label characterizing the book or author as subversive or dangerous.
6. It is the responsibility of publishers and librarians, as guardians of the people's freedom to read, to contest encroachments upon that freedom by individuals or groups seeking to impose their own standards or tastes upon the community at large.
7. It is the responsibility of publishers and librarians to give full meaning to the freedom to read by providing books that enrich the quality of thought and expression. By the exercise of this affirmative responsibility bookmen can demonstrate that the answer to a bad book is a good one, the answer to a bad idea is a good one.

This statement was adopted June 25, 1953, and revised January 28, 1972, by the American Library Association Council. It is also endorsed by the Association of American Publishers, American Booksellers Association, Book Manufacturers' Institute, and the National Education Association's Commission for the Defense of Democracy through Education.

Its philosophy and its propositions can be applied to the concept of "freedom to view" as well.

Each of its propositions is more fully explicated in *The Library Trustee: A Practical Guidebook* by Virginia G. Young, 4th ed., ALA, 1988.

*Appendix F*  
*Sample Citizen Statement of Concern*

**Statement of Concern About Library Resources**

(Outline here your library's actual procedure for dealing with citizen complaints and with this written form.)

Name \_\_\_\_\_  
Date \_\_\_\_\_  
Address \_\_\_\_\_  
City \_\_\_\_\_  
State \_\_\_\_\_  
Zip \_\_\_\_\_

Resource on which you are commenting:

- Book
- Magazine
- Newspaper
- Audiovisual Resource
- Content of Library Program
- Other

Title: \_\_\_\_\_

Author/publisher or producer/date: \_\_\_\_\_

1. What brought this resource to your attention?
  
  
  
  
  
  
  
  
  
  
2. To what do you object? Please be as specific as possible.
  
  
  
  
  
  
  
  
  
  
3. Have you read, listened, or viewed the entire work? If not, which parts have you not reviewed?
  
  
  
  
  
  
  
  
  
  
4. What do you feel the effect of the material might be?

5. For what age group would you recommend this material?

6. In its place, what material of equal or better quality would you recommend?

7. What do you want the library to do with this material?

8. Additional comments:

## *Appendix G*

### *The Division for Libraries and Community Learning*

The mission of Wisconsin's Division for Libraries and Community Learning is to provide leadership, consultation, and services to assure that all Wisconsin citizens have access to high quality library services either directly or through cooperative arrangements, and to promote the effective use of instructional technology in public schools.

The Division for Libraries and Community Learning is a unit within the Department of Public Instruction charged with coordinating statewide library planning and research, facilitating interlibrary cooperation, and maintaining a library to supplement the resources of other libraries in the state. It is directly responsible for promoting the development of adequate public library services and school media programs through the development of standards for services, personnel, and facilities, and through continuing education. The division also plays a major role in the development and implementation of library legislation.

The division administers the state aid program, which provides funding for the state's 17 public library systems. It also administers the federal Library Services and Technology Act (LSTA) program in Wisconsin and the public librarian certification program. It coordinates the Summer Library Program for children.

Consultants from the division's Public Library Development Team work in cooperation with public library system personnel to provide direct consultation and assistance to public libraries in the areas of

- public library administration,
- continuing education,
- construction,
- planning,
- youth services,
- services to populations with special needs,
- library technology,
- multitype library cooperation, and
- LSTA grants.

These consultants can be reached at 125 South Webster Street, P.O. Box 7841, Madison, Wisconsin 53707-7841; phone 608/267-9222.

The Interlibrary Loan and Resource Sharing Team (2109 South Stoughton Road, Madison, Wisconsin 53716; 608/224-6160) is responsible for implementing interlibrary loan and reference services, developing resource sharing tools, and managing the interlibrary loan contracts that contribute to a statewide information network. The staff is also responsible for the management of WISCAT and MITINET, playing a key role in the modernization of interlibrary loan communication systems and information exchange. The Reference and Loan Library, which is part of this unit, is a major interloan and reference agency for the entire state and provides database search services.

## *Appendix H*

### *Sources of Additional Information*

#### **Wisconsin Library Association (WLA) and Wisconsin Library Trustees Association (WLTA)**

5250 East Terrace Drive, Suite A1  
Madison, WI 53718-8345  
608/245-3640  
Fax 608/245-3646

The Wisconsin Library Association was founded in 1891 as a statewide organization to bring together librarians as well as other educational and cultural leaders of the state who were interested in promoting library development. From an initial group of 26 members, 15 of whom were librarians, the organization has grown to a membership of more than 2,000.

The goal of WLA is to promote the development and improvement of libraries, library services, and librarianship in the state of Wisconsin. Objectives are developed by a board of directors whose officers are elected by the membership. Activities are carried out by 13 standing committees, by divisions, sections and round tables, and by other interim committees and special representatives. The board employs an executive director who coordinates the work of the association.

The five divisions of WLA are organized by type of library and include academic, public, school, and special librarians and library trustees. These divisions are governed by their own executive boards with many functions being carried out by divisional committees. Sections promote and develop specific library functions and services such as reference or technical services. Round tables consist of interest groups that are not large enough for division or section status.

WLA is affiliated with the American Library Association through chapter status, is represented on the ALA Council, and is also affiliated with other professional groups such as the Wisconsin Academy of Science, Arts, and Letters.

Wisconsin library trustees have organized their own professional organization, the Wisconsin Library Trustees Association, which is a division of the Wisconsin Library Association. WLTA's stated purpose is "furthering good relationships between public library trustees and their libraries and to seek the best possible library services." WLTA has been active in providing trustee workshops and training programs, supporting library legislation, and developing this handbook and its predecessors. WLTA news and issues are reported in the bimonthly WLA Newsletter.

Each year WLTA members also participate in the Wisconsin Library Association's annual conference held in the Fall, an opportunity for discussions with librarians and trustees from all parts of the state. Here they exchange ideas and solutions to common problems; they hear library leaders discuss new developments, issues, and trends in librarianship. At each year's conference WLA recognizes the outstanding service of a library trustee through the presentation of the Library Trustee of the Year Award.



# Wisconsin Library Association Organization Chart

## *Board of Directors*

President  
Past President  
Vice President  
Secretary

Treasurer  
ALA Councilor  
Division Chairs  
Division Chairs-elect

## *Executive Director*

### **Divisions**

Association of Wisconsin Special Librarians  
Wisconsin Association of Academic Librarians  
Wisconsin Association of Public Librarians  
Wisconsin Association of School Librarians  
Wisconsin Library Trustees Association

### **Round Tables**

Administration  
Junior Members  
Library Research  
Outreach Services

### **Special Committees**

Appointments  
Conference  
Elections  
Nominations

### **Special Representatives**

ALA Federal Relations Coordinator  
Historian  
Intellectual Freedom Coalition  
Legislative Advocate  
Parliamentarian  
Resolutions  
Wisconsin Academy of Sciences, Arts,  
and Letters

### **Sections**

Audiovisual/Multi-Image  
Automation  
Children's and Young Adult Services  
Circulation  
Documents  
Education  
Multitype Cooperation  
Reference and Adult Services  
Technical Services

### **Standing Committees**

Awards and Honors  
Finance  
Foundation  
Intellectual Freedom  
Library Careers  
Library Development and Legislation  
Library Legislative Day  
Literary Awards  
Long-range Planning  
Membership  
Organization  
Public Relations  
Publications

## American Library Association (ALA) and American Library Trustee Association (ALTA)

50 East Huron Street  
Chicago, Illinois 60611  
312/944-6780 or toll-free Member Line 800/545-2433

The American Library Association, founded in 1876, is the oldest and largest national library association in the world. Its concern spans all types of libraries nationwide and U.S. libraries abroad. Its mission is to provide leadership for the development, promotion, and improvement of library and information services and the profession of librarianship. It has undertaken extensive publishing activity to support its mission.

Similar to the Wisconsin Library Association, but on a larger scale, ALA is composed of several divisions, round tables, committees, and chapters; it has an elected governing council and executive board. There is a staff of more than 200 employees under the direction of an executive director.

The American Library Trustee Association is a division within ALA dedicated to the concerns of trustees. Its specific responsibilities as a division are as follows: a continuing and comprehensive educational program to enable library trustees to discharge their grave responsibilities in a manner best fitted to benefit the public and the libraries they represent; continuous study and review of the activities of library trustees; cooperation with other units within ALA concerning the activities relating to trustees; encouraging participation of trustees in other appropriate divisions of ALA; representation and interpretation of the activities of library trustees in contacts outside the library profession, particularly with national organizations and governmental agencies; promotion of strong state and regional trustee organizations; efforts to secure and support adequate library funding.

ALTA provides bimonthly issues of the ALTA newsletter to its members. Its other publications, which members may purchase at reduced costs, and the workshops, seminars, and symposia it sponsors at conferences are also of enormous value in the education of effective trustees. Ten regional vice-presidents serve as liaisons between ALTA and state trustee groups.

## School of Library and Information Studies (SLIS) Continuing Education Services

University of Wisconsin-Madison  
4217 Helen C. White Hall  
600 North Park Street  
Madison, Wisconsin 53706  
608/263-2942

Educational Telephone Network and in-person workshops and seminars of interest and importance to public library trustees are offered several times each year by SLIS. Trustees should ask to be placed on the school's mailing list.

Library staff also can benefit from the variety of classes and seminars offered throughout the year on a wide variety of subject matter. The Continuing Education Services office at SLIS is in charge of the directed home-study course, Library Management for Public Librarians, required for some certification levels.

## **Cooperative Children's Book Center (CCBC)**

4290 Helen C. White Hall  
600 North Park Street  
Madison, Wisconsin 53706  
608/263-3720

The Cooperative Children's Book Center is jointly funded by the UW-Madison and the Department of Public Instruction, Division for Libraries and Community Learning.

It is a noncirculating collection of children's and young adult literature for examination, study, and research; current, retrospective and historical books are included. It is open to all librarians, teachers, students, and other interested adults. The CCBC provides intellectual freedom information to anyone serving minors in the state.

## **Wisconsin Regional Library for the Blind and Physically Handicapped**

813 West Wells Street  
Milwaukee, Wisconsin 53233  
414/278-3045

The regional library is affiliated with the Library of Congress nationwide service that provides books and periodicals, free of charge, in Braille and audio formats to people who are visually or physically handicapped and unable to use conventional library materials.

The regional library serves residents via mail but also has established service centers in all 17 Wisconsin public library systems in an effort to better serve its patrons and to increase public awareness of the specialized resources available.

## **Friends of Wisconsin Libraries (FOWL)**

Names of current officers can be obtained from the Division for Libraries and Community Learning.

Friends of Wisconsin Libraries was organized in 1963 as an organization to assist existing library Friends groups and to help establish new organizations of Friends. It acts as an exchange and clearing house for information about Friends activities around the state and participates in enlisting support from civic leaders and governing officials for increased understanding and support of modern library services.

## Appendix I

### Recommended Reading and Viewing

The materials listed below are suggested as useful additions to the publications mentioned in the body of this handbook.

#### Books and Pamphlets

##### ALTA Publications

- Consultants and Library Boards. A Working Partnership*, 1981.  
*Library Boards, Who They Are and How Do They Get There, a Survey*, 1988.  
*Library Service to Farmers*, 1981.  
*Library Trustees and Personnel*, 1983.  
*Library Trustees in State Organizations*, 1982.  
*Major Duties, Functions, and Responsibilities of Public Library Trustees: An Outline*, 1988.  
*A Questionnaire to Evaluate Your Library and Library Board*, 1988.  
*Selected Risks Pertaining to Library Operations: Their Control and Insurability*, 1981.  
*Speaking Up for Libraries, ABC's of Lobbying*, 1985.

##### Other Publications

- Altman, Ellen. *Local Public Library Administration*, 2nd ed. Chicago, IL: ALA, 1981.  
Bonnell, Pamela. *Fund Raising for the Small Library*. Chicago, IL: ALA, 1983.  
Boss, Richard W. *Grant Money and How to Get It: A Handbook for Librarians*. New York, NY: Bowker, 1980.  
Brand, Marvin. *Security For Libraries: People, Buildings, Collections*. Chicago, IL: ALA, 1984.  
Breivik, Patricia S. and E. Burr Gibson. *Funding Alternatives for Libraries*. Chicago, IL: ALA, 1979.  
Burgess, Dean, Patricia Groseck, and Diana Young. *Getting It Passed: Lobbying for Libraries*. Chicago, IL: ALA, 1984.  
Cohen, Aaron and Elaine. *Designing and Space Planning for Libraries: A Behavioral Guide*. New York, NY: Bowker, 1979.  
Conrad, William R. *The Effective Voluntary Board of Directors*. Athens, OH: Swallow Press, 1983.  
Dahlgren, Anders. *Planning the Small Public Library Building*. Chicago, IL: ALA, 1985.  
Geddes, Andrew. *Fiscal Responsibility and the Small Public Library*. Chicago, IL: ALA, 1978.  
Holt, Raymond M. *The Wisconsin Library Building Project Handbook*. Madison, WI: Wisconsin Department of Public Instruction, 1978.  
*Trustee Facts File*. Chicago, IL: Illinois Library Association, 1986.  
Krummel, Donald W. *Organizing the Library's Support: Donors, Volunteers, Friends*. Champaign, IL: Univ. of Illinois, Graduate School of Library Science, 1980.  
Lushington, Nolan and Willis N. Mills, Jr. *Libraries Designed for Users: A Planning Handbook*. Hamden, CT: Library Professional Publications, Inc., 1980.  
Martin, Gene. *Library Services for Adults*. Chicago, IL: ALA, 1984.

- Matthews, Joseph R. *Choosing an Automated Library System: A Planning Guide*. Chicago, IL: ALA, 1980.
- Morris, John. *The Library Disaster Preparedness Handbook*. Chicago, IL: ALA, 1986.
- Myller, Rolf. *The Design of the Small Public Library*. New York, NY: Bowker, 1966.
- Prentice, Ann E. *Financial Planning for Libraries*. Metuchen, NJ: Scarecrow Press, 1985.
- Rosenberg, Philip. *Cost Finding for Public Libraries: A Manager's Handbook*. Chicago, IL: ALA, 1985.
- Sheldon, Brooke. *Personnel Administration in the Small Public Library*. Chicago, IL: ALA, 1980.
- Weingand, Darlene. *Marketing Public Library Services: New Strategies*. Chicago, IL: ALA, 1985.
- Van House, Nancy et al. *Output Measures for Public Libraries: A Manual of Standardized Procedures*. 2nd ed. Chicago, IL: ALA, 1987.

## Periodicals

- American Libraries*. Chicago, IL: ALA.
- Channel*. Madison, WI: Wisconsin Department of Public Instruction, Division for Libraries and Community Learning.
- Library Journal*. New York, NY: Bowker.
- Public Libraries*. Chicago, IL: ALA, Public Library Association.
- Wilson Library Bulletin*. Bronx, NY: Wilson Co.

## Audiovisual Materials

- Library Trustees: Meeting the Challenge*. 20-minute VHS videocassette. ALA, 1989. Available for borrowing from Wisconsin Reference and Loan Library.
- Preserve the Past—Imagine the Future; the Role of Library Trustees*. 19-minute slide/film presentation. ALA, 1985. Available for borrowing from the ALTA office.
- Trustees: The Vital Link*. NB: 3/4 inch videocassette format. 1984 Workshop in Library Leadership filmed at Dekalb County, Georgia, Library System, 1984. Available for borrowing from the ALTA office.
- I. Planning, Policy-making and Public Awareness (52 min.)
  - II. Organizing and Maintaining Friends Groups (32 min.)
  - III. Lobbying, Advocacy and Funding (54 min.)
  - IV. Lobbying Techniques that Make a Difference (43 min.)
  - V. The National Scene and ALTA and Legal Liabilities and Responsibilities (34 min.)
  - VI. Highlights Trustees: The Vital Link (60 min.)

## Appendix J

### Glossary of Library Terms and Acronyms

**Acquisition.** The process of acquiring the library materials that make up the library's collection.

**ALA.** American Library Association, the national professional organization. (See Appendix H.)

**ALTA.** American Library Trustee Association, a division of ALA. (See Appendix H.)

**Audiovisuals.** Communication resources that rely on a device for transmission, reproduction, or enlargement to be fully utilized (e.g., films, records, cassettes, compact discs). Print and print substitutes are excluded.

**Automation.** All aspects involved in using a computer system for such tasks as circulation, cataloging, acquisitions, interlibrary loans, etc.

**A-V.** Abbreviation for audiovisual.

**Cataloging.** The process of describing an item in the collection and assigning a classification (call) number.

**CCBC.** Cooperative Children's Book Center, a review center for U.S.-published trade books for children and young adults located on the University of Wisconsin-Madison campus and jointly funded by UW-Madison and Division for Libraries and Continuing Learning. (See Appendix H.)

**CD-ROM.** Compact Disc, Read Only Memory; a medium for storing data electronically.

**CE.** Continuing Education.

**CEP.** Continuing Education Point; ten contact hours of learning or formal/informal activities for public librarians as defined in *Wisconsin Certification Manual for Public Librarians*.

**CEU.** Continuing Education Unit; DPI-approved credit from University of Wisconsin, Wisconsin Technical College System, and other continuing-education providers; translates directly into a CEP.

**Circulation.** The activity of a library in lending materials to borrowers and the recording of these transactions.

**COLAND.** Council on Library and Network Development; an advisory council on library services to DPI appointed by the governor and including library professionals and lay people.

**Collection.** The total accumulation of all library materials provided by a library for its clientele.

**COWL.** Council on Wisconsin Libraries; organization of libraries involved in facilitating interloan and referral services.

**Database.** The entire collection of information stored in the computer in machine-readable form; e.g., the patron database includes all of the information needed to identify a patron, such as name, address, and telephone number.

**DLCL.** Division for Libraries and Community Learning, part of DPI. (See Appendix G.)

**DPI.** Department of Public Instruction, State of Wisconsin.

**ETN.** Educational Telephone Network, a communications medium used to provide continuing education throughout Wisconsin. An ETN site is usually located at the county seat.

**FOWL.** Friends of Wisconsin Libraries, the state organization for library Friends groups. (See Appendix H.)

**ILL or Interlibrary loan.** A transaction in which library material is loaned by one library to another outside its branch system for the use of an individual patron.

**LSTA.** The Library Services and Technology Act (formerly the Library Services and Construction Act) was enacted in 1996. The act's primary focus is to improve library services through technology, to encourage sharing resources, and to target library and information services to underserved people.

**MARC.** Machine Readable Cataloging; bibliographic description encoded for computer processing.

**Media.** Printed and audio-video forms of communication and any necessary equipment required to render them usable.

**MITINET.** Trade name for a computer program to convert catalog card contents to a machine-readable format.

**Mill rate.** The number of mills (one mill equals one-tenth of a cent) that is multiplied by the valuation (assessed or adjusted) of property to determine the amount of tax to be paid by the property owner.

**MLS.** Master of Library Science; graduate degree from a library school or department.

**Network.** A formal arrangement among libraries or other informational service organizations whereby materials, information, and services are exchanged and made available to potential users; in a technological sense, two or more organizations engaged in information exchange through telecommunications links.

**NLW.** National Library Week; a week in April focused on libraries nationwide.

**Nonresident.** A person not residing within or paying taxes to the governmental unit that provides funding for library service.

**OCLC.** Online Computer Library Center, a national shared cataloging data service.

**Periodical.** A publication with a distinctive title intended to appear in successive numbers or parts at stated or regular intervals and, as a rule, for an indefinite time; magazines and newspapers are periodicals.

**Processing.** The carrying out of the various routines before material is ready for circulation, including cataloging and physical preparation.

**R&LL.** Reference and Loan Library.

**Reciprocal borrowing.** An arrangement making it possible for a person registered at one library to borrow materials in person from other libraries upon presentation of a library card or other identification validated by the home library.

**Selection.** The process of choosing the books and other materials to be bought by a library.

**SLIS.** School of Library and Information Studies, UW-Madison. (See Appendix H.)

**SLP.** Summer Library Program, an umbrella term for the children's activities and programs that a public library carries out during the summer.

**State aid.** An item of state expenditure for strengthening and improving public libraries.

**Telecommunications.** The exchange of information by electrical transmission over great distances (i.e., telephone lines). Telecommunications technology connects terminals to computer systems.

**Terminal.** An electronic device for communicating with a computer (i.e., sending and receiving information to and from a computer). A terminal usually has a keyboard and a display screen and/or printer.

**Union catalog.** A catalog of holdings from several libraries.

**UW.** University of Wisconsin.

**Vertical file.** Items such as pamphlets, clippings, pictures, etc., that because of their shape and often their ephemeral nature are filed vertically in drawers for ready reference.

**VTAES.** Vocational, Technical and Adult Education System; the 16 post-secondary education districts in Wisconsin and their schools.

**WAPL.** Wisconsin Association of Public Libraries; a division of WLA.

**Weeding.** The selection of library material from the collection to be discarded or transferred to storage because of its poor physical condition, outdated content, or limited popularity. It is as essential a part of collection maintenance as is the acquisition of new materials.

**WILS.** Wisconsin Interlibrary Loan Service, a subscription-based interlibrary lending and reference service.

**WISCAT.** Wisconsin Catalog, the statewide database of holdings contributed by Wisconsin libraries of all types; currently on microfiche but being changed into CD-ROM.

**Wisconsin Regional Library for the Blind and Physically Handicapped.** A federally funded library, located in Milwaukee, which provides books and periodicals on discs and cassettes and in Braille to blind and physically handicapped citizens of all ages. (See Appendix H.)

**WLA.** Wisconsin Library Association, the state professional association. (See Appendix H.)

**WLTA.** Wisconsin Library Trustees Association, a division of WLA. (See Appendix H.)



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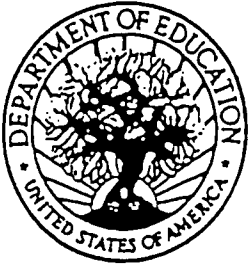
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