

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date: 05/21/19 **Approx Start Time:** 2:00 PM **Approx Length:** 30

min Presentation Title: Library District Task Force Proposal

Department: Business and Community Services

Presenters: Laura Zentner, BCS Director
 Greg Williams, BCS Deputy Director
 Kathryn Kohl, Library Network Manager

Other Invitees: Al Matecko, Chair, Library District Advisory Committee (LDAC)
 Maureen Cole, Director, Oregon City Public Library and Chair, LINCC
 Directors Group

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Review and approval of the Library District Task Force proposal, including approval to move forward with organizing and convening the Task Force.

EXECUTIVE SUMMARY

In October 2017, the City of Gladstone and Clackamas County entered into a Settlement Agreement which resolved ongoing litigation regarding construction of library facilities and provision of library services for the residents of the Gladstone and Oak Lodge library service areas.

During discussions related to the implementation of the Settlement Agreement, the Board of County Commissioners considered certain changes to both the Library District Master Order and the Library District Master IGA. Various library stakeholders expressed concerns regarding the consistency of these changes with the original purposes of the Library District, as well as the potential impact of these proposed changes on library services throughout the Library District. During the same period, LINCC Library Directors identified concerns related to the long-term sufficiency of Library District funding and the long-term sustainability of library services throughout the County.

In March 2018, the Board of County Commissioners authorized the creation of two Task Forces. The first of these Task Forces, the Settlement Agreement Implementation Task Force, was a smaller group charged with recommending the minimum changes necessary to the Library District Master Order and/or Library District Master IGA in order to implement the Settlement Agreement between the County and the City of Gladstone, and to facilitate construction of new library facilities for the Gladstone and Oak Lodge service areas. The Settlement Agreement Implementation Task Force completed its work in June, 2018, and the Master IGA amendments recommended by the group were approved by all Library Cities (except the City of Canby) and the Board in November, 2018.

The second Task Force approved by the Board, the Library District Task Force, was a larger group charged with examining a wider variety of issues faced by the District, including (but not limited to) sufficiency and sustainability of library funding to address both capital and operational

needs, permissible uses of District funds, and evaluation of service standards. While the Settlement Agreement Implementation Task Force conducted and completed its work, BCS staff also worked regularly and extensively with the Library District Advisory Committee and the LINCC Directors Group to discuss, craft, and refine the proposal for the Library District Task Force. Feedback from several Library Cities has also been incorporated. One of the key elements of the Task Force proposal is the involvement of multiple stakeholders from all Library Service providers, including City Managers, elected officials, Library Directors, LDAC Representatives, Library Board Members, and/or District residents.

At their April meeting, the Library District Advisory Committee (made up of citizen representatives from every service provider within the Library District) unanimously voted to recommend the Board approve the Library District Task Force proposal.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? YES NO

What is the cost? BCS estimates costs of up to \$15,000 for facilitation services, as well as significant staff time and resources for coordination efforts.

What are the funding sources? General Fund, via the Library Network Office budget.

STRATEGIC PLAN ALIGNMENT:

- **How does this item align with your Department’s Strategic Business Plan goals?**
One of the purposes/goals of the BCS Shared Library Services program is to provide administrative support services to libraries in Clackamas County so they can collaborate together as a Library District. BCS efforts, in conjunction with PGA, to support and coordinate the Library District Task Force supports this goal.
- **How does this item align with the County’s Performance Clackamas goals?**
By involving multiple stakeholders from multiple jurisdictions, the Library District Task Force supports the County’s strategic goal of Building Public Trust through Good Government.

LEGAL/POLICY REQUIREMENTS:

Any changes to the Library District Master IGA, Library District Master Order, or Library City Capital IGAs would require the approval of the Board of County Commissioners, as well as approval of one or more Library Cities.

PUBLIC/GOVERNMENTAL PARTICIPATION:

The proposal was developed in collaboration with the Library District Advisory Committee and LINCC Library Directors. Feedback from multiple Library Cities, BCS, and individual library boards has also been incorporated.

We anticipate the Library District Task Force will involve robust public engagement, as well as participation by all City partners.

OPTIONS:

1. Approve the Library District Task Force proposal, and direct BCS staff to move forward with organizing and convening the Library District Task Force.
2. Provide alternate direction.

RECOMMENDATION:

Staff respectfully recommends Option 1.

ATTACHMENTS:

- Attachment 1 – Library District Task Force Proposal

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval _____

County Administrator Approval _____



For information on this issue or copies of attachments,
please contact Laura Zentner @ 503-742-4351
or Greg Williams @ 503-742-4399.

Library District Task Force



BACKGROUND

In October 2017, the City of Gladstone and Clackamas County entered into a Settlement Agreement which resolved ongoing litigation regarding construction of library facilities and provision of library services for the residents of the Gladstone and Oak Lodge library service areas.

During discussions related to the implementation of the Settlement Agreement, the Board of County Commissioners considered certain changes to both the Library District Master Order and the Library District Master IGA. Various library stakeholders expressed concerns regarding the consistency of these changes with the original purposes of the Library District, as well as the potential impact of these proposed changes on library services throughout the Library District. During the same period, LINCC Library Directors identified concerns related to the long-term sufficiency of Library District funding and the long-term sustainability of library services throughout the County (please see Appendix A).

In March 2018, the Board of County Commissioners authorized the creation of a Library District Task Force to examine these areas of concern, including (but not limited to) sufficiency and sustainability of library funding to address both capital and operational needs, permissible uses of District funds, and evaluation of service standards. In subsequent discussions with the Library District Advisory Committee (LDAC), LINCC Library Directors, and City officials, additional topics to be discussed by the Library District Task Force were suggested, including (but not limited to) equity of the current District funding formula, challenges in capital funding, and evaluation of current service area boundaries.

LIBRARY DISTRICT TASK FORCE CHARGES

The Library District Task Force will be charged with the following purposes:

- 1) To identify current and future challenges facing the Clackamas County Library District. It is anticipated the Library District Task Force will focus on three primary areas: provision of library services, sufficiency and sustainability of library funding, and governance of the Library District.
- 2) To develop the charges for and receive the reports and recommendations of three standing subcommittees, as follows.
 - a. Library Services Subcommittee
 - b. Library Funding Subcommittee
 - c. District Governance Subcommittee

- 3) To develop the charges for and receive the reports and recommendations of any additional subcommittees deemed necessary by the Library District Task Force.
- 4) To submit a final report to the Board of County Commissioners (in their dual role as Board of County Commissioners and Library District Governing Board) containing recommendations to ensure the long-term, sustainable delivery of quality library service to the residents of the Clackamas County Library District.
- 5) To determine and adopt such rules or procedures as are necessary to facilitate the work of the Library District Task Force and its subcommittees, consistent with the Clackamas County Advisory Body & Volunteer Code of Conduct Policy and Oregon Public Meetings Law.

LIBRARY DISTRICT TASK FORCE MEMBERSHIP AND VOTING

The Library District Task Force will consist of up to twenty-nine (29) members, appointed and voting as follows:

- The Library Service Providers of Canby, Estacada, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oak Lodge, Oregon City, Sandy, West Linn, and Wilsonville may appoint up to two members each.
 - Each Library Service Provider shall have one vote on the Task Force.
- Unincorporated areas of Clackamas County will be represented by two members.
 - This stakeholder group shall have one vote on the Task Force.
- LINCC Library Services (Network), as provider of centralized services and support to all District libraries, shall appoint one non-voting member.
- The current Chair of the LINCC Directors Group shall serve as an ex-officio, non-voting member.
- The current Chair of the Library District Advisory Committee (LDAC) shall serve as an ex-officio, non-voting member.

Task Force membership and voting rights are summarized in the table below:

STAKEHOLDER	MAX # OF MEMBERS	# OF VOTES
Canby	2	1
Estacada	2	1
Gladstone	2	1
Happy Valley	2	1
Lake Oswego	2	1
Milwaukie	2	1
Molalla	2	1
Oak Lodge	2	1
Oregon City	2	1

Sandy	2	1
West Linn	2	1
Wilsonville	2	1
Unincorporated Clackamas County	2 (residents of unincorporated Clackamas County)	1
LINCC Library Services (Library Network)	1	Non-voting
LINCC Directors Group	1 (LINCC Directors Group Chair)	Non-voting
LDAC	1 (LDAC Chair)	Non-voting
TOTAL	29 (max)	13

While each Library Service Provider is free to appoint its own representatives, it is recommended that Library District Task Force appointments are drawn from City Managers, elected officials, Library Directors, LDAC Representatives, and/or Library Board Members.

Recruitment of residents from unincorporated Clackamas County will be coordinated by Public and Government Affairs (PGA) utilizing the County’s standard Advisory Board and Committee recruitment process. Evaluation of candidates will be conducted by a Selection Committee consisting of the LDAC Chair, and two representatives from Clackamas County Business and Community Services. The Selection Committee will forward recommended candidates to the Board of County Commissioners for evaluation and appointment.

SUBCOMMITTEE CHARGES

The Library District Task Force shall have three standing subcommittees:

- Library Services Subcommittee
While the Library District Task Force shall be empowered to develop the final charge(s) of the Library Services subcommittee, it is anticipated that this subcommittee would address topics such as:
 - *What services do District residents need from their libraries, both now and in the future?*
 - *What are the core services and service levels all District residents should receive?*
 - *How should service levels and service delivery be measured?*
 - *What services are best provided locally, and what services should be provided/supported centrally?*

- Library Funding Subcommittee

While the Library District Task Force shall be empowered to develop the final charge(s) of the Library Funding Subcommittee, it is anticipated that this subcommittee would address topics such as:

- *What levels of funding are required to sustainably address operational needs District-wide?*
- *What levels of funding are required to sustainably address capital needs District-wide?*
- *Are current funding sources and levels (District and local) sufficient to address operational and capital needs, both now and in the future?*
- *What are the mechanics and options for creating service area capital districts?*
- *How can insufficient, unsustainable, or unequitable funding levels be addressed?*
- *What should be permissible uses of District funds?*
- *Do the current service area boundaries meet the needs of the District?*
- *Does the current distribution formula meet the needs of the District?*

It is anticipated that this subcommittee would not convene until the work of the Library Services Subcommittee has been completed, and its work would be informed by the work of the Library Services Subcommittee.

- District Governance Subcommittee

While the Library District Task Force will be empowered to develop the final charge(s) of the District Governance Subcommittee, it is anticipated that this subcommittee would address topics such as:

- *Are changes to the Master Order, Master IGA, and/or Capital IGAs needed?*
- *How do we ensure core services are provided and desired outcomes are achieved District-wide?*
- *How are issues of District-wide impact discussed and decisions made?*
- *What should the role of the Library District Advisory Committee be?*
- *Do suggested changes make voter approval necessary or desirable?*

It is anticipated that the District Governance Subcommittee would not convene until the work of the Library Funding Subcommittee has been completed, and its work would be informed by the recommendations of the Library Services Subcommittee and the Library Funding Subcommittee.

SUBCOMMITTEE MEMBERSHIP AND VOTING

Each subcommittee will consist of up to twenty-nine (29) members, appointed and voting as follows:

- The Library Service Providers of Canby, Estacada, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oak Lodge, Oregon City, Sandy, West Linn, and Wilsonville may appoint up to two members each.
 - Each Library Service Provider shall have one vote on each subcommittee.
- Unincorporated areas of Clackamas County will be represented by two members.
 - This stakeholder group shall have one vote on each subcommittee.
- LINCC Library Services (Library Network), as provider of centralized services and support to all District libraries, shall appoint one non-voting member.
- The LINCC Directors Group shall appoint one non-voting member.
- The Library District Advisory Committee (LDAC) shall appoint one non-voting member.

Subcommittee membership and voting rights are summarized in the table below:

STAKEHOLDER	MAX # OF MEMBERS	# OF VOTES
Canby	2	1
Estacada	2	1
Gladstone	2	1
Happy Valley	2	1
Lake Oswego	2	1
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Oregon City	2	1
Sandy	2	1
West Linn	2	1
Wilsonville	2	1
Unincorporated Clackamas County	2 (residents of unincorporated Clackamas County)	1
LINCC Library Services (Library Network)	1	Non-voting
LDAC	1 (LDAC appointee)	Non-voting
LINCC Directors Group	1 (LINCC Directors Group appointee)	Non-voting
TOTAL	29 (max)	13

While each Library Service Provider is free to appoint its own representatives to subcommittees, it is recommended that subcommittee appointments are drawn from City Managers, elected officials, Library Directors, LDAC Representatives, Library Board Members, and/or District residents.

It is also recommended that stakeholders appoint members with particular subject matter expertise to individual subcommittees. For example, Library Directors' expertise in the provision and management of library services would likely be particularly useful on the Library Services Subcommittee.

Recruitment of residents from unincorporated Clackamas County will be coordinated by Public and Government Affairs (PGA) utilizing the County's standard Advisory Board and Committee recruitment process. Evaluation of candidates will be conducted by a Selection Committee consisting of the LDAC Chair and two representatives from Clackamas County Business and Community Services. The Selection Committee will forward recommended candidates to the Board of County Commissioners for evaluation and appointment.

ANTICIPATED TIMELINE

It is anticipated that the Library District Task Force process (including all preparatory work) will last approximately 18 months, with the Task Force and Subcommittees meeting periodically and regularly over a period of approximately 12 months. The Library District Task Force process will be divided into four distinct phases, namely:

- Phase 1 (approx. 5 months) – Preparation
- Phase 2 (approx. 3 months) – Engagement and Outreach
- Phase 3 (approx. 9 months) – Library District Task Force and Subcommittee Work
- Phase 4 (approx. 3 months) – Preparation and Submission of Final Report

Please see below for a more detailed timeline. All timelines are estimates.

Library District Task Force - Anticipated Timeline (dates subject to change)

PHASE 1 - PREPARATION

During this initial phase, the Library District Task Force proposal will be finalized, Board approval will be obtained, and various efforts to gather and produce information the Task Force will need to conduct its work will be completed.

Jan - Apr
2019

FINALIZE PROPOSAL

- *Business and Community Services (BCS) will work with the Library District Advisory Committee (LDAC) and LINCC Directors Group to finalize the Library District Task Force proposal.*

Feb - Jun
2019

LINCC STRATEGIC PRIORITIES

- *LINCC Directors Group and BCS will complete their work on a District-wide Strategic Priorities document.*

May
2019

PRESENT PROPOSAL TO THE BOARD OF COUNTY COMMISSIONERS

- *BCS will schedule a Policy Session to seek approval from the Board of County Commissioners (BCC) to proceed with the Library District Task Force proposal.*

Mar - Jul
2019

2017 - 2018 ANNUAL PROGRESS REPORTS

- *LDAC will revise the Annual Progress Report (APR) form for collection of 2017 - 2018 data.*
- *LINCC Directors Group and Local Library Boards will prepare and submit 2017 - 2018 APR data for LDAC evaluation.*

PHASE 2 - ENGAGEMENT AND OUTREACH

During this phase, engagement and outreach efforts will be conducted to solicit stakeholder feedback and educate potential Library District Task Force participants and the broader public about the Clackamas County Library District.

Jul - Aug
2019

ONLINE LIBRARY SERVICES SURVEY

- *BCS and Public and Government Affairs (PGA), in conjunction with LINCC Directors Group, will develop an online survey to get feedback from County residents on library services. The survey will be distributed via multiple channels, including social media and the LINCC catalog.*

May - Jul
2019

CITY PARTNER OUTREACH

- *BCS will present information about the Library District Task Force to the City Managers Group.*
- *As requested, BCS will present to individual Local Library Boards and City Councils about the Task Force.*

Jul - Sept
2019

EDUCATION/FEEDBACK SESSIONS

- *BCS, PGA, and LINCC Directors Group will develop and present two facilitated public information sessions designed to inform stakeholders about the District's current structure and operation.*
- *Sessions will also allow attendees to provide feedback to help inform the Library District Task Force's future work.*

PHASE 3 - LIBRARY DISTRICT TASK FORCE AND SUBCOMMITTEE WORK

During this phase, the Library District Task Force and its subcommittees will conduct research, engage in discussions, and formulate the recommendations which will eventually be provided to the Board of County Commissioners.

Sept - Oct
2019

TASK FORCE KICKOFF

- *The Library District Task Force will meet at least once to develop rules and procedures, to finalize subcommittee charges, and to make initial subcommittee appointments.*

Oct - Dec
2019

LIBRARY SERVICES SUBCOMMITTEE

- *The Library Services Subcommittee will meet a sufficient number of times to properly prepare recommendations for the Library District Task Force.*
- *The Library District Task Force will meet at least once to receive and consider the recommendations/report of the Library Services Subcommittee.*

Jan - Mar
2020

LIBRARY FUNDING SUBCOMMITTEE

- *The Library Funding Subcommittee will meet a sufficient number of times to properly prepare recommendations for the Library District Task Force.*
- *The Library District Task Force will meet at least once to receive and consider the recommendations/report of the Library Funding Subcommittee.*

Apr - Jun
2020

DISTRICT GOVERNANCE SUBCOMMITTEE

- *The District Governance Subcommittee will meet a sufficient number of times to properly prepare recommendations for the Library District Task Force.*
- *The Library District Task Force will meet at least once to receive and consider the recommendations/report of the District Governance Subcommittee.*

PHASE 4 - PREPARATION AND SUBMISSION OF FINAL REPORT

During this phase, the Library District Task Force will produce a final report to be presented to the Board of County Commissioners.

Jul - Aug
2020

PREPARATION OF FINAL REPORT

- *The Library District Task Force will meet at least once to synthesize and prepare final recommendations/report.*
- *LDAC will have an opportunity to review the final Library District Task Force report, and prepare a supplementary report, before the Task Force's report is presented to the BCC.*

Sept
2020

PRESENTATION OF FINAL REPORT TO BCC

- *BCS will schedule a Policy Session during which the Library District Task Force's final report/recommendations, as well as any supplemental report prepared by LDAC, will be presented to the Board of County Commissioners.*

APPENDIX A

On January 19, 2018, the LINCC Directors Group presented the following memo to the Library District Advisory Committee.

TO: LDAC Representatives
FR: Directors, Clackamas County Libraries (LINCC)
DT: January 19, 2018
RE: Library District

Recently there has been a good deal of discussion within local public meetings and in the media about proposed changes to both the Clackamas County Library District Master Order and the Master Cooperative Intergovernmental Agreement.

The Directors of Clackamas County Libraries fully support and welcome public discussion of these proposed changes. We do not advocate for any particular outcome. We do, however, want to provide our perspective with a goal of informing public discussion and providing additional context for some of the issues and concerns that have emerged. Specifically, we'd like to offer a brief assessment of the strengths of the current District structure, as well as some of the current and future challenges that concern us.

LIBRARY DISTRICT STRENGTHS

- **A collaborative, supportive library cooperative**

While the governance and funding structures have changed over time, the libraries of the Clackamas County Library District have been successfully collaborating and supporting each other for decades.

Our libraries have established committees that have worked to regularly refine guidelines and procedures to maximize consistency, efficiency, and patron-focused service across the District.

One example of this cooperation is that libraries have agreed to collection development guidelines. This helps to ensure that libraries can share collections, and that no single library will bear an undue burden to provide materials for other libraries. There may be situations when the availability of a particular library's collection is temporarily reduced, such as during construction or remodeling projects. The strength of our cooperative is most apparent in those situations: District libraries support each other and cooperate to minimize the impact to patrons. Each library is assured that it will have the support of the other District libraries if it encounters a similar situation.

A key collaborator is the Library Network. With support provided by the County, the Network office creates, maintains, and improves systems and procedures which help keep LINCC working cohesively and smoothly. In turn that allows libraries to offer consistent, quality library services to the 400,000 citizens of Clackamas County.

LIBRARY DISTRICT CHALLENGES

- **Every community has different resources**

The Library District spans approximately 1,880 square miles of both rural and urban areas. Each of the 12 service providers in the District (11 cities and Clackamas County) has a service area population which is made up of both City residents and residents of unincorporated areas.

The ratio of City residents to unincorporated residents differs for each service provider, as does the amount of Library District revenue raised in each service area. It is important to note that the tax base of each City differs widely. That can make it more

challenging to allocate scarce general fund dollars, especially when those dollars may have been contributed by a minority of patrons in the Library's service area.

- **A very complex structure**

While the cooperative structure provides some significant benefits--especially being able to focus closely on local community needs--Library Directors frequently find themselves navigating a very complex environment of competing stakeholder needs and imperatives. Library Directors must constantly balance local needs and expectations (as articulated by City Managers, City Councils, and local Library Boards), with considerations of District-wide imperatives (as articulated by LINCC committees, the Library District Board, and the Library District Advisory Committee), and with state and national service standards.

- **Library District revenues are insufficient**

Simply put, the permanent Library District rate of \$0.3974 per thousand of assessed value approved by voters in 2008 is not sufficient to maintain service levels throughout the county. This is true whether or not District funds are to be used only to fund operations, or can be used for capital purposes as well. While growth in property values has resulted in some additional Library District revenues over the years, these increases have not kept pace with increases in expenses (especially those related to personnel).

The LINCC Library Directors feel strongly that the revenue situation must be addressed. We believe many of the concerns voiced in discussions about amendments to the Master Order and IGA are, in fact, symptoms of this deeper, systemic revenue problem. We have serious concerns about our ability to maintain service levels going forward.

LINCC is stronger now than it has ever been and LINCC Library Directors are absolutely committed to doing all we can within our communities and on a County-wide, cooperative basis to ensure that every citizen of Clackamas County has access to high-quality library services. We are working together more efficiently and effectively than at any time in our past.

That said, we do face significant challenges ahead, and we sincerely hope that some of the concerns sparked by recent discussion of amendments to the Master Order and Master IGA will continue to be addressed in future conversations about the long-term sustainability of the Clackamas County Library District.