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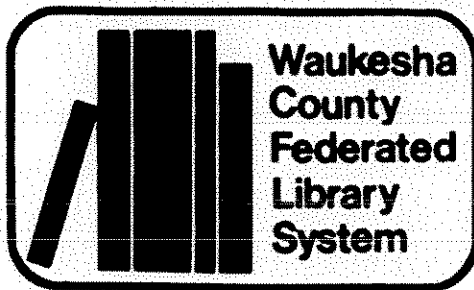
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Sen. Burke.

To: All Joint Finance Committee Members and Staff Personnel  
From: Eric B. Schneiderman  
Date: April 12, 1999

Enclosed is the submitted, public-testimony to the Joint finance Committee held in Racine Wisconsin on April 8, 1999. It is in no specific order. Similar testimony from groups and or groups of individuals are collated together.

(B)



321 Wisconsin Avenue / Waukesha, Wisconsin 53186 / (414) 896-8080

THOMAS J. HENNEN JR.  
System Director

**Testimony by Thomas J. Hennen Jr.  
Director of Waukesha County Federated Library System  
To the Wisconsin Legislature's Joint Finance Committee  
April 8, 1999**

Good morning, my name is Tom Hennen and I am the director of the Waukesha County Federated Library System. Until February 1 of this year I was the Administrator of Lakeshores Library System, serving Racine and Walworth Counties.

I am here today to urge you to amend the budget to include the recommendations by the Department of Public Instruction for \$5,141,200 GPR in FY00 and \$6,244,700 GPR in FY01 to fund public library systems. The Waukesha County Federated Library System Board and the Lakeshores Library System Board have endorsed these proposals.

This will be at a level equal to thirteen cents for every local and county dollar spent for public library service in the calendar year immediately preceding the calendar year for which the aid is paid. It is in accordance with s. 43.24 (6), Wisconsin Statutes.

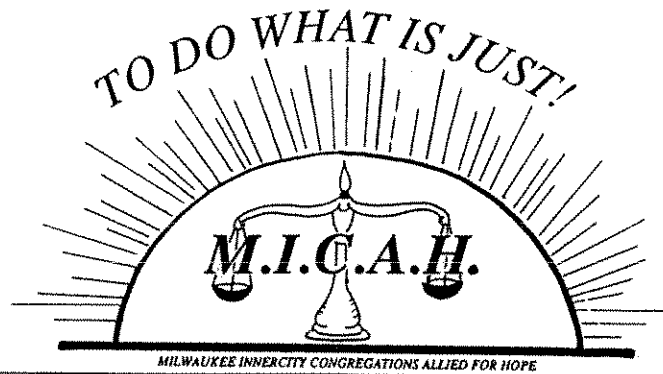
Participation in public library systems is voluntary for counties and municipalities. In recent years, the stresses of years of slow or non-existent growth in state funding coupled with great growth in library use, has led many Waukesha libraries and their parent municipalities to question the value of participation. The present, inadequate level of funding jeopardizes the full participation by all libraries in the state, not just in Waukesha.

A hundred years ago, Wisconsin's first state Librarian, Frank Avery Hutchens, and the first Chair of the Free Library Commission, Senator Stout, shared a glorious vision for Wisconsin. They wanted to see a day when one could go to any community in the state and ask not *whether* there is a library but *where* it might be located. We all enjoy the fruits of that vision today. Every Wisconsin resident can point to at least one library as his or her own. Our vision should be a day when all Wisconsin residents can point to all libraries in Wisconsin as their own.

With the Internet, not only will they be pointing, but pointing and clicking. But I ask you to please remember that we need to "Balance the Books and the Bytes." Please fund public library systems better so that public library systems can continue to lead the way for traditional library services AND electronic services.

**Member Libraries:**

BIG BEND    BROOKFIELD    BUTLER    DELAFIELD    EAGLE    ELM GROVE    HARTLAND    MENOMONEE FALLS    MUKWONAGO  
MUSKEGO    NEW BERLIN    NORTH LAKE    OCONOMOWOC    PEWAUKEE    SUSSEX/LISBON    WAUKESHA



MILWAUKEE INNERCITY CONGREGATIONS ALLIED FOR HOPE

4011 W. CAPITOL DRIVE, MILWAUKEE, WISCONSIN 53216, (414) 449-0805

### **MICAH Calls for Equity in SAGE Funding**

MICAH calls upon the legislature of the State of Wisconsin to ensure that the biennial budget include funding for at least 36 additional Milwaukee Public Schools to become SAGE schools. SAGE is designed to help schools with a high percentage of students from low-income families to reduce class size. Currently, only 14% of the eligible Milwaukee schools are funded for the program, while more than half of eligible schools in the rest of the state receive SAGE funding. Equity demands that Milwaukee's poor children be served at the same rate as poor children in the rest of the state. Thirty-six additional schools would help to close that gap.

The problems of education are complex and far-reaching, and there is no single, simple solution. Studies show, though, that student achievement increases when the student-teacher ratio decreases. This is especially true for low-income and minority children. SAGE classrooms have fewer discipline problems; increased personal attention reduces the numbers of children referred to Exceptional Education; SAGE students perform far better than their peers on standardized tests. SAGE is one of the few education programs that can be proven to be successful.

In Wisconsin, the average student-teacher ratio is 22:1; in Milwaukee the average is 27:1. Milwaukee Public Schools educate more than one-third of all public school students from low-income families in the state -- the students who can most benefit from SAGE. Thus, it is imperative for Milwaukee's schools to have increased participation in SAGE.

Milwaukee Public Schools have 36 schools that are ready and willing to participate in SAGE (see the back of this page). Please note that these are schools that currently are not involved in SAGE or P-5. Half of these could be ready to begin in the 1999-2000 school year. The remainder need to be included in the following year.



MILWAUKEE PUBLIC SCHOOLS

OFFICE OF THE SUPERINTENDENT

CENTRAL SERVICES BUILDING
5225 West Vliet Street
P.O. Box 2181
Milwaukee, Wisconsin 53201-2181
Phone: (414) 475-8001
Fax: (414) 475-8585

February 15, 1999

Reverend Robert Harris
President, MICAH
Milwaukee Innerscity Congregations
Allied for Hope
4011 West Capitol Drive
Milwaukee, WI 53216

Dear Reverend Harris:

Thank you for your support of the SAGE Program in the Milwaukee Public Schools. Listed below are 36 elementary schools who have a low income rate of 77.03 percent and higher, based on the current free and reduced lunch count for students in grade 1 through the top grade of the school. Milwaukee Public Schools would like to include these schools in the state-funded SAGE Program beginning next school year (1999-2000).

These 36 schools would be in addition to the current 14 SAGE Milwaukee Public Schools.

Table with 6 columns: School, % F/R, School, % F/R, School, % F/R. Lists 36 elementary schools and their low income rates.

If you have questions or need additional information, please contact Dr. Milly Hoffmann, SAGE Coordinator, Division of Curriculum and Instruction, at 475-8094.

Sincerely,

Handwritten signature of Alan S. Brown

Alan S. Brown, Ed.D.
Superintendent of Schools

MH/km



## MILWAUKEE PUBLIC LIBRARY

### TESTIMONY TO THE JOINT FINANCE COMMITTEE OF THE WISCONSIN STATE LEGISLATURE, APRIL 8, 1999 RACINE, WISCONSIN

I am Beverly DeWeese, Deputy City Librarian of Milwaukee Public Library, and Head of Central Library, which houses the Wisconsin Regional Library for the Blind and Physically Handicapped and the Interlibrary Loan Services Milwaukee office. Both services are funded by the State, and I am here today to speak about the very positive impact these two programs have on the citizens of Wisconsin.

#### INTERLIBRARY LOAN SERVICES

Since Milwaukee Public Library is a hundred years old, by default, its collection of over 2.5 million items contains some very unique items which are of value to many Wisconsin citizens. In addition to a significant retrospective collection, Milwaukee Public Library houses a number of special materials, such as a complete patent collection, an extensive commercial and military standards collection, federal and state statutes, Great Lakes ship files, art auction records, retrospective Milwaukee telephone and city directories, specialized genealogical materials, and complete runs of local Milwaukee papers. Milwaukee Public Library is also a federal and state depository and has over a million documents one can access.

Because of state funding of the Interlibrary Loan Service, Milwaukee Public Library can share these marvelous, sometimes rare resources with all the citizens of Wisconsin. In 1998, Milwaukee Public Library Interlibrary Loan Service received 25,441 requests. These requests came from every type of library and represented individuals living in every part of Wisconsin. It is our pleasure to share materials in our collection. However, since retrieval of these resources is sometimes complex and often labor intensive, Milwaukee Public Library must rely on the Interlibrary Loan Services state contract to enable us to provide this service. We appreciate the financial support the state has given us, and we ask that you continue this financial support so that all Wisconsin citizens can have easy access to a valuable collection.

## REGIONAL LIBRARY FOR THE BLIND AND PHYSICALLY HANDICAPPED

The Wisconsin Regional Library for the Blind and Physically Handicapped, as part of the Talking Book Program of the Library of Congress, provides Braille and recorded books and playback equipment for those Wisconsin residents who, for any physical reason, cannot read normal print or hold a normal-sized book. The Library's current collection is approximately 178,000 cassettes, discs, and Braille books and reference materials. The Regional Library also produces taped and Braille materials on Wisconsin and materials by Wisconsin authors which it has published in these alternate formats. In addition, it offers a dial-up daily news service, Newsline for the Blind. The collection and the services offered by the Regional Library make it possible for the differently-abled citizens of Wisconsin to have equitable access to the educational, recreational, and informational library resources that other Wisconsin citizens have.

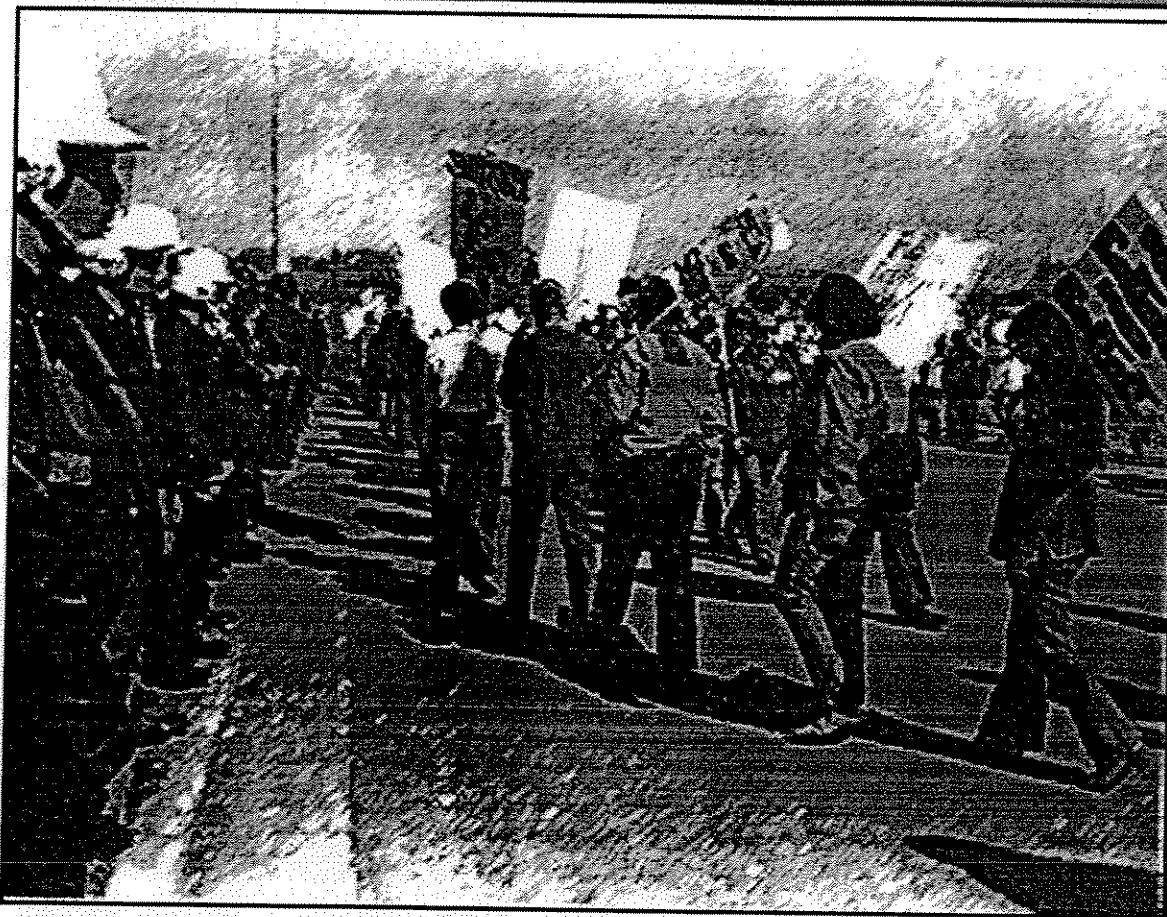
Last year, the Wisconsin Regional Library for the Blind and Physically Handicapped, housed in Milwaukee Public Library's Central building, served 12,853 Wisconsin residents and 637 institutions. The Regional Library mails out an average of 1500 items per day and receives back an equal amount. One hundred twenty-five cassette and/or record players are mailed out weekly, with an equivalent number returned for repair and/or deaccessioning. An average of 1500 telephone inquiries are answered monthly. Handling the different formats, keeping them in repair, and making the collection available to those who need it are fairly labor-intensive tasks.

Though the Library of Congress furnishes the bulk of the materials in the collection, the staff and general materials required to make these resources available to differently-abled Wisconsin citizens is supported by a state service contract. The Regional Library expresses its deep appreciation for this state support. And we now urge the state to continue financially supporting the Regional Library at an adequate level so that these Wisconsin residents can access, enjoy, and benefit from its collections. For some Wisconsin citizens, the Regional Library for the Blind and Physically Handicapped is truly a necessity.



# Hortonville 25 years later

March 19, 1974, strike  
left a powerful legacy



## The memory of spring 1974 still ignites our sense of injustice

Twenty-five years ago the Hortonville School Board fired almost all of the district's teachers after they went on strike to win a new contract. The strike and its aftermath threw the lives of the "Hortonville 84" into stress and turmoil. Some left teaching for good, others changed careers after school districts across the state ignored their employment applications. Many had to uproot their families as they searched for new employment. One of the most painful memories of many fired teachers was the personal hostility exhibited toward them by local citizens who had once praised their dedication to students.

Dave Hanke  
recounts the  
pain - and  
lessons - of

The mass firings provided a dramatic example of how a flawed collective bargaining law led to an abuse of power by an unreasonable school board. The firings contributed to a

## A Hortonville Chronology

the board. The firings contributed to a political climate for change by showing the people of Wisconsin how much disruption a bad law can cause.

The Hortonville experience so energized WEAC members that, over the next two years, they mobilized to win a new, fair law through intensive political action and lobbying efforts.

Strike When the strike began on March 19, 1974, Hortonville teachers had not won a base salary raise in three years. The school board refused to bargain or mediate. Its final offer included a 4.2 percent raise and an open ten-hour

day. The Hortonville Education Association (HEA) had two options: accept the board's offer or go on strike.

For those who were there the images are still fresh: picket lines of 500 Wisconsin teachers; helmeted deputy sheriffs bused from five neighboring counties; carloads of strikebreakers driving through picket lines; a tough anti-union school board; more than 70 Hortonville Education Association (HEA) supporters arrested for acts of civil disobedience, including the WEAC executive secretary. And who can forget the Hortonville Vigilante Association, a small band of idle men who delighted in harassing picketers and escorting strikebreakers through picket lines?

At its peak, in April 1974, daily news about the strike filled the airwaves and the pages of newspapers across the nation. The firing of an entire teaching staff in a small Wisconsin town proved to be major news. That news included stories about how State Superintendent Barbara Thompson aided the school board by not enforcing teacher licensure laws thereby allowing uncertified and uncertifiable strikebreakers to continue working in Hortonville classrooms.

During much of April hundreds of police, teachers and supporters from other unions converged in front of the high school in the morning and in the afternoon when the strikebreakers were arriving and leaving. The bravest sat in front of schools and were carried to paddy wagons headed to the county jail in Appleton.

After a judge issued an order restricting the number of pickets to 84, the battle shifted to the courts, where the U.S. Supreme Court said the school board had the right to fire teachers engaged in an illegal strike. But not before hundreds of UniServ and WEAC local leaders met in Appleton to consider actions aimed at reaching a settlement in Hortonville. One of the recommendations was that a statewide teacher strike be called on Friday, April 26. Within ten days a vote

## 1974

**March 19** - Teachers strike; schools closed.

**April 2** - All 84 striking teachers are fired.

**April 8** - School reopens with replacement teachers.

**April 8-18** - 500 -700 teachers and members of other unions join the picket lines each day of Easter Break.

**April 18** - Outagamie County Judge Thomas Cane imposes "gag order" restricting number of picketers.

**June 12** - Dressed in black, Hortonville teachers and supporters hold a funeral service at the State Capitol for the "Death of Education" in Hortonville.

## 1975

**February** - On a 5-2 vote Wisconsin Supreme Court rules that state law prohibiting strikes is constitutional, but that the school board firing violated teachers' due process rights.

**April** - Bill introduced granting teachers and other local public employees the right to strike and binding arbitration.

**September** - School starts with unsettled contracts in 150 districts.

## 1976

**June** - U.S. Supreme Court upholds a school board's right to fire teachers during an illegal walkout.

**September** - School starts with



be called on Friday, April 26. Within ten days a vote on whether to support the April 26 walkout was taken by teachers in every WEAC affiliate. Public and media interest was at a near fever pitch. When the voting was completed, WEAC locals, by a four-to-one margin, had voted not to participate in the protest walkout.

In announcing the vote, WEAC President Lauri Wynn said, "...we will remain in the courts. We will be at the legislature so that they can understand that the law under which we find ourselves working is a deformed law and needs to be changed."

### Hortonville part of a larger scene

The Hortonville strike occurred against a backdrop of militant political and social change. A long list of groups were asserting their right to fully participate in American society. On the national and state level, governments were attempting to deal with the issues raised by the civil rights movement, the women's movement, the environmental movement, and many others.

Teachers, too, saw the ground as fertile for claiming a measure of control over their professional lives. After being dominated by school administrators since their inception, both the NEA and WEAC were evolving into strong teacher advocate organizations in the late 1960s and early 1970s.

Hortonville was just one of at least 30 Wisconsin teacher strikes that occurred in 1972-73 and 1973-74. Teacher strikes were illegal under the 1971 bargaining law (111.70), which mandated good faith bargaining on both sides of the table. However, there was nothing in the law that forced compliance.

During that period the typical teacher strike lasted no more than two weeks with the local association able to claim victory on many of its goals, especially the addition of just cause for nonrenewal and improvements on salary and insurance. Most school boards sought injunctions against a strike and resumed bargaining that led to a settlement.

### Hortonville's anti-union school board

At first, Hortonville seemed like it too would follow the familiar pattern of strike and settlement. However, the sight of organized teachers stoked the school board's anti-unionism. The school board was not only hostile to the HEA, it was prepared to demolish its own educational system and break the union if its members wouldn't approve the board's final offer. In 1973, the HEA and the school board began bargaining the 1973-74 contract. By January 1974, after ten months, negotiations were at a stalemate. The school board, with coaching by the Wisconsin Association of School Boards, refused to budge even though it would have cost only \$26,000 to settle, a tiny fraction of their eventual legal bills and strike-related costs. Not to mention the \$15,000 per day cost for police during much of April 1974.

Once it fired the teachers and withdrew its last contract offer, it was obvious that this board was out to claim the mantle as the toughest school board in the USA. This is precisely how it was portrayed in a cover article that appeared in the magazine of the National

unsettled contracts in 180 districts.

**November** - WEAC endorsed 96 candidates for Senate and Assembly races; 76 are elected.

**1977**

**November** - Gov. Martin Schreiber signs new bargaining law (SB 15).

**1979**

**February** - Wisconsin Supreme Court affirmed that the teachers right to due process was not violated, that the firings were lawful and that the Hortonville School Board was not bound to break the strike in a less punitive action.

Association of School Boards in June 1974.

### Strike served as catalyst for change

Every Wisconsin school employee is indebted to the Hortonville 84. Their firing heightened support among teachers for amending a bargaining law that forced teachers to strike illegally to achieve equity at the negotiating table. WEAC lobbying, along with nearly 50 other teacher strikes in the 1970s, and general unrest in teacher negotiations throughout the state, graphically revealed the flaws in the old bargaining law. The result was passage of a bill that legalized strikes and put in place a system of binding arbitration to resolve disputes.

Two decades of labor peace is the real legacy of the 84 fired Hortonville teachers. We can honor their sacrifices by organizing in today's changed environment for a return to a fair system of collective bargaining and school finance that respects teachers, education support employees, and their union as equals.

*Posted March 17, 1999*



All About WEAC - News - Education Resources  
Kids & Schools - Collective Bargaining  
Constituencies - At the Capitol  
Campaigns & Elections - OnWEAC site map



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# WISCONSIN EDUCATION ASSOCIATION COUNCIL

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*Affiliated with the National Education Association*

**Testimony Before the Joint Finance Committee  
Thursday, April 8, 1999**

**By  
Stan Johnson, Vice President  
Wisconsin Education Association Council**

## **REPEAL OF THE QUALIFIED ECONOMIC OFFER LAW**

Thank you chairpersons Burke and Gard and members of the Joint Finance Committee for holding this public hearing in Racine. My name is Stan Johnson. I am the Vice President of the Wisconsin Education Association Council representing the more than 86,000 educators in Wisconsin. Over the course of these public hearings you will hear testimony from educators and concerned citizens about many issues impacting public education in Wisconsin. I would like to speak to you today about one issue; the Qualified Economic Offer law.

Between 1966 and 1977, Wisconsin Education Association Council and Wisconsin Federation of Teachers members went out on strike in 50 school districts throughout the state. The most famous was the 1974 Hortonville strike, where 84 teachers lost their jobs.

Twenty-five years ago this week the Hortonville School Board fired almost all of the district's teachers after they went on strike because the board refused to reach a fair settlement. Twenty-five years ago today, the schools in Hortonville reopened with replacement teachers. The strike and its aftermath threw the lives of the "Hortonville 84" into stress and turmoil. Some left teaching for good, others changed careers after school districts throughout the state ignored their job applications. Many had to uproot their families as they searched for new lives. One of the most painful memories of many fired teachers was the personal hostility exhibited toward them by local citizens who had once praised their dedication to students.

*Terry Craney, President  
Donald E. Krahn, Executive Director*

The mass firings provided a dramatic example of how a flawed collective bargaining law led to an abuse of power by an unreasonable school board. The firings contributed to a political climate for change by showing the people of Wisconsin how much disruption a bad law can cause. The Hortonville experience so energized WEAC members that, over the next two years, they mobilized to win a new, fair law through intensive political action and lobbying efforts.

From 1978 to 1993, school employees and school boards in Wisconsin peacefully settled labor contract disputes by referring impasses to neutral third-party arbitrators.

The 1993-95 biennial budget included a virtual cap on total compensation packages for K-12 teachers and restricted access to binding arbitration on "economic issues" if the school district management submitted a Qualified Economic Offer (QEO).

The law currently restricts a K-12 teacher association's access to arbitration if the QEO is equivalent to a 2.1% increase overall on the salary schedule and a 1.7% increase (as a percentage of the total compensation package) in the cost of benefits. These provisions were originally set to expire in June of 1996, but were made permanent by the 1995-97 biennial budget bill.

Teachers' voices are once again ignored at the bargaining table. The QEO law unfairly singles out teachers and destroys their collective bargaining rights. When combined with the revenue caps, this law is forcing school districts to make painful decisions to cut or reduce programs that affect the quality of education in their schools. Employers are hiding behind the law rather than bargaining. These laws need to be repealed. The Hortonville strike highlighted the unfairness of the laws in the 1970s and led to the Legislature adopting a bargaining system that worked well until the QEO was imposed in 1993. Now we need a new legislative solution to correct this unjust situation of the 1990s.

The Wisconsin Education Association Council supports full repeal of the Qualified

Economic Offer law.

**The QEO is unfair**

- The QEO singles out and penalizes one group of public employees, a majority of whom are women.
- The QEO results in teacher salary increases below the cost of living.
- The QEO penalizes employees who are planning to retire by giving them a life sentence of reduced pensions.

**The QEO destroys collective bargaining**

- Employers are allowed to unilaterally impose a QEO forcing employees to "take-it or leave-it." The employees only recourse for dispute resolution is to engage in job actions.
- The QEO blocks discussion of creative solutions to the challenges facing public schools (such as proposals dealing with class size and teacher preparation).
- The QEO discourages consensus bargaining.

**QEO harms the quality of public education**

- The QEO reduces collaboration between labor and management resulting in increased tension in the workplace which interferes with educational quality.
- The QEO discourages the best and the brightest from entering and staying in the education profession.
- The QEO contributes to lower employee morale.

Thank you for this opportunity to speak before you today.

**Testimony on the Governor's budget proposal re Badgerlink and the Common School Fund**  
**April 8, 1999**

I would like to take this opportunity to share with you my concerns regarding cuts in the proposed state budget for both Badgerlink and the Common School Fund. I am a library media specialist at Menomonee Falls High School. We were a grateful recipient of a TEACH grant and very recently have networked our school and library, giving students access to the Internet. As you know, TEACH was funded by reducing the Common School Fund by \$5,000,000. Per pupil allocations for school libraries dropped from \$14.84 per child in 1997 to \$11.64 per child in 1998. The price of books rose from 1997 to 1998, as did the number of students in Wisconsin schools. We were thankful for the assistance in financing improved technology in our school, but we cannot absorb further cuts in the Common School Fund.

Research repeatedly shows that there is a direct correlation between quality library media centers and reading proficiency. Does it make sense to raise the standards bar for reading proficiency while dramatically decreasing funding for school library materials?

One of the most important uses of Internet access in high schools is access to online periodical databases. Badgerlink provides all schools and libraries with access to over seven million full text documents. Most importantly, these seven million articles are from reliable sources. It is imperative that students differentiate between information obtained on the worldwide web and information obtained from a legitimate database.

Badgerlink allows students to obtain information on a wide variety of topics. For example, in the past two weeks I have assisted students with searches on such topics as drunk driving laws around the world and the effect of W2 on childcare demand in Milwaukee. These topics are nearly impossible to research in a high school setting without the aid of online databases.

Until this year we have always used microfiche for our periodical databases. Microfiche is no longer available for a wide variety of current periodicals and we are forced to use online sources. If the state does not continue funding of Badgerlink we must come up with \$20,000 to \$30,000 to purchase similar resources for our school district. This will be a yearly expense and I do not know where the money will come from. How can the state government justify saving taxpayers \$2,000,000 to \$3,000,000 a year when those same taxpayers will have to pay over ten times that amount to finance the necessary resources for their schools and libraries if they are purchased by individual institutions?

If Badgerlink is not funded, there will be many school districts in Wisconsin who will not be able to purchase similar resources. One of the best features of state funding of online databases is that it equalizes resources around the state. Poor districts have access to as many magazines and newspapers as wealthy districts. If Badgerlink is not funded, you will be encouraging inequality in an important area of education.

Two years ago I was invited to participate on a national advisory board for UMI, one of the vendors used in Badgerlink. There were representatives from school districts all around the country. Each one of those school districts utilized free databases provided by their state. They were all very surprised that Wisconsin did not offer such a service to schools and libraries. I am proud that Wisconsin has developed the Badgerlink project and I strongly urge you to refinance it each and every year.

Respectfully submitted,

Lynn Handler  
Library Media Specialist  
Menomonee Falls High School

My name is Kathleen Thomson. I have been a children's librarian in Wisconsin for 20 years. I am presently Head of Children's Services at the Kenosha Public Library. I am here to speak in favor of the Library Service Contracts which provide funding for the Regional Library for the Blind and Physically Handicapped, the Cooperative Children's Book Center and interlibrary loan contracts.

The Cooperative Children's Book Center, usually referred to as the CCBC, is a noncirculating examination and research library of the School of Education at the University of Wisconsin—Madison. In addition to providing a collection of current, retrospective and historical books for children and young adults, it provides Wisconsin librarians, teachers, and students informational and educational services based on the collection. Also it supports the teaching, learning and resource needs related to children's and young adult literature.

No other agency, public or private, does what the CCBC does. It fills a vital need by its publications, its reference assistance, its book discussions and seminars. It is known around the nation and even the world as a recognized support for library services to youth on a par by itself. Under the able leadership of Ginny Moore Kruse, it has attained recognition throughout the book world.

CCBC publications such as CHOICES enables hundreds of youth services librarians in public libraries and schools throughout the state to spend their limited book budgets wisely. We do not want to see this valuable resource jeopardized.

It is crucial to the maintaining of the high standard of library service that we in Wisconsin pride ourselves on to maintain the Cooperative Children's Book Center at the proposed level. The young people of Wisconsin and those who serve them are counting on you for this.

Thank you.

Kathleen Thomson, Head of Children's Services  
Kenosha Public Library  
812 56<sup>th</sup> St. P.O. Box 1414  
Kenosha, WI 53142-1414  
Phone: (414) 595-3740

W63 N986 Holly Lane  
Cedarburg, WI 53012  
April 6, 1999

Members of Joint Finance Committee  
c/o J.I Case High School  
Kenosha, Wisconsin

Dear Members of the Joint Finance Committee:

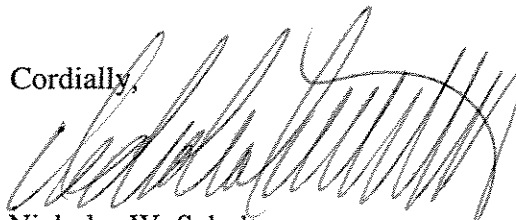
I am an employee of the University of Wisconsin - Milwaukee and appreciate the opportunity to submit written testimony to you relating to the Governor's proposed budget as it relates to the University of Wisconsin - System.

I would like to emphasize three points:

- 1) It is extremely important that the proposed budget be kept intact. Any further considerations should *not* involve redistribution or reduction. After six years of effective and real budget reductions, all of the initiatives are essential to the maintenance and improvement of quality services and delivery of quality instruction to our students.
- 2) The Continuing Appropriation is another essential aspect of the budget. I believe it is currently afforded to Program Revenue appropriations where it has shown to be an effective and efficient management tool. Efficiency and effectiveness is not well served if System has to obtain approval from Joint Finance, or the Legislature to obtain additional budget authority if they generate more revenue than what is budgeted in GPR.
- 3) The Board of Regents, after considerable study of the forces and issues involved, recommended a pay package of 5.2% in each year of the biennium. This would still leave faculty and academic staff well behind their peers. As a parent of two daughters at universities in the UW System, I am keenly aware of the rising cost of instructional fees. The State should find *additional* GPR funding to *fully fund* the pay plan with the traditional split of 2/3<sup>rd</sup> GPR and 1/3<sup>rd</sup> Fees and not require the System to make up the difference in increased instructional fees.

Thank you for your consideration.

Cordially,



Nicholas W. Schultz





Testimony of David D. Buck  
Professor of History (Modern China) and  
Director, Institute of World Affairs  
University of Wisconsin-Milwaukee

Joint Finance Committee  
Meeting at J.I. Case High School in Racine  
April 8, 1999

Thank you for giving me the opportunity to appear before you in support of the Governor's budget recommendations for international education.

I am here to support the \$2 million of financial aid for UW System students studying abroad and the \$1 million allocated to the University of Wisconsin-Milwaukee for its new programs in international education.

These requests were part of the Board of Regents' submissions and reflect the University System's response to the Wisconsin International Trade Council (WITCO) report of 1998. The WITCO report envisioned a "truly global workforce" that will enhance Wisconsin's competitiveness" while the Board of Regents request looks to educate Wisconsin's citizens for the realities of an increasingly global world in the next century.

For UWM these monies will enable our campus to accomplish the international dimensions of Chancellor Nancy Zimpher's recently announced "Milwaukee Idea". The Milwaukee Idea emphasizes the links between our community and the world; the international affairs initiative is one of three main areas of emphasis in her bold plans for UWM. First and foremost, the proposed \$1 million for UWM will establish a Bachelor of Arts in Global Studies. This new degree will create a unique new alliance between the College of Letters and Science and the School of Business to educate our students so they will be quite differently prepared for life. Our new Bachelor of Arts in Global Studies (BAGS) will incorporate the curricular strengths from both the Letters and Science and the School of Business. It will mean students will study communications, foreign languages, economics, political science and sociology. It significantly increases the foreign language training for all students in the program and will require students pursuing this degree to participate in an international internship. UWM's portion of the system-wide \$2 million in study abroad scholarships will provide funds to assist students who ordinarily could not afford to add that valuable experience to their undergraduate education. This will mean men and women from throughout the state educated with a different set of the 21st century skills they'll need in the years to come.

We know that such an education will stretch the minds of our students, but we believe there is a direct relationship between this new approach to education and the continuing prosperity of Wisconsin's citizens. Just yesterday I was helping an MBA student at UWM to secure a summer of Chinese language training. After the summer, he'll continue at UWM and study business courses, while continuing his Chinese training in the College of Letters and Science. With the Global Studies BA in operation, we'd accommodate hundreds of such students each year rather than making special efforts for one individual. What the new BAGS degree will enable our university to produce hundreds of such graduates each year.

UWM's new Global Studies BA will break away from the established models of degrees in both Colleges Letters and Science and Schools of Business. Letters and Science graduates are well-trained in basic writing, self-expression, and analytical thinking skills; while Schools of Business have prepared people for specific career tracks as accountant, financial analyst, market researcher or personnel officer. Our new degree will combine the strengths of both approaches and prepare Wisconsin students with a broader education needed in tomorrow global arena.

Another portion of the \$1 million allocated to UWM will allow us to expand our business development initiatives. The School of Business and the Division of Continuing Education, of which my Institute is a part, are already working on ways we might deliver training to Wisconsin firms to help them expand their international business. This means opening horizons, contributing the knowledge of UW system faculty about the world, and providing the education and training that Wisconsin firms need to do business internationally. Already, some 2800 firms in Wisconsin are exporting their products. Our business development initiatives look to help that number double over the next few years.

As a senior professor at UWM, I also hope for full funding of the Regents' recommendation for a 5.2% pay plan. The UW System needs to have competitive salaries if it is to maintain the quality of its faculty over the coming years. It is anticipated that twenty-five percent of the faculty will retire over the next five years. The UW System should replace my cohort with a new cadre with greater abilities. That can be done only with a competitive salary structure. As long as UW faculty salaries lag behind our peers, our state university system will have difficulty recruiting and retaining the best faculty.

I am pleased to have had the opportunity to appear before in support of these budget proposals. I would be happy to answer any questions you might have regarding the international education initiative.

**Testimony to the Joint Finance Committee  
Wisconsin State legislature  
April 9, 1999**

I am Gayle Falk, Director of the Burlington Public Library. I am speaking today from the perspective of a librarian who has worked in academic and public libraries, as a reference and a children's librarian.

I would like to urge you to increase funding for the four state resource contracts that include the Wisconsin Regional Library for the Blind and Physically Handicapped, Wisconsin Interlibrary Loan, the Milwaukee Public Library/Interlibrary Loan service, and—most especially—the Cooperative Children's Book Center.

As you have heard, the CCBC is a nationally recognized resource library on the UW campus which serves students, educators, librarians, parents, and other interested adults. Its collection serves as a tool for reviewing, evaluating and selecting children's materials. Staff members at the CCBC develop excellent resource compilations that evaluate and recommend materials by topic and genre. On site, the CCBC offers book discussion groups, tours, reference assistance and continuing education courses. CCBC also offers a web site and a listserv that reach participants around the world.

To make their services even more valuable, the CCBC offers displays and workshops at library and education conferences, as well as in libraries around the state. This provides a chance for librarians to personally evaluate materials before selecting them, and assists educators in locating the best children's materials on topics of interest.

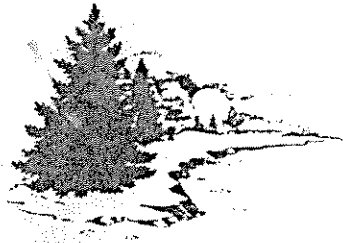
I believe so strongly in the mission of the CCBC that I joined the Friends of the CCBC to help support their work, and served three years on the CCBC Advisory Board, one year as president.

The CCBC is a tool that serves all the librarians and educators of the state, and through them the children of the state. It is a nationally recognized

treasure that we have supported and nurtured right here at home. Please support the increase of funding needed to enable the CCBC to continue to serve as the first-rate resource library we need and depend upon!

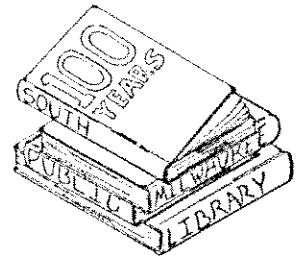
I would also call your attention to funding of our public Library systems. As a member of the Lakeshores Library System, the Burlington Public Library receives educational opportunities, reference assistance, technology assistance and training, help with grant writing, and interlibrary loan and delivery service to mention just a few benefits. Without these services, what we could offer our patrons would be just what we had in our own building, and just the resources and training that we could afford to purchase ourselves. This would be a terrible loss to our patrons, who now benefit from every reference question we refer, every class and workshop we attend, every book we send to or receive from another library, every grant that enriches what it is possible for us to do or provide. But years of funding freezes to systems have resulted in cuts in services to us, and ultimately to our patrons. Please give the public library systems the money they need to do their work, and help us do our work in serving the public.

Gayle A. Falk  
Director, Burlington Public Library  
166 East Jefferson Street  
Burlington, Wisconsin 53105  
414-763-7623



## South Milwaukee Public Library

1907 10<sup>th</sup> Avenue, South Milwaukee, WI 53172  
phone: (414) 768-8195  
fax: (414) 768-8072  
Robert M. Pfeiffer, Director



April 8, 1999

TO: Members of the Joint Finance Committee

FR: Bob Pfeiffer, Library Director

RE: Badgerlink

I am here today to testify in support of funding for the Badgerlink database

South Milwaukee is a medium sized public library that serves the residents of South Milwaukee and surrounding communities. Badgerlink allows us to offer over 4000 magazine, journals and newspapers to our residents that they would not otherwise have access to. The businesses in our community have found this database to be very useful. In the past they would have to request articles through interlibrary loan, which would take days or weeks to get. We have found that many of the journals and magazines that they need are in Badgerlink. This is a great service that we are able to offer our businesses in the community.

Another area that we find Badgerlink very useful is in helping people who are doing research on local companies. Many times this research is being done in preparation for a job interview. While the South Milwaukee Library subscribes to the Business Journal, there was not an index to the periodical. The Business Journal is one of those journals in Badgerlink. Keyword searching has proved to be very valuable in helping the user find the business that they are looking for.

The animal EBSCO database is very useful to us in serving the students. Animals are a very popular homework assignment. Badgerlink allows us to quickly print out information about the animal, along with a phonograph. (See attachment).

In conclusion, Badgerlink is a great resource for both librarians and the public. We urge the Joint Finance Committee to support funding for this valuable reference resource.

***PROUD PAST.....PROMISING FUTURE***

Result 1 of 15

[Refine Search](#)[Result List](#)[Find More](#)[Print/E-mail/Save](#)[\[Go To Full Text\]](#)[\[Tips\]](#)**Animal:** American black bear**Kingdom:** Animalia**Phylum:** Chordata**Class:** Mammalia**Order:** Carnivora**Family:** Ursidae**Genus & Species:** Ursus americanus**Geographical Locale:** Northern Mexico; United States

**Abstract:** American black *bears* may have black, white, brown, or even blue fur. They are the most common species of *bears*. These animals live in forests and woodlands. They mostly eat vegetation, including twigs, leaves, buds, fruit, nuts, corn, shoots, and berries. They also eat grubs, insects, carrion (dead animals), fish, small animals, farm animals, birds and eggs, bees, beehives and honey, and garbage.

**Subject(s):** [BLACK bears](#)**AN:** 9500300018**ISSN:** 1079-1434**Database:** EBSCO Animals**Print:**  [Click here to mark for print.](#)[\[Go To Citation\]](#)

### Best Part

## American black bear

American black *bears* are four to six feet (1 to 1 3/4 meters) long and 2 1/2 to 3 feet (3/4 to 1 meter) tall at the shoulder. They weigh between 260 and 330 pounds (100 to 125 kilograms). The fur is short and may be white, brown, and blue, as well as black.

Black *bears* mostly eat vegetation, including twigs, leaves, buds, fruit, nuts, corn, shoots, and berries. They also eat grubs, insects, carrion (dead animals), fish, small animals, farm animals, birds and eggs, bees, beehives and honey, and garbage. The brown (grizzly) bear and wolves are enemies of the American black bear.

Black *bears* dig dens into hillsides, but they may also live in caves or large, hollow logs. During the winter *bears* sleep in dens which protect them from the cold. Many people think that *bears* hibernate in the winter, but this is not true. When animals hibernate, their body temperatures drop, and the animals become less active so that it appears that they are sleeping very soundly. *Bears* eat a lot in the summer and store up fat in their bodies for the winter when food is hard to find. They sleep a lot during the winter, but their body temperatures remain high. They also awake and leave their dens on mild winter days.

American black *bears* tend to live alone, except for a mother with her cubs. Black *bears* mate between May and July. Gestation (duration of pregnancy) is between seven and eight months. The female usually gives birth to one to four cubs. At birth, the cubs only weigh about one pound.

American black *bears* have a life span of about 30 years in the wild. It is not known how long they live in captivity.

To access images, select from the list below:

PHOTO (COLOR): One subspecies of American black *bears*: Alaskan black bear



*SEE IMAGE*

Source: Encyclopedia of Animals

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TESTIMONY TO THE JOINT FINANCE COMMITTEE  
OF THE WISCONSIN STATE LEGISLATURE  
APRIL 8, 1999, RACINE, WISCONSIN

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I am Douglas Baker, Chair of the Wisconsin Library Association's (WLA) Library Development and Legislation Committee. I am also Director of the Kenosha Public Library and the Kenosha County Library System. I am here today to speak in favor of the Wisconsin Library Association's 1999 Legislative Agenda, which is attached to this testimony for the record, and which has been endorsed by the Boards of Trustees of both the Kenosha Public Library and Kenosha County Library System.

We believe that the Governor's budget proposal misses an excellent opportunity to set good public policy for libraries in this state, and we want to work closely with you and your colleagues to make a better budget for this coming biennium. An important issue for us is the continuation of the **BadgerLink** program. This exciting new electronic resource brings over 4,000 magazine and newspaper titles to Wisconsin citizens at their businesses, homes, schools, and libraries over the Internet. The cost effectiveness of this program is its best selling point, since subscriptions to this service on a library to library basis would be at least thirty times more expensive than providing it by the state. **BadgerLink** is a real winner for Wisconsin taxpayers, and the Department of Public Instruction's proposal to fund it at \$2,536,000 over the next biennium should be enacted.

A second significant issue of concern is the critical and ongoing need to adequately fund Wisconsin's **public library systems**. Year after year of funding freezes have left library systems without the resources necessary to effectively carry out the mission for which they were created. During the last session of the Legislature, a Legislative Council Study Committee found that significant increases in funding were required to make library systems strong and vital partners in the delivery of library services in this state. Failure to meet this



demonstrated need has, over time, threatened the development of services at our public libraries; and failure to fix this problem now threatens the continued existence of this important program for the future.

Specifically, in Kenosha County, these funds go directly to help pay the costs of the *Comprehensive Library Technology Plan for the Kenosha County Library System, 1998-2003*. This plan lays out a program to build, maintain, and expand a countywide telecommunications network among the seven public library locations throughout Kenosha County. This network serves as the backbone for a wide range of new, cutting edge electronic services from the Internet and BadgerLink on one hand to a shared catalog of all the public library collections in the County on the other hand.

We in Kenosha County are poised to move ahead into the next century and to embrace new opportunities that advance library services in ways we cannot even imagine today. To do that, we need a strengthened commitment from the State of Wisconsin to hold up its end of a funding partnership that began twenty-eight years ago. **Public library systems** were established then to promote the sharing of library resources and to encourage library development. Let's stay true that vision. Please fund library systems at the level necessary to keep this program healthy and viable.

Testimony submitted by:

Douglas Baker, Director

Kenosha Public Library

and

Kenosha County Library System

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## 1999 LEGISLATIVE AGENDA

### Public Policy Opportunities and Challenges

Wisconsin Library Association (WLA) membership includes librarians, libraries, library trustees, and friends representing all types of libraries in Wisconsin. Therefore, our legislative agenda necessarily encompasses a broad range of interests. All of these interests share a common purpose to improve and promote library and information services for the people of Wisconsin. We believe library services address essential informational, educational, cultural, and recreational needs within Wisconsin and deserve strong legislative support.

WLA endorses the **Wisconsin Library Technology Strategic Plan** issued as a result of the Library Technology Planning Conference, co-sponsored by the Department of Public Instruction and Department of Administration in 1998. The Plan's broad vision for Wisconsin is "Access for anyone, from anywhere, at any time." Many initiatives in this Legislative Agenda advance the goals of the Strategic Plan.

#### GOALS FOR THE 1999-2001 BIENNIUM

**Fund BadgerLink:** BadgerLink improves access to information resources by funding statewide licenses with vendors for cost effective Internet access to over 4,000 magazines, journals, and newspapers for Wisconsin citizens at their businesses, homes, schools, and libraries. WLA supports state funding for this exciting new service after federal funding expires in December, 1999. Program cost for the biennium:

1999-2000	\$ 836,000	(6 months)
2000-2001	\$ 1,700,000	(12 months)
Total	\$ 2,536,000	(18 months)

**Support and Strengthen University of Wisconsin Library Collections:** The UW libraries, located on twenty-six campuses throughout the State, provide collections and services that are essential to Wisconsin's high-tech industries, businesses, hospitals, and government agencies. WLA recognizes the vital importance of maintaining the specialized information resources that support advanced study and research in Wisconsin and enthusiastically endorses the Regents' request for \$12 million in new funding this biennium for UW library print and electronic collections.

**Increase Public Library System Aids:** These funds provide a wide range of services to Wisconsin residents through their local libraries, including interlibrary loan, programs and grants to enable open access, delivery, automation, central collections, consultation, continuing education, and resource library services. As mandated by 1997 Act 150, passed by the Legislature and signed by the Governor, the Department of Public Instruction has presented a budget funding library systems at 13% of local library expenditures. WLA supports this much needed increase in library system aids and the more equitable system aid formula proposed by the Department in connection with this increase in system aids. Program cost for the biennium:

1999-2000	\$ 18,391,000	Change to base: \$ 5,141,200
2000-2001	\$ 19,494,500	Change to base: \$ 6,244,700
Total	\$ 37,885,500	Change to base: \$11,385,900

**Restore the Common School Fund Income:** WLA endorses the restoration of the full amount of the Common School Fund income to its original purpose, namely "the purchase of library books and other instructional materials for school libraries..." [Wis. Stat. § #43.70(2)]. WLA strongly opposes the use of interest on the Common School Fund for any other purpose.

**Establish a Public Library Lending Incentive Aid Program:** WLA supports an initiative to provide aid to local public libraries which encourages open access for all Wisconsin citizens to those libraries. Program cost for the biennium:

1999-2000	\$ 7,495,500
<u>2000-2001</u>	<u>\$ 7,570,400</u>
Total	\$15,065,900

**Fund State Resource Contracts:** WLA supports full funding for the four contracts: Library for the Blind and Physically Handicapped, Wisconsin Interlibrary Services, Milwaukee Public Library/Interlibrary Loan, and the Cooperative Children's Book Center. Program cost for the biennium:

1999-2000	\$ 1,012,000	Change to base:	\$ 38,300
<u>2000-2001</u>	<u>\$ 1,047,300</u>	<u>Change to base:</u>	<u>\$ 73,600</u>
Total	\$ 2,059,300	Change to base:	\$111,900

**Provide Flexibility in School District Revenue Caps for Educational Technology:** WLA favors legislation providing for flexibility in revenue controls on school districts for the purpose of purchasing computer technology.

**Promote Access to Electronic Information:** WLA endorses efforts to improve access for all libraries and schools to the information superhighway. These include:

**Continue and Improve TEACH Wisconsin:** WLA supports the continued funding of TEACH Wisconsin initiatives including: discounted BadgerNet access for schools and libraries; subsidized loans for telecommunication infrastructure; competitive grants for training and technical assistance; and technology block grants. WLA favors revisions in the TEACH Wisconsin legislation which would make it easier for public libraries and public library systems to participate in this program.

**Open Up the Universal Service Fund:** WLA supports making the rules which govern the use of the Public Service Commission's Universal Service Fund less restrictive, so that schools and public libraries have easier access to this fund for the purpose of low cost telecommunication.

## **ONGOING GOALS**

The Wisconsin Library Association monitors all legislative initiatives as they pertain to library needs and interests. This includes the Common School Fund income and issues related to intellectual freedom, access to information, and confidentiality in the use of library materials and services. WLA supports the Division for Libraries and Community Learning's (DLCL) leadership, staffing levels, and service responsibilities in administering programs that extend and improve library services throughout the state. WLA actively supports efforts to broaden the availability of communications technology for educational and informational purposes. WLA supports open access to state documents and information. WLA recognizes the importance of statewide library resources and their need for statewide support. WLA favors legislation which would expand public library system services to all types of libraries.

TESTIMONY TO THE JOINT FINANCE COMMITTEE  
OF THE WISCONSIN STATE LEGISLATURE  
APRIL 8, 1999, RACINE, WISCONSIN

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I am Jill Hartmann, Acting Director of the Racine Public Library. I am here today to speak in favor of funding for BadgerLink, and for adequate funding of Wisconsin's public library systems. These are two programs that will affect not only my library and the community we serve, but all residents of Wisconsin.

**BadgerLink** is an incredible resource at an extremely economical price. To put the cost of BadgerLink in perspective, I would like to use the Racine Public Library's situation as an example. In 1998, we spent \$10,000 to purchase electronic indexes for magazines and newspapers. This bought us indexing for 400 magazine titles and five national newspapers, compared to the 4,000 magazine titles, 13 Wisconsin newspapers, and 28 national and regional newspaper titles that are indexed by BadgerLink. Moreover, our subscription did not include any full-text, nor did it provide access from school libraries, offices, or homes in our community. In other words, \$10,000 bought us less than one-tenth of the resources that are available with BadgerLink, and that access was available only in the library. Remember, too, that Racine Public Library is one of the larger libraries in the state. Most of the public libraries in Wisconsin are not able to afford even \$10,000 worth of indexing.

At a cost of \$2,536,000 over the next biennium, BadgerLink is an excellent value. By funding this program you will continue to make quality information available to the citizens of Wisconsin, and it is a resource that can be of use to everyone from grade school age on up.

A second program of both local and statewide concern is the level of funding for **public library systems**. These systems were instituted in Wisconsin in 1972 with the goal of providing good access to knowledge, to information resources, and to other library services for all citizens of the state, regardless of the size of their local library, by broadening the funding base for public libraries to include counties and the state, as well as municipalities, and by sharing resources. Since 79% of public libraries in Wisconsin are located in communities with a population of 10,000 or less, the need for cooperation

among libraries and the need for adequate state funding has not diminished. Although technology has facilitated continuous improvements in the process for sharing library materials, there is still a great need for development in the small and medium size libraries in order to provide other services.

In the Lakeshores Library System, comprised of Racine and Walworth Counties, we are especially concerned about improving services to youth and to the disabled. We would like to hire system staff who could obtain grants for programs in these areas, and could also provide training for local library staff. If funding for systems and the formula for distributing it remains as it is, state aid for Lakeshores will be reduced during the next biennium, and we will be cutting system services, rather than expanding them.

In 1998, the legislature passed and the Governor signed a law requiring the Department of Instruction to submit a budget request for system aid at a level equal to 13% of local and county expenditures for library service in the prior year. I urge legislature and the Governor would to abide by that law. The increase in funding will allow Lakeshores and other library systems in Wisconsin to continue improving library services and access to library materials for all residents of the state.

Testimony submitted by

Jill Hartmann

Acting Director

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TESTIMONY TO THE JOINT FINANCE COMMITTEE  
OF THE WISCONSIN STATE LEGISLATURE  
APRIL 8, 1999, RACINE, WISCONSIN

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My name is Mary Ellen Close, and I am the Director of the Community Library, a joint public library created by two towns and three villages in western Kenosha County. I am here today to speak in favor of the Wisconsin Library Association's 1999 Legislative Agenda, which is supported by our library's Board of Trustees.

I would ask for your support as well. **BadgerLink** and **public library system aids** are two funding issues that have a direct impact on our library and on the services we are able to make available to our users.

In the short time we have had BadgerLink available, it has become a valuable and heavily used reference tool. There is no more cost-effective way to provide so many magazine and newspaper titles to so many Wisconsin residents. This is truly a program that benefits everyone.

Wisconsin created its first library systems five years before the Community Library came into existence, and the Kenosha County Library System was born just a few years later. Establishing the system took a lot of hard work; the concept of sharing across municipal and county borders did not come easily to everyone.

In recent years, our library system has come into its own. System dollars have enabled the Community Library to open its doors to all Kenosha County residents, and agreements with other library systems have meant open access across county lines as well. Typically, our residents do not work or shop within the boundaries of our five supporting municipalities. It is important to them that they have access to library services wherever their busy lives take them. Within the past two years, the implementation of the first stages of our *Comprehensive Library Technology Plan for the Kenosha County Library System, 1998-2003*, has made the benefits of system resource sharing even more obvious to all of our library users. In fact, some former non-users have become regular library patrons.

We now have in place a countywide telecommunications network serving all seven public library locations in the county. Everyone has access to a common catalogue of the libraries' holdings, to the Internet, to BadgerLink, and to a variety of other online services. This is just the beginning. If the rapid change in technology of the past few years is any indication, we can look forward to dramatic new improvements in library service in the years to come.

Public library system aids make much of this program possible. A commitment by the State to fund library systems at the 13% index level would ensure our ability to maintain the service level we have now achieved, and to meet the new informational and recreational needs of our citizens.

I urge you to enact the Department of Public Instruction's proposals to increase public library systems aids and to fund BadgerLink at \$2,536,000 over the next biennium.

Testimony submitted by:

Mary Ellen Close, Director

Community Library

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Salem, WI 53168

**TESTIMONY BEFORE THE JOINT FINANCE COMMITTEE**  
**on behalf of Mead Public Library, a department of the City of Sheboygan,**  
**presented at the Committee Hearing of April 8, 1999**

I am Sharon Winkle, Director of Mead Public Library in Sheboygan. And I am here today in order to speak for passage of S.B. 59, relating to library lending incentive aid. This legislation is derived from the deliberations of the Legislative Council's Special Committee on Public Libraries which recommended in its report of May 1997 that such a bill be introduced in the Senate.

**Open Access at Stake**

The immediate purpose of S.B. 59 as stated by the Legislative Reference Bureau is "to provide an incentive to public libraries to lend library materials to persons who reside outside the library's primary service area". But its passage would serve a much more far-reaching goal: that of maintaining the open access to public library services for all Wisconsin residents which is achieved through public library participation in the public library systems established in the state.

That open, or universal, access (which is a matter of statewide concern) may soon end in the Eastern Shores Library System which includes Sheboygan County in its service area. The Mead Public Library Board, the City of Sheboygan's Finance Committee, and the Mayor of the City of Sheboygan may soon find themselves in the unfortunate position of recommending to the Common Council that Sheboygan's Mead Public Library no longer participate in the Eastern Shores Library System. The Library's administrative staff has established a tentative target date of January 1, 2001, for the cessation of that participation.

Of course, this decision would not be taken lightly but only as a last resort if the resolution which the Mead Public Library Board and the City of Sheboygan seek does not develop. This resolution is state and/or local financial support for the library services provided by Mead Public Library to those



4

residents of other area library jurisdictions who regularly and routinely rely on Mead Library as either their primary or supplemental source of public library services.

### The Problem

The problem has its genesis in patterns of library use which have developed over the past twenty years -- since the formation of a public library system to serve the Sheboygan County area. Many residents of communities with libraries in Sheboygan County have come to rely on Mead Public Library as "their library". As stated in a letter dated October 8, 1996, from the President of the Mead Public Library Board to the President of the Kohler Public Library Board:

The Mead Public Library Board is concerned that Mead Public Library has been called upon to provide this service with no financial compensation and with little, if any, opportunity for reciprocal use of the Kohler Public Library [or other area libraries] by Sheboygan residents. Thus Sheboygan residents have been subsidizing public library service for Kohler [and other area] residents.

This is the problem that was brought to my attention soon after my appointment to the position of Library Director in 1991-- the concern that Sheboygan residents who fund Mead Public Library through their property tax payments were, and are, forced to finance the regular and routine use of their library by residents from other library jurisdictions without enough offsetting benefits to even roughly balance the equation. The *Sheboygan Press* of October 4, 1998, presented a good summation of the situation in its editorial which supported supplemental funding for services provided to residents of other library jurisdictions -- "Mead Library Needs Help with Non-Resident Costs" (attached).

I want to be very clear about my statement of the problem:

The Mead Public Library Board does not regard the use made of Mead Library by other area residents as unwelcome. Rather, its point is that Sheboygan residents cannot continue to bear the sole responsibility for funding that service.

Let me also be very clear about the nature of the demand for that service:

Reliance on Sheboygan's Mead Public Library by residents of other area communities with libraries is not something which happens once in awhile. It's not a need which arises only on occasion. Instead, it is service which is called for repeatedly as a matter of routine.

### Statewide Solution Sought

Mead Public Library and the Eastern Shores Library System (at times individually and at times in tandem) have sought to resolve this funding inequity through a variety of means. Over the past six years, three different local committees have intensively reviewed library usage and cost data, the most recent report of which is attached to this testimony. (1997 data are presented in the attached "Excerpts: Report of the *ad hoc* Crossover Borrowing Committee of the Eastern Shores Library System Board, September 10, 15, & 16, 1998.") These committees have suggested solutions in the form of recommendations which the local parties to the problem have not yet found themselves in a position to adopt. However, a recurring theme is the desirability of a statewide solution because similar problems exist in other parts of the state and because the usage patterns which underlie the problem are the result of participation in a public library system.

### Current Alternatives

At this time, the only avenues open to the City of Sheboygan are 1) to continue the current (and longstanding) practice wherein Sheboygan residents pay for the regular and routine use of Mead Public Library by other area residents from communities with libraries, or 2) to withdraw Mead Public Library from participation in the Eastern Shores Library System thereby ceasing to provide the unfunded service. A third alternative -- to reduce Mead Public Library service so that it no longer attracts the use of area residents -- would be laughable if it had not actually been suggested by a representative of one such community.

Neither of the first two alternatives is attractive nor conducive to productive cooperation between the City of Sheboygan and other governmental subdivisions in the county. Neither of them provides a firm foundation on which to further the state's interest in universal access to public library service. And the third alternative flies completely in the face of the reason public library systems were established in the first place -- for the improvement of library service to all their residents.

### S.B. 59 as "Double Incentive"

I regard the adoption of the program outlined in S.B. 59 -- the library lending incentive -- as one of the last chances for maintaining open access to public library service for all residents in the Sheboygan County area. If enacted, the funding S.B. 59 is projected to provide directly to Mead Public Library would allow the Library's administrative staff to recommend that Mead Public Library continue its participation in the Eastern Shores Library System.

Furthermore it would demonstrate the state's position that it is appropriate to compensate public libraries for the services they provide to residents of other library jurisdictions -- leading the way to the possibility of local matching, or supplemental, funds. Thus enactment and implementation of S.B. 59 would not only provide an incentive for public libraries to continue open access but also for municipalities to cooperate, along with the state, in funding crossover use by their residents.

But, most importantly, adoption of S.B. 59 would mean that open access across community boundaries, which is the epitome of interlibrary cooperation, could continue in Wisconsin without placing an undue financial burden on any particular group of the state's residents.

Presented by: Sharon L. Winkle, Director  
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## Mead Library needs help with non-resident costs

The fact that people from all over Sheboygan and Ozaukee counties can borrow books and other materials from any library in the two counties is a good thing.

The fact that crossover borrowers from other cities and villages with libraries in the two-county Eastern Shores Library System are costing the city of Sheboygan more than \$150,000 per year is not.

This is the reason the regional library system and the state are working on ways to reimburse Sheboygan for its costs in serving crossover borrowers.

Townships and other communities without their own libraries are already required under a new state law to reimburse communities with libraries for at least 70 percent of the costs of the circulation of materials.

Sheboygan's Mead Public Library loaned 61,961 items to crossover borrowers last year. In contrast, city residents borrowed only 4,376 items from the other seven libraries in the county.

Eastern Shores is considering a proposal to phase in relief payments to the Sheboygan, Grafton and Mequon libraries from the 10 other libraries in the system. Sheboygan County communities that would pay such relief are Cedar Grove, Elkhart Lake, Kohler, Oostburg, Plymouth, Random Lake and Sheboygan Falls.

The relief, however, would not cover the full costs of crossover borrowing. It would total \$23,413 for all three libraries in 2000, the first year it would be in effect and would increase by \$23,413 per year for five years.

More help for libraries like Mead in paying for non-resident borrowing (both from communi-

ties with and without their own libraries) could be provided if the state Legislature approves a bill introduced last session by former Sen. Cal Potter's Legislative Council. That bill would reimburse districts by up to 50 cents for each book or item borrowed by a non-resident. Based on 1997 circulation, this could mean an additional \$112,631 for Mead Library, according to Sharon Winkle, director of the library.

Potter, who is now the state Department of Public Instruction's assistant superintendent for libraries and community learning, said his department will push for the state subsidy for non-borrowers in the next state budget.

It's important to Mead and city of Sheboygan taxpayers that both the Eastern Shores payments and state payments are OK'd.

The library got no budget increase from the city in 1998, Winkle said. In order to deal with wage increases, Winkle had to increase fees on overdue materials, eliminate an administrative position and cut back on overtime. For next year, the 1.5 percent budget increase leaves the library with a \$53,000 shortfall, she said.

Continued budget shortfalls could force the library to close 9 1/2 more days each year or make other cutbacks in service, according to Winkle.

All of us would lose in such service cutbacks.

Compensation from the Eastern Shores System and the state for the costs of serving non-resident borrowers would help the library maintain a high level of services.

And it would be the fairest way to pay for providing books and materials to the non-residents.

*Press editorials express the views of the newspaper's editorial board. Readers are encouraged to comment on editorials through letters to the editor.*

Excerpts:

REPORT OF THE *AD HOC*  
CROSSOVER BORROWING  
COMMITTEE

OF THE  
EASTERN SHORES  
LIBRARY SYSTEM BOARD

September 10, 15, & 16, 1998

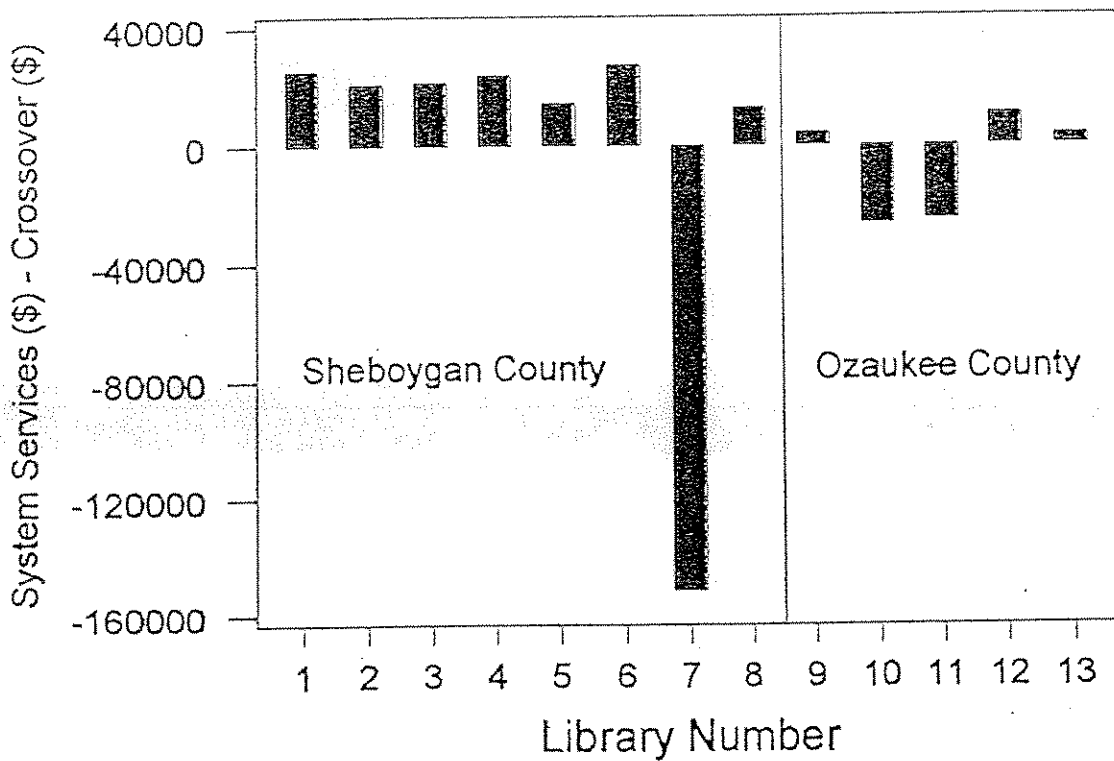
Example: Net Cross-over at Libraries ( 1997 Data)

	Cross-over borrowing by Muni.Residents	Cross-over use at Library	Difference
1 Cedar Grove	3,946	958	2,988
2 Elkhart Lake	3,977	15	3,962
3 Kohler	18,715	1,235	17,480
4 Oostburg	6,215	382	5,833
5 Plymouth	12,582	4,953	7,629
6 Random Lake	9,673	340	9,333
7 Sheboygan	4,376	61,961	(57,585)
8 Sheboygan Falls	18,225	8,787	9,438
9 Cedarburg	38,748	16,326	22,422
10 Grafton	23,251	37,874	(14,623)
11 Mequon	7,975	17,058	(9,083)
12 Port Washington	14,254	12,189	2,071
13 Saukville	11,145	11,004	141
Subtotal	173,082	173,082	0
Bookmobile	3,429	3,429	
Total	176,511	176,511	0

## Value of System Benefits and Crossover Costs by Library (1997)

Library	A Value	B Crossover	A - B Difference
Cedar Grove	\$26,833	\$1,280	\$25,553
Elkhart Lake	20,994	39	20,955
Kohler	23,814	2,040	21,774
Oostburg	25,564	480	24,084
Plymouth	28,867	14,422	14,445
Random Lake	28360	744	27,616
Sheboygan	<i>86,590</i>	<i>238,380</i>	<i>-151,790</i>
Sheb. Falls	28,273	15,325	12,948
Cedarburg	35,350	30,959	4,391
Grafton	<i>40,162</i>	<i>66,484</i>	<i>-26,322</i>
Mequon	<i>26,191</i>	<i>51,248</i>	<i>-25,057</i>
P. Washington	29,683	18,888	10,795
Saukville	24,718	21,361	3,357

## Value of System Services less Crossover Costs Eastern Shores System by Library ( 1997)



tj.peneski

### Sheboygan County

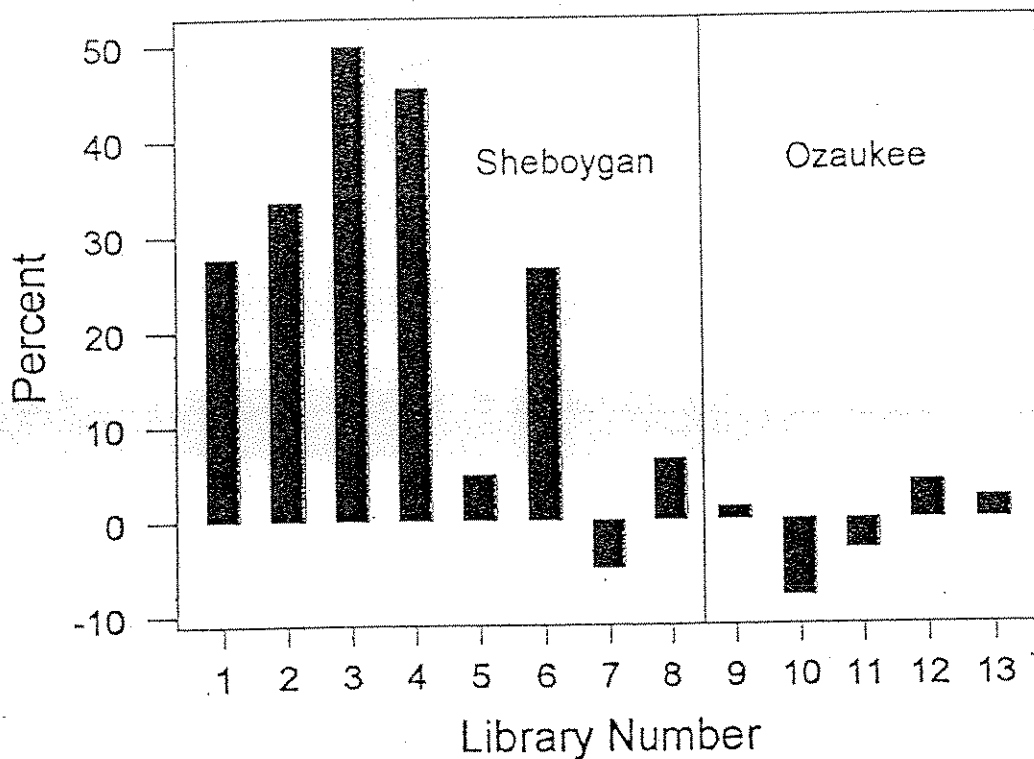
1. Cedar Grove Public Library
2. Eikhart Lake Public Library
3. Kohler Public Library
4. Oostburg Public Library
5. Plymouth Public Library
6. Lakeview Community Library
7. Mead Public Library
8. Sheboygan Falls Memorial Library

### Ozaukee County

9. Cedarburg Public Library
10. U.S.S. Liberty Memorial Public Library
11. F.L. Weyenberg Library of Mequon-Thiensville
12. W.J. Niederkorn Library
13. Oscar Grady Public Library



## Value of System Services - Crossover Costs (1997) Percent of Operating Budget by Library



lj.penesid  
Eastern Shores Library System

### Sheboygan County

1. Cedar Grove Public Library
2. Elkhart Lake Public Library
3. Kohler Public Library
4. Oostburg Public Library
5. Plymouth Public Library
6. Lakeview Community Library
7. Mead Public Library
8. Sheboygan Falls Memorial Library

### Ozaukee County

9. Cedarburg Public Library
10. U.S.S. Liberty Memorial Public Library
11. F.L. Weyenberg Library of Mequon-Thiensville
12. W.J. Niederkorn Library
13. Oscar Grady Public Library

Net Municipal Resident Use of Libraries Seeking Cross-Over  
Relief

<u>Library</u>	<u>Mead</u>	<u>Grafton</u>	<u>Mequon</u>
Cedar Grove	2,146	190	13
Elk. Lake	2,018	0	0
Kohler	13,885	0	0
Oostburg	5,628	3	4
Plymouth	11,779	0	0
Random Lake	4,891	96	115
Sheboygan	0	-372	-195
Sheb. Falls	14,086	4	0
Cedarburg	486	15,002	7,379
Grafton	372	0	1,393
Mequon	195	-1,393	0
P. Washington	1,827	2,386	702
Saukville	272	-1,293	-328



KENOSHA AREA BUSINESS ALLIANCE  
Representing  
Manufacturers, Commerce & Development

**Joint Finance Committee Hearing**  
**Case High School**  
**Racine, Wisconsin**  
April 8, 1999

The Kenosha Area Business Alliance is the lead economic development organization in Kenosha County. Its 500 members represent major business and industry, units of government, school districts and others throughout Kenosha County. We thank you for the opportunity to speak today in support of the governor's budget. We wish to call attention to four items.

1. The \$1.0 million **Advanced Technology Training Funds Grant** for the Southeast Wisconsin Regional Consortium for Education and Workforce Development
2. Allowing the UW **Board of Regents set university tuition limits**
3. The coordination of all school-to-work funding initiatives under a **Work-Based Learning Board**.
4. **Education System Improvements.**

Regarding the \$1.0 million **Advanced Technology Program**, upgrading current workforce skills in manufacturing and technology is reaching a critical level as the manufacturing base in this region and in Kenosha County, in particular, outpace most counties in Wisconsin. Looking to the next generation of employees and managers, we must attract more young people to careers in manufacturing and technology.

Within the Consortium, we are pleased with the leadership of U.W.-Parkside's new chancellor, Dr. Jack Keating, Gateway Technical College, the school systems and business communities in both Kenosha and Racine Counties. Parkside partners with the Small Business Development Centers. Gateway's incoming president brings a wealth of experience linking education with the business community. This Consortium is determined to bring innovative and effective training and education to young people and our maturing manufacturing workforce. The Advanced Technology Program is vital for maintaining the track record of attracting new business to the region and for keeping our existing businesses competitive in a world marketplace.

The second area is allowing the **Board of Regents to set tuition**. Of tuition charges at Big 10 schools, Wisconsin ranks 9th. The Regents can ensure competitiveness with this authority.

The third area is establishing the Governor's **Work-Based Learning Board**. Currently, funds administered throughout the state by various agencies lead to duplication of programs and administrative expense. We believe the Board can streamline delivery of funds to better prepare all students for the multitude of careers available to them.

Beyond these, the Kenosha Area Business Alliance members wish to voice support for **TEACH grants** that bring internet service to more schools and institutions throughout the state.

We support the **SAGE** program that lowers the class-size in kindergarten through third grades in schools with a high percentage of low-income students. Our own KABA mentor program that matches 100 at-risk, third-grade students, with role models from the business community is demonstrating that focused attention at this grade level is helping build a foundation of skills that will result in reduced dropout rates once these youngsters reach high school.

Finally, we applaud every effort to strengthen **teacher training and licensure**. The skill sets demanded of young people today are markedly different from less than a generation ago and continue to change rapidly. We must ensure the skills of teachers keep pace.

Thank you.

Birge Whitmore  
Director of Education  
Kenosha Area Business Alliance

414/605-1100

## SPECIAL EDUCATION FUNDING

**Mr. Chairman and Members of the Joint Finance Committee:**

Allow me to preface my presentation with the following remarks as to my observation as a member of a local governmental body as to what is happening in government in general when it comes to financial responsibility and the financial burden. What I call "**the shuffle, shift and shaft dance**".

In a mad rush to delegate the responsibilities to the "lowest level of local government" – **DEVOLUTION REVOLUTION** – both the Federal and the State governments are working in overdrive! There is not an issue or a problem that both the Federal and the State government politicians/bureaucrats are not advocating that the best solution is to delegate the responsibility to the Counties. The fiscal mechanism for the Federal government is **Block Grants**. For State government it is a mixture of '**payments in lieu of**' or **State Aid**. The main problem with both Block Grants and State Aid to Counties is the ever elusive "**grant formula**". There is neither a rhyme nor quite often the reason as to the convoluted way these formulas are structured. More often than not, **the result is that smaller rural counties are left with very little money to implement the mandates from both the Federal and State governments**. Simply put, the Federal Government has the money! the State government has the power!, and the Counties are left to pay! and solve the problems created by the Federal and State mandates on a shoestring budget that is derived from **none other than, property taxes**.

My Name is Peter Wenglowsky, and I am a Member of Walworth County Board (CDEB) and the Chairman of Walworth County Children with Disabilities Education Board. Walworth County CDEB serves 1,565 of our most vulnerable citizens – Children with disabilities from the age of 3 to the age of 21.

Walworth County operates one of the 4 remaining schools in this Sate that serves this segment of our population. The other 3 counties are Racine, Brown and Calumet Counties. However, all four counties operate these schools in a structure that in each case is very unique. Walworth County as County Government, levies through its general levy for the operations of the school with supplemental State aid formula. The County Board elects 5 members from among themselves to serve as the School Board for Children with Disabilities.

**At this time I would like to draw your attention the two main issues of State funding for Walworth County Children with Disabilities School.**

**FIRST:**

**The current categorical aid reimbursement**

In the mid - 70's the State made commitments to special education funding with a '**sum certain**' formula of 63%. Later the State changed that commitment to a funding formula based on a '**sum sufficient**' which has dwindled down to a current level of mere 35%.

At the same time the Federal government initially made a commitment to supplement special education funding up to 40% of **which only less than 10%** has been realized thus far. The further erosion of this meager 10% occurs when these funds come through the State where the State keeps funds for the '**State discretionary purposes**' and only then the rest of the district receive their fair share of that ever elusive grant formula.

**SECOND:**

**2/3 State Funding**

The State's 2/3 funding law has not included the Walworth County special education school in the State biennium budget. Once again, Walworth County will be losing out **\$1,149,000 each year**.

Thus far, the County has been unable to determine as to why the special education schools have not been 2/3 funded as the rest of the schools in the State? We have sought those answers from our legislators and education officials with the same answer from both "**we don't know**"? Certainly the State makes exceptions for charter schools, the State School for the deaf, the alternative high schools and perhaps others.

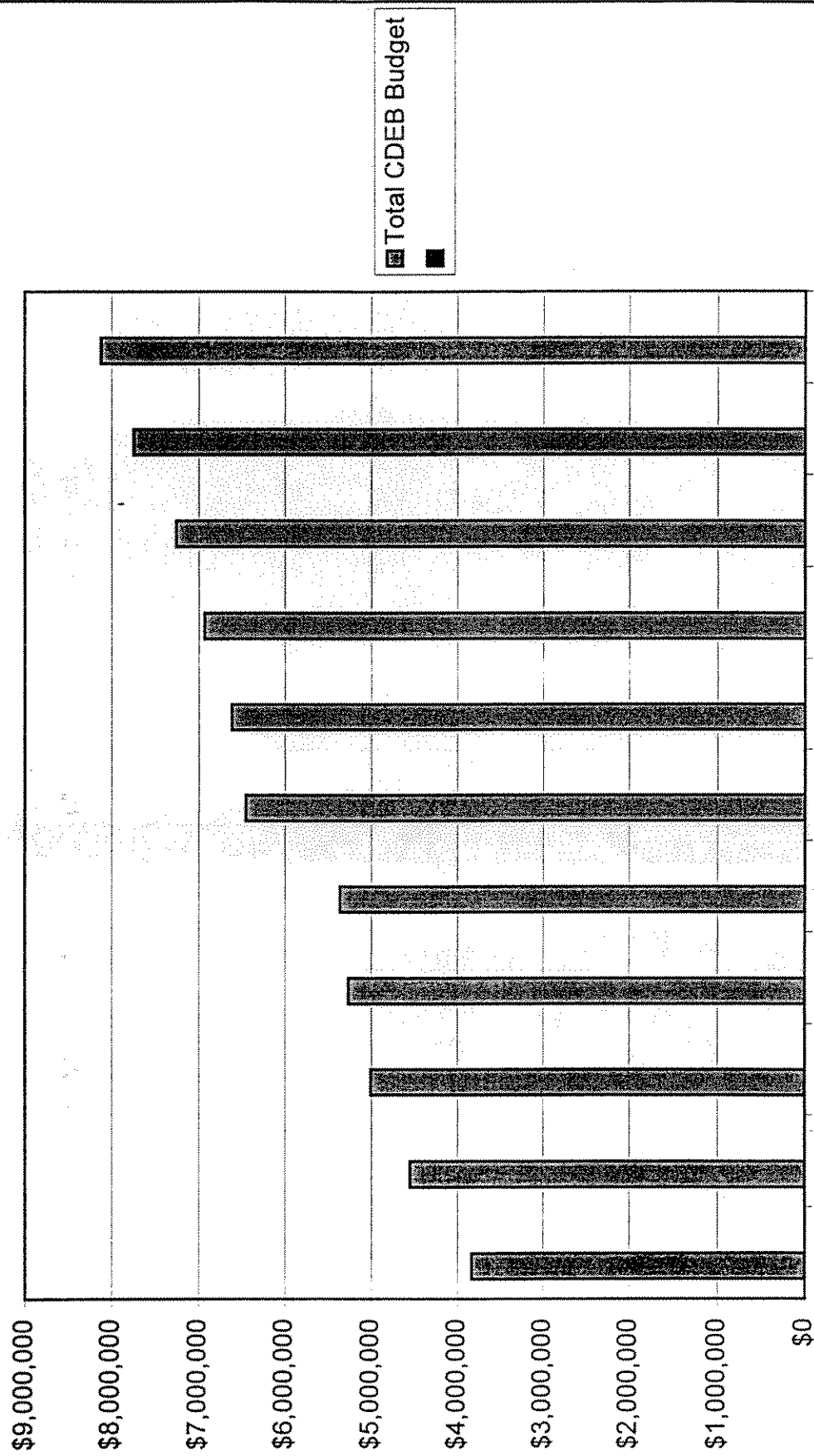
So the question to you at this time is **WHY NOT**, 2/3 funding for counties that operate schools for children with disabilities?

**IN SUMMARY:**

Program costs for Walworth County Children with Disabilities Education Board have risen from \$3,834,858 in 1989 to \$8,118,059 in 1999. **In 10 years our expenditure has more than doubled.**

The counties that have retained the responsibility and are providing a **county-wide** special education services have demonstrated the efficiency and economies of scale in providing these services as opposed to burdening each school district with the enormous financial investments in starting up these programs. The County special education programs should be funded – no less than the funding received by all other Wisconsin school districts. Given the State and Federal mandates, and Supreme Court decisions....indeed the County should be receiving more funding.

# Ten Year CDEB Program Costs



## REMARKS TO THE JOINT COMMITTEE ON FINANCE

April 8, 1999

### RICHARD REHBERG, CHAIR RACINE COUNTY EXTENSION COMMITTEE

Thank you, Senator Burke (Representative Gard). My name is Richard Rehberg. I am chair of the Racine County Extension Committee. I am also a retired farmer in Racine County. I appreciate the opportunity to address the Committee in support of the proposed UW Budget in general and the UW-Extension budget in particular.

I am a staunch advocate of the Wisconsin Idea and University Extension. I have spent the last 15 years serving on Racine County's University Extension Committee, working to see that the resources of this great University System are shared with all of the state's citizens.

The Racine County Extension Committee supports the UW budget for two primary reasons. The first is that it maintains the UW's base budget; the second is it in part addresses an adequate compensation package for UW faculty and staff.

There are several reasons why a stable base budget is important for UW-Extension:

1. A stable base budget allows Extension to maintain its on-going educational collaborations with campuses like UW-Parkside and UW-Milwaukee and county governments in Racine, Kenosha and other 70 Wisconsin counties. For example, a strong relationship exists between UW-Extension in Racine and Kenosha Counties and UW-Parkside. This relationship has resulted in numerous collaborative efforts including a UW-Extension cross-divisional grant, which includes the Kenosha-Racine Small Business Development Center, to plan a "Community Research Institute" to serve the research and data needs of local government, nonprofit organizations, and small business.
2. A stable base budget allows UW-Extension to establish new partnerships which can expand the access of the UW to more of our citizens. In collaboration with Racine County Human Services, 330 participants attended parent education



classes and support groups. 23,000 low income children and their families received nutrition education through the Racine/Kenosha Nutrition Education Program.

3. A stable base budget helps UW-Extension to respond to new and emerging needs. A good example is the educational assistance UW-Extension is providing to local government. In Racine County UW Extension has collaborated with Emergency Management to host a number of Y2K forums to help local government, clergy, and citizens better understand the Y2K issue and consider ways in which they can decide for themselves the best course of action.

In addition, Racine County UW-Extension has worked with a number of local municipalities on issues related to land use, planning, community image, and impacts of development. For example, UW-Extension has helped the Village of Union Grove's Planning Commission think about community design elements and methods to develop a community sign ordinance. In addition, UW-Extension has assisted the Town of Caledonia consider impacts of growth, impact fees, and cost of development.

Another need identified locally is food security. Racine County UW-Extension has played an integral role in this issue - conducting research to define the need, assisting groups actively working to attract a grocery to the inner-city, and hosting a Community Food Forum which resulted in new action teams working on a variety of projects. These projects include community gardening, assisting small grocers to better serve their neighbors, and the larger issue of food policy.

4. A stable base budget helps UW-Extension to obtain additional federal resources for its programs. For example, UW-Extension in Racine and Kenosha played a significant part in developing the Neighborhood University Alliance project housed at UW-Parkside. This project, funded by the Department of Housing and Urban Development, links UW-Extension offices in Racine and Kenosha Counties, neighborhood centers in each community, community members, and

UW-Parkside in an effort to address issues identified by community members in two distressed neighborhoods.

Of course, we need to recruit - and RETAIN - quality faculty and staff to carry out these valuable extension programs. We need to be competitive with other states and universities. That's why we ask that you support a fully funded extension staff 5.2% pay plan for the University.

Please give your support to the UW-Extension and to the UW System budget. My fellow local government officials and I will be grateful. And we will continue to take advantage of our access to the UW's resources and expertise available through county and campus extension.

Thank you for allowing me to appear before you. I'd be happy to respond to any questions that you might have.