



State of Wisconsin

COUNCIL ON LIBRARY AND NETWORK DEVELOPMENT

To: Wisconsin Legislators, Governor Scott Walker, State Superintendent Tony Evers

From: Cara Cavin, Chair, Council on Library and Network Development

Re: Biennial Report on the condition and progress of library service in Wisconsin

Date: July 14, 2017

At the July 14, 2017 meeting, the Council on Library and Network Development (COLAND) approved the attached Biennial Report on the condition and progress of library service in Wisconsin for 2015-2017.

As Noted in the Introduction to the Report:

Wisconsin's public, school and academic libraries transform communities by providing resources for work, school and personal growth; access to broadband technology and technology training; literacy and life-long programs and classes; places to access and add to the world's knowledge.

Wisconsin residents use and value libraries as a cost-effective source for books, digital resources and technology; a place for independent learning and community gatherings; a community anchor for economic growth; a primary contributor to community quality of life.

The report documents that Wisconsin's academic, public, and school libraries have a positive impact and "transform" their communities. The report shares statistical data about services, programs, and usage of local public libraries, as well as, summarizes current challenges facing Wisconsin libraries, and makes recommendations for the future. It also includes progress through Phase 3 on the Public Library System Redesign to achieve the Vision for 21st century library systems.

Noteworthy Positive Impacts:

- The statewide sharing by all types of libraries means that everyone in Wisconsin has access to over 22.7 million titles owned by Wisconsin public libraries.
- Wisconsin's Digital Library offers a cooperative collection of nearly 150,000 copies of e-books and over 35,000 copies of downloadable audiobooks and videos available to public library.
- The Wisconsin Schools Digital Library Consortium is a partnership designed to create a strong, shared collection of ebooks and audiobooks for public schools based on the public library model, which minimizes duplication and maximizes collective purchasing power.
- Wisconsin's Technology for Educational Achievement (TEACH) program has been instrumental in making high-speed Internet connections available to Wisconsin's schools and libraries.

COLAND is a statutory organization appointed by the Governor to advise the State Superintendent on the state's programs for library development, interlibrary cooperation, and network development.

Thank you for your consideration of this report. If you have any questions or comments, please contact me by mail in care of the Department of Public Instruction, Division for Libraries and Technology, 125 South Webster Street, Madison, WI 53703.

Wisconsin Libraries, 2015-2017

Value of Library Services,
Statistical Report,
Challenges, Opportunities, and Recommendations

Biennial Report
Council on Library and Network Development
July, 2017

COLAND Biennial Report on Wisconsin Libraries, 2015-2017

Table of Contents

Introduction.....page 4

Value of Library Services.....page 5

Statistical Report.....page 7

Challenges.....page 10

Opportunities.....page 11

Recommendations.....page 11

COLAND Goals 2015-2017.....page 11

Addendum: Public Library System Redesign.....page 14

INTRODUCTION

The Council on Library and Network Development (COLAND) advises the State Superintendent of Public Instruction (DPI) to ensure that all Wisconsin residents have access to library and information services. The 19 member council, appointed by the governor, functions as a forum through which librarians and members of the public identify, study and collect public testimony on issues affecting Wisconsin libraries and other information services. Members serve three-year terms. Council findings are communicated as advisory recommendations to the State Superintendent, Governor and Legislature.

In order to ensure access to library and information services COLAND carries out the following responsibilities:

- Promote free access to knowledge, information and diversity of ideas by all Wisconsin residents
- Facilitate the most effective use of library resources through interlibrary cooperation among all types of libraries
- Promote cooperation and resource sharing among public, school, academic and other types of libraries and related agencies
- Plan, coordinate, evaluate and set statewide priorities for the development of networks to enable library cooperation and resource sharing within Wisconsin

This biennial report is mandated by Wisconsin Statutes s. 43.07 (5) “On or before July 1 of every odd-numbered year [COLAND will] 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.

COLAND members 2015-2017

Terrence Berres, Franklin	Douglas Lay, Suamico
Mary Therese Boyle, Burlington	Bryan McCormick, Janesville
Cara Cavin, Verona	Dennis Myers, Germantown
Joshua Cowles, Fond du Lac	Kathy Pletcher, Denmark
Miriam Erickson, Fish Creek	Jess Ripp, Milwaukee
Laurie Freund, Waukesha	Joan Robb, Green Bay
Becki George, Birchwood	Lisa Sterrettt, Viroqua
Thomas Kamenick, Saukville	Kristi Williams, Cottage Grove

In order to fulfill our mission of advising on library and technology issues throughout the state of Wisconsin, the Council met in these libraries during the years 2015-2017: Milwaukee Public Library East Branch, Verona Public Library, Altoona Public Library, Mercer Public Library, Gunderson Health System Library in LaCrosse, Cedarburg Public Library, DeForest Public Schools Hedberg Public Library in Janesville, Schreiber Public Library in Lancaster, and Milwaukee Central Public Library.

VALUE OF LIBRARY SERVICES TO WISCONSIN COMMUNITIES

Wisconsin's public, school and academic libraries transform communities by providing

- Resources for work, school and personal growth;
- Access to broadband technology and technology training;
- Literacy and life-long learning programs and classes;
- Places to access and add to the world's knowledge

Wisconsin residents use and value libraries as a:

- Cost-effective source for books, digital resources and technology
- Place for independent learning and community gatherings
- Community anchor for economic growth
- Primary contributor to community quality of life

Public libraries are a gateway to a better life through lifelong learning. The library is the only institution that serves residents in all stages of life. Early literacy programs help young brains develop and get kids ready for school. Public libraries are the only library for homeschool children. Summer reading programs increase literacy achievement over the summer gap. STEM programs for young adults encourage students to consider careers in science, technology, and engineering—much needed for Wisconsin's economic development. Online courses and in-house technology training assist workers with mid-career changes and are especially important to citizens who lack basic technology skills. Public library resources and programs for the elderly help preserve cognitive function and provide social networks—important in the treatment of Alzheimer's disease and dementia.

Wisconsin's public libraries have long provided valuable support to residents seeking to improve their career skills, change careers, and apply for jobs. While statewide unemployment is steadily decreasing, job seekers continue to rely on public libraries to assist them in not only the job search but also the job application process, as more employers require online forms. The job market has also led to interest in entrepreneurial business, and libraries have assisted by offering workshops, tools, and resources, often in the form of "maker spaces," to encourage development of new skills, and meeting spaces more conducive for collaboration and project development.

Besides the direct services libraries of all types provide to their constituents and customers, Wisconsin residents and businesses also benefit from cost efficiencies brought through high levels of coordinated interlibrary cooperation. Wisconsin's libraries cooperate through regional library systems and statewide services and organizations. Every year, libraries of all types throughout the state share millions of library items. This statewide sharing means that everyone in Wisconsin has access to over 22.7 million titles owned by Wisconsin public libraries.

Resource sharing goes beyond the sharing of books and physical materials. Wisconsin also benefits from electronic databases, e-books, and digital audiobooks that are available to residents and businesses through cost-effective centralized purchasing as well as statewide and regional consortia licensing. BadgerLink provides 46 information and educational databases—many full-text—to students, researchers, businesses, and other residents throughout Wisconsin, whether in libraries, at home, or on remote devices. Many regional public library systems cooperatively

purchase additional databases for the libraries throughout the counties in those systems. Wisconsin's Digital Library offers a cooperative collection of nearly 150,000 copies of e-books and over 35,000 copies of downloadable audiobooks and videos available to public library cardholders. The collection is successful because of cooperation among the public library system and its member libraries contributing to the shared collection.

Wisconsin has made great progress in providing statewide access to electronic resources through the BadgerLink program. Established by the Wisconsin Department of Public Instruction (DPI) in 1998, BadgerLink provides online access to information resources for Wisconsin residents in cooperation with the state's public, school, academic, and special libraries. Through statewide contracts, BadgerLink provides access to more than 1,500 newspapers and more than 14,000 magazines and books. Wisconsin residents value and use BadgerLink. Last year they conducted more than 143 million searches on BadgerLink.

Wisconsin libraries of all types have been leaders in the use of technology to increase the information available to library users. Wisconsin's Technology for Educational Achievement (TEACH) program has been instrumental in making high-speed Internet connections available to Wisconsin's schools and libraries. All Wisconsin academic, school, and public libraries now have Internet connections, and almost all now have high-speed Internet access. The fiber project funding came primarily from the federal E-rate program, which the TEACH program applies for to help support broadband and Internet connectivity in schools and public libraries.

The University of Wisconsin Libraries are committed to advancing teaching, learning and research through access to its world-class collections and exemplary cooperative services. The University of Wisconsin Libraries have a shared collection of more than 15 million volumes to support the research needs of faculty, staff, and students. UW Libraries make these resources available on site to the general public and will loan materials across the state through interlibrary cooperative agreements. The UW Libraries have successfully employed the concept of *One System, One Library* in order to maintain and improve a world-class collection. *One System, One Library* has allowed the UW Libraries to achieve efficiencies in collection management in an environment of flat or reduced budgets, rapidly increasing costs, and pressures for library space to support changing needs.

School districts receive an annual distribution of earnings from the Common School Fund. These funds are used to purchase library books and other instructional resources, digital and print, as well as computers for use in school libraries. The annual earnings of the Common School Fund are distributed on a per pupil basis each spring. Common School Fund aid now represents the only source of funding for the purchase of school library materials in many school districts. While Common School Fund aid has generally been stable, it has been threatened by legislative attempts to divert the funds going into the Common School Fund for other purposes.

Wisconsin libraries of all types are expanding services beyond the walls of their libraries by digitizing library materials and making them available on the Internet. With the help of DPI-awarded federal Library Services and Technology (LSTA) grants, many libraries have contributed to the over one million digital items available at Recollection Wisconsin (recollectionwisconsin.org), formerly known as Wisconsin Heritage Online.

STATISTICAL REPORT

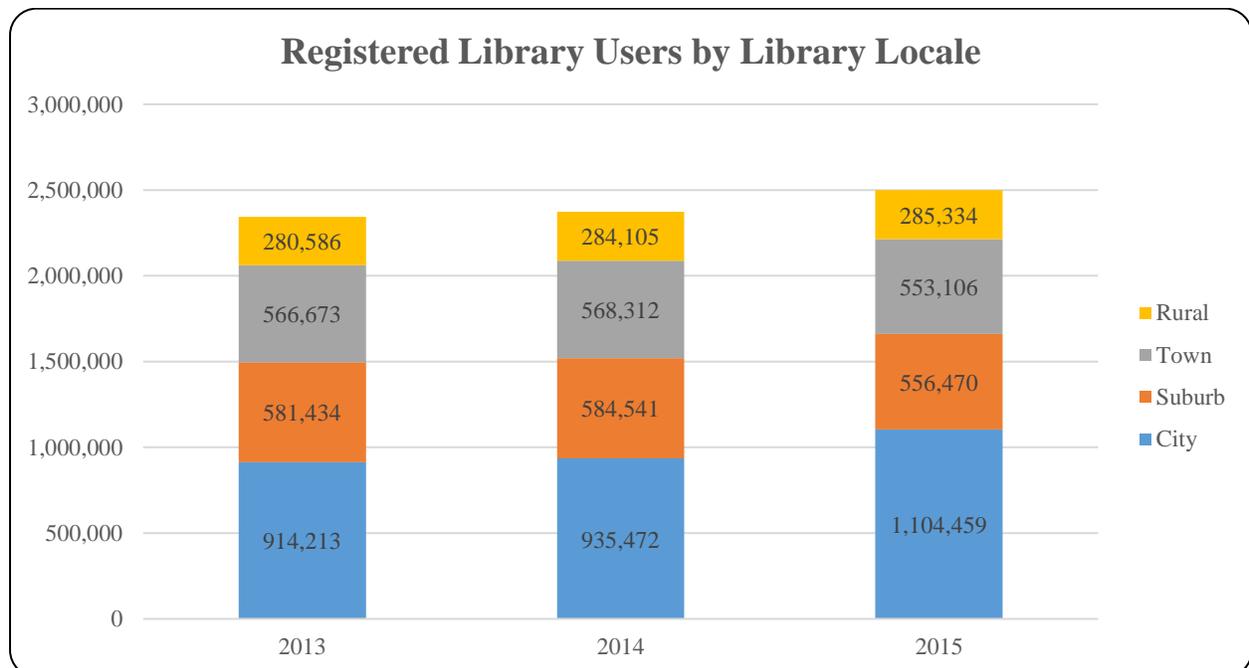
Wisconsin's libraries of all types provide a connection to the world of information, opportunities, and knowledge. Because the economy of the future is information-based, good libraries are critical to restore and maintain a healthy state economy, and to enrich the lives of Wisconsin residents.

Wisconsin has:

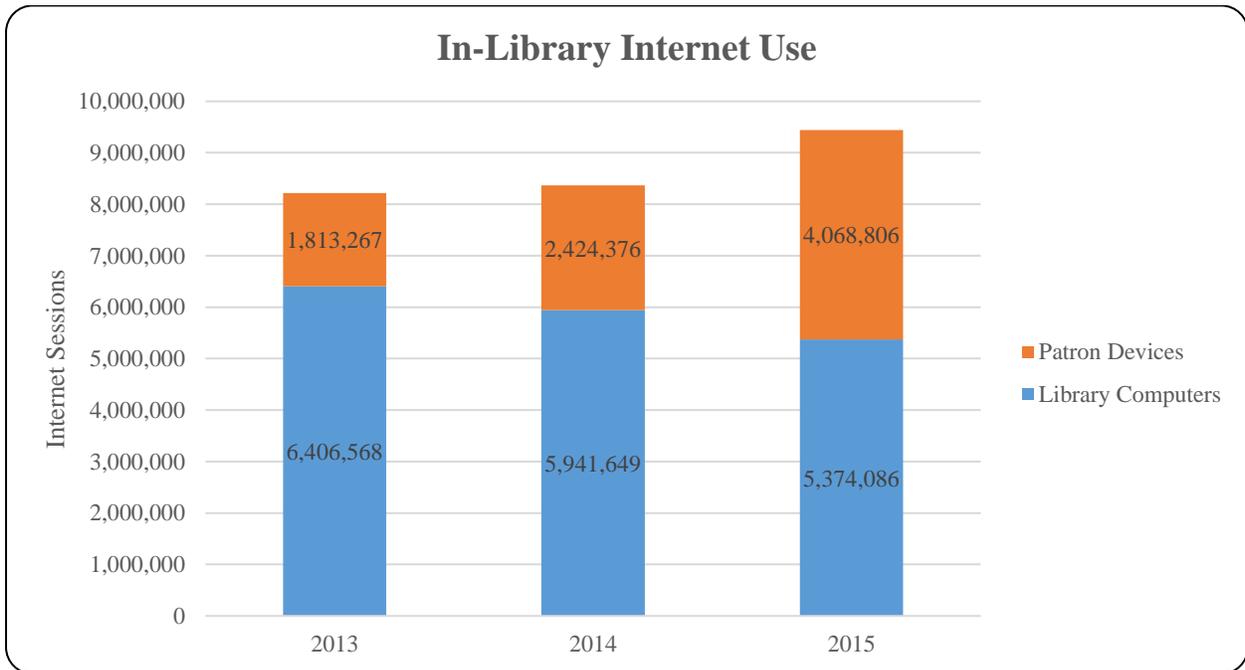
- Three hundred eighty-two (382) public libraries providing 466 facilities that serve 5.7 million state residents
- Sixteen (16) regional public library systems coordinating services among those libraries, providing leadership and training, and promoting resource sharing and technology
- Approximately 2,000 public school library media centers serving about 880,000 students
- Hundreds of academic and special libraries serving students, professionals, businesses, and others
- Library services at 19 Adult institutions (18 male, 1 female), one Juvenile facility (Lincoln Hills/Copper Lake School), 14 male Correctional Centers, two female Correctional Centers, and four Department of Mental Health (DHS) Mental Health Institutions.

Although circulation of print materials has declined steadily over the past several years, most services provided by Wisconsin's public libraries have significantly increased, validating their relevance to Wisconsin communities.

For instance, local library cardholders (registered resident users) are on the rise. The chart below indicates that, while there is a slight increase in registered users in rural areas, there has been a nearly 21 percent increase in library cardholders in cities between 2012 and 2015.

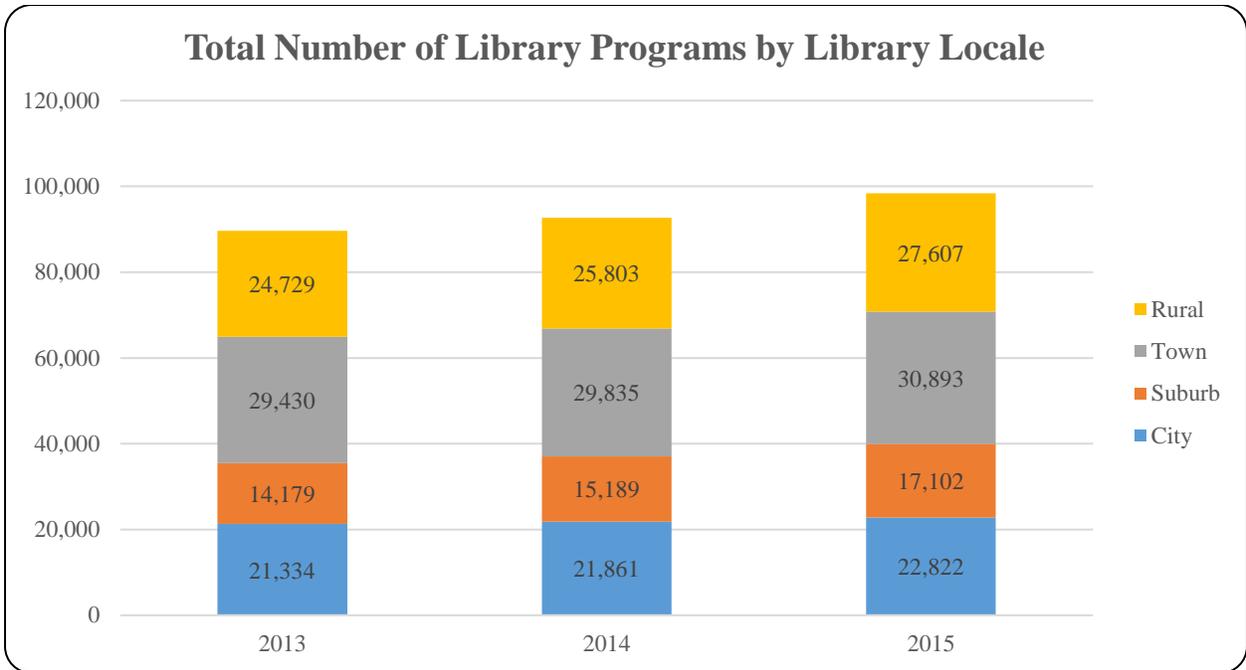


Use of internet workstations in public libraries has also been steadily increasing, but use of public library wireless services has markedly increased, yielding an overall net increase in internet use in public libraries. The chart below reflects a 14.8 percent increase in overall internet use supplied by public libraries, when considering internet access via the library’s own public computers and wireless access via the library user’s own device combined. Clearly, libraries are a valued source of internet for those who cannot access it at home.

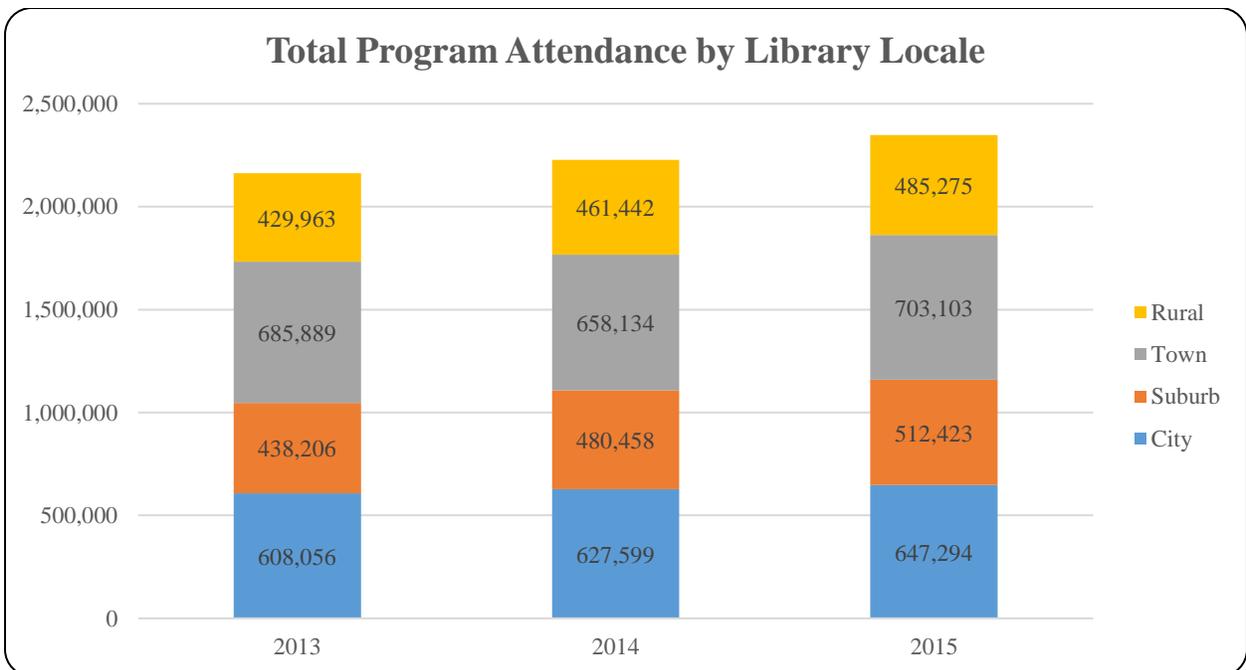


Programming is another area of strength in today’s Wisconsin libraries. Programming for children, teens, adults, and senior citizens have evolved into core library services, and have now expanded into multigenerational events, drop-in activities for those families whose schedules do not allow for attendance at traditional programs, memory cafes, wellness programs, job fairs, and much more.

The following charts demonstrate the successes of public library programs. The first chart reflects an overall 9.8 percent increase in the total number of public library programs. Note that an increase in number of programs was consistent in all types of communities, but most significantly in rural and suburban areas.



The second chart reflects an overall 8.6 percent increase in attendance at public library programs. As in the previous chart, all community types have seen an increase in library program attendance, and most significantly in rural and suburban areas. This implies that residents from all types of Wisconsin communities seek free, high quality educational and entertaining programming and value Wisconsin public libraries as providers of such events.



The data provided above reinforces public libraries as not just conduits for books and information seeking, but as community gathering spaces, where the daily needs of information exchange and internet services are provided. This is consistent with the information found in The Aspen Institute's 2014 dialogue entitled "Rising to the Challenge: Re-Envisioning Public Libraries," commonly referred to as the Aspen Report. For a free copy of the Aspen Report, see <http://csreports.aspeninstitute.org/documents/Aspen-LibrariesReport-2017-FINAL.pdf>.

CHALLENGES

- 1) Funding – The public library funding model is a combination of Federal, State, and local funding. Community libraries receive most of their funding from municipal and county budgets. Their annual budgets are supplemented through State funding distributed through public library systems, especially for technology services, broadband and digital collections. Wisconsin receives nearly \$3 million annually in federal funding through LSTA and IMLS, which is primarily used for state-wide initiatives that leverage cooperative purchasing. Many public libraries have experienced reductions in local funding due to budget pressures on local government. State funding was reduced 10% in 2010 and has not been reinstated. At the time of this report President Trump has proposed eliminating federal funding for libraries. If the Congress goes along with this proposal the loss of nearly \$3 million in annual funding would have a significant negative impact on library services across the state because it is unlikely the State budget or local budgets would fill the gap.
- 2) Increased requirements for technology skills – Businesses require job applications and benefits to be conducted online, and more government forms and processes are only available online. Librarians need to keep up with changing technology in order to teach technology skills to their community members.
- 3) Broadband – The increased demand for high speed internet for people who do not have access at home will continue to be a challenge. It is important that the State continue to invest in broadband access so that it is affordable and available to all Wisconsin residents.
- 4) Adequate staffing to support student learning – Public schools have cut back on the number of school media specialists in recent years and there is a shortage of qualified school media specialists to fill vacant positions as people retire.
- 5) University of Wisconsin Libraries - UW libraries are challenged to maintaining academic resources to support undergraduate and graduate students as well as faculty research since there has been no State increase in 17 years. The university research enterprise brings in hundreds of millions of dollars to the State through research grants and will lose its competitive edge if libraries cannot support the research needs.

- 6) Common School Fund – This is the primary source of funding for school libraries to purchase resources (print and electronic) and it must be protected.

OPPORTUNITIES

- 1) Collaboration among libraries to share resources and expertise has been a game-changer for continuing to improve services in the face of declining funding.
- 2) Redesigning public library system services (see addendum)
- 3) Increased collaboration between public libraries and Workforce Development Boards will provide better support for retraining displaced workers and for assisting with career development.
- 4) Technology applications will continue to be adopted in order to improve the quality and efficiency of library services

RECOMMENDATIONS

COLAND makes the following recommendations to Superintendent Tony Evers:

- 1) Fund the work of PLSR to achieve the Vision for 21st century library systems
- 2) Advocate for sustainable funding for libraries at the federal, state, and local level
- 3) Support increased use of technology to provide equitable access to learning resources for all Wisconsin residents
- 4) Support the value of library education and development of library staff
- 5) Support the value and continued need of the Common School Fund to fund school libraries and support increased staffing for school libraries.

COLAND GOALS 2015-2017

COLAND members develop and implement goals and objectives that are important to all Wisconsin libraries and information services. The following narrative identifies the five goal areas and the results for 2015-2017.

Goal 1. To support the work of the Public Library System Redesign Steering Committee and to assist with communication of the plan to ensure that comprehensive, accurate, and timely information about system restructuring is conveyed throughout the Wisconsin library community.

Results: In August of 2015, State Superintendent Dr. Tony Evers appointed an ad hoc 10-member Steering Committee and a DPI staff liaison to oversee a process endorsed and recommended by the Council on Libraries and Network Development (COLAND). The Steering

Committee members were recommended and selected based upon the individual's role in Wisconsin public libraries, their library or system size, as well as geographic location. Building on the previous work done by the DPI LEAN System Study Workgroup and COLAND's *Strategic Vision for Library Systems in the 21st Century* report, this process follows the common goal of those efforts:

Maximize organizational resources and state funding to deliver high-quality and equitable library services to all Wisconsin residents.

COLAND monitors the progress of the Public Library System Redesign (PLSR) project and provides feedback to the Steering Committee. An update on the project's progress from August 2015 through July 2017 is included as an addendum to this biennial report.

Goal 2. To support and encourage library professionals to form alliances with local, state, and national decision makers to demonstrate the value of libraries in education, literacy, employment, entrepreneurship, and digital access.

Results. In 2015 the U.S. Employment and Training Administration sent a memorandum to state and local workforce development boards, workforce agencies and American Job Centers asking them to collaborate with public libraries to complement and extend the career and employment services available to job seekers and unemployed workers. Wisconsin's public libraries have long provided valuable support to residents seeking to improve their career skills, change careers, apply for jobs and file for unemployment benefits.

COLAND decided to focus its efforts in regards to Goal 2 on workforce development and took the following actions:

- Learned about WIOA funding sources and how libraries can collaborate with Workforce Development Boards
- Asked the Department of Workforce Development to consider public libraries as possible providers of job services through the One-Stop network;
- Asked the 16 system library directors to encourage their member libraries to collaborate with local/regional workforce development boards to help people with employment and career resource;
- Provided feedback to DPI on the new Job Seeker portal.

Goal 3. To encourage the conversations related to ebooks, cooperative contracts, access to digital information, and other information technology development.

Results. The Wisconsin Schools Digital Library Consortium is a partnership of the CESA Network, DPI, and WiLS designed to create a strong, shared collection of ebooks and audiobooks for public schools based on the public library model, which minimizes duplication and maximizes collective purchasing power. Begun in 2014 with leadership and funding from DPI, community and vendor surveys were utilized to determine needs and interests of districts and vendor capabilities. A think tank of school media specialists and others with knowledge of K12 finances and technology was convened to further develop the proposed structure for the collection and consortium. An interim board of the partners and media specialists was established to develop policies and procedures with an intended start date of Fall 2017. Interested school districts are currently being sought for participation. Funding will come primarily from Common School Funds, so funds used by districts for digital materials can be redirected to this initiative or districts may identify other funds. There will be three collections: K-4, 5-8, and 9-

12, consisting of fiction and nonfiction titles. The target cost for participants is \$2/student. For guidance, projects from other states have been reviewed and products from six vendors are currently being evaluated. For more information, please see: <http://www.wils.org/wsdic/>

Goal 4. : To support the partnership with the Department of Corrections and DOC Library Services and Educational Technology Coordinator.

Results. There are 19 Correctional Institutions with libraries, 3 Correctional Centers with staff that look after expanded resource rooms/law library as a small part of their duties, and 4 Mental Health Institution Libraries in Wisconsin. The 19 Correctional Institutions use SirsiDynix EOS Integrated Library System. The plan is to migrate to the cloud based version of this product. DOC's Bureau of Technology Management is putting into place a new OTIS (Offender Technology Infrastructure System) network. This system will be using RACHEL (Remote Area Community Hotspots for Education and Learning) devices to deliver high quality, secure offline educational materials to inmates in education programs, as well as develop kiosk mode solutions for our Electronic Inmate Law Library Services (currently using LexisNexis) as vendor, and developing approaches to deliver re-entry, employment, and transition resources in secure kiosk mode.

Goal 5. To support revisions to ongoing issues for school librarian licensing and professional standards, and advocate for adequate staffing of school libraries.

Results. The State Superintendent of Public Instruction approved new program content guidelines for the Library Media Specialist (1902) license in December, 2016. The license will be a stand-alone, bachelor's level program. School library media specialists will no longer be required to have a teaching license before pursuing licensure as a school library media specialist. The LMS license will be moved to the Early Childhood-Adolescence teaching category. Applicants will need to complete an approved LMS licensure program, but will not need any other teaching license. Existing teachers can add it on. The Instructional Technology Coordinator license is moved to obsolete status. The Department will develop a transition plan as early as Fall of 2017. The DPI will be working with educator preparation programs to develop transition and implementation plan

The Department has developed a new optional Wisconsin Library Media Specialist evaluation rubric based on requests from school districts following the implementation of the Educator Effectiveness system. The 2016-17 school year will be a pilot year for districts to use as part of their LMS evaluation process.

The Department is working with CESAs to train school library media specialists on the Future Ready Framework. It is based on extensive research and emphasizes collaborative leadership which is an integral part of systemic change. The [Wisconsin Digital Learning Plan](#) also places equity at the center of the gears. Understanding the importance of equitable access the US Department of Education also realized the value of [Future Ready Librarians](#). Aligning the school library planning process with the Future Ready Framework provides an opportunity to connect library programs with educational innovation in their own schools.

Addendum: Public Library System Redesign – Progress as of July 1, 2017

In August of 2015, State Superintendent Dr. Tony Evers appointed an ad hoc 10-member Steering Committee and a DPI staff liaison to oversee a process endorsed and recommended by the Council on Libraries and Network Development (COLAND). The Steering Committee members were recommended and selected based upon the individual's role in Wisconsin public libraries, their library or system size, as well as geographic location.

Building on the previous work done by the DPI LEAN System Study Workgroup and COLAND's *Strategic Vision for Library Systems in the 21st Century* report, this process follows the common goal of those efforts.

Maximize organizational resources and state funding to deliver high-quality and equitable library services to all Wisconsin residents.

Expenses for this project are supported by the Institute of Museum and Library Services (IMLS) through Library Services and Technology Act grant funding. Information and documentation of the process, including names of Steering Committee members and other project participants, can be found on the project website. <http://www.plsr.info> A video providing more detail about the beginnings of the project is also available on the project website.

Phase 1 of PLSR

In November of 2015, the PLSR Steering Committee, after putting out a nationwide request for proposals, selected WiLS (Wisconsin Library Services) as the project manager for this process. During this first project phase, three primary activities occurred: development of project principles, initial information and data gathering, and creation of workgroups.

Project principles

- Communication is critical for the success of the process
- The process relies on openness and trust from all participants
- Information and data should be the bedrock of the process
- Outside expertise will add credibility and weight to the outcome
- Ownership of the process must belong to the Wisconsin library community
- The process will be used to grow skills needed to maintain flexible and community-driven service into the future

Workgroups

Workgroups were formed and populated with service experts and library staff that receive services from the systems. They were: Chapter 43, Consulting, Continuing Education, Delivery, Electronic Resources, ILL (Inter-Library Loan), ILS (Integrated Library Systems), Resource

Libraries and Technology. Details about the workgroup membership can be found on the PLSR website. {Note: some workgroups were combined after Phase 1 was completed}

In addition, each library system has a communication liaison assigned to the project to share information with their member libraries and report information back to the project managers and the Steering Committee.

Phase 2 of PLSR

During this phase, the workgroups:

- Reviewed data and information
- Identified desired service outcomes
- Designed service model prototypes The workgroups shared and answered questions about their service model prototypes at the 2016 WLA conference in October. A significant number of the ideas in the prototypes align with the recommendations in COLAND's *Strategic Vision for Library Systems in the 21st Century* report. More information about workgroup service model concepts can be found on each workgroup's webpage, linked from <http://www.plsr.info/workgroups/> . During this phase, the Steering Committee focused on the process to develop recommendations for the overall administrative, governance and funding structure, which will occur in Phase 3 and after.

Phase 3 of PLSR

Phase 3 of the project will be from April 1, 2017 through March 31, 2018. Activities during Phase 3 include further workgroup service model demonstration and development and, at the end of Phase 3, all workgroup service model recommendations will be completed and presented to the Steering Committee. As part of the development process, there will be broad library community communication and discussion of redesigned model recommendations. The Steering Committee will be beginning their development of a redesigned administrative and support structure during this phase. They have formed 3 subcommittees (Events, HR, and Funding) to help with these efforts.

More information about the Phase 3 activities for the workgroups and the Steering Committee is provided in two videos, linked from the PLSR website. An organizational chart

for this phase, along with an overall timeline for the process can be found on the project's website.