CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS <u>Policy Session Worksheet</u>

Presentation Date: 9/20/2016 Time: 2:30 p.m. Approx Length: 60 minutes

Presentation Title: "LDAC 101" – Informational Session

Department:	Business & Community Services – Library Network
Presenters:	Greg Williams, Library Network Manager Pam North, Library District Advisory Committee (LDAC) Chair

Other Invitees: Laura Zentner, BCS Deputy Director Gary Barth, BCS Director Chris Storey, Assistant County Counsel

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

No action is being requested from the Board at this time. This is an informational session to familiarize the Board with orientation material recently developed for and shared with the Library District Advisory Committee.

EXECUTIVE SUMMARY:

County staff has recently developed orientation material for Library District Advisory Committee (LDAC) representatives (and other interested stakeholders) called "LDAC 101". The material provides an overview of the Library District's formation, funding, governance, and the operations of district libraries. The goal of the material was to help provide LDAC representatives with information that would help them serve more effectively as representatives of their respective Cities/Library Service Providers.

The "LDAC 101" material was presented to LDAC representatives at the Committee's August, 2016 meeting. This session is an opportunity to share this same material with the Board, and for County staff or the LDAC Chair to answer any questions or receive any feedback the Board may have.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? \boxtimes Y	YES	NO
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What is the cost? \$ No additional cost, other than staff labor for preparation, review, and distribution of materials.

What is the funding source? Library Network budget.

STRATEGIC PLAN ALIGNMENT:

• How does this item align with your Department's Strategic Business Plan goals?

Build Public Trust Through Good Government – the material makes information about Library District governance more transparent and accessible. The information also enhances LDAC representatives' abilities to represent their communities.

How does this item align with the County's Performance Clackamas goals?

Build Public Trust Through Good Government – the material makes information about Library District governance more transparent and accessible. The information also enhances LDAC representatives' abilities to represent their communities.

LEGAL/POLICY REQUIREMENTS:

LDAC generally operates under the provisions of the Library District IGA, LDAC bylaws, established guidelines for County Advisory Boards, and applicable ORS.

PUBLIC/GOVERNMENTAL PARTICIPATION:

Each Library Service Provider within the District selects a member of the Provider's local library board to represent the Provider on LDAC. LDAC regularly meets to consider issues as outlined in the District IGA and LDAC bylaws. LDAC serves as an advisory committee to the Library District Board.

OPTIONS: N/A – Informational session only.

RECOMMENDATION: N/A - Informational session only.

ATTACHMENTS:

• "LDAC 101" presentation

SUBMITTED BY: Division Director/Head Approval _____ Department Director/Head Approval _____ County Administrator Approval _____

For information on this issue or copies of attachments, please contact Greg Williams @ 503-723-4889.





Thank you for your service as your City's citizen representative on the Library District Advisory Committee (LDAC).

Clackamas County has prepared this introductory material to help you better understand the operation of the Library District, and the important role LDAC plays in the District's governance.

Should you have any questions or suggestions for improving this material, please contact your County Committee Liaison.

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- . Library District Funding
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- . Library District Governance





Library District Formation

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- . Library District Master Order
- . Library District IGA
- . Capital Contribution IGAs





Library District Formation

Ballot Measure 3-310

On November 4, 2008, voters in Clackamas County approved Measure 3-310, authorizing the creation of a permanentlyfunded countywide Library Service District.

Election Results

- 169,930 ballots were counted, and the measure passed with 61.25% 'YES' votes.
- The measure passed in 173 of 187 precincts.

Ballot Measure Provisions

- The District implemented a permanent property tax of \$0.3974 per each \$1,000 of assessed value.
- All of the monies raised "shall be spent on library operations and services."
- The District initially excluded the cities of Damascus, Johnson City, and the portion of the City of Tualatin within Clackamas County.
- The measure indicated the Library District would be governed by the Clackamas Board of County Commissioners, who would be advised by an independent citizen committee representing each library in the District. A designated member of each City's library board would represent their library on this committee.
- The ballot measure indicated that local library boards would have representation from both City residents as well as unincorporated residents.

Clackamas County Measure 3-310

Ballot Title

ESTABLISH A COUNTYWIDE LIBRARY SERVICE DIST IN CLACKAMAS COUNTY

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District Governance The Library District would be governed by the Commissioners and advised by an independent representing each library in the District. Each

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(This information furnished by Ch Assistent County Counsel.)

then serve and represent the ent. An annual audit of Die id made available to the public

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Explanatory Statem

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- ork is currently supported by annual paymer general fund to supplement oily ilbraries and a

Official Clausermas County 2008 General Election V 135 Measures

- Ballot Measure 3-310





Library District Formation

Library District Master Order

On November 26, 2008, the Clackamas Board of County Commissioners issued Order No. 2008-189, ordering the formation of the Library District of Clackamas County.

Master Order Provisions

- The Master Order specified the original boundaries of the Library District; all of Clackamas County, excepting Johnson City, Damascus, and portions of Tualatin within Clackamas County. (Master Order, Exhibit A)
- The Master Order specified the purposes of the Library District, namely:
 - "To provide a dedicated, stable funding source for the support of library services." (Master Order, Exhibit C, #1)
 - "To raise revenue to be distributed to the existing city and county-operated libraries in the system. Formation of the District should provide sufficient funding to raise the service levels at all facilities to the most basic ("Threshold") level recommended by the Oregon Library Association." (Master Order, Exhibit C, #2)
- The District was formed under the provisions of ORS (Oregon Revised Statute) Chapter 451.

	COUNTY COMMISSIONERS
OF CLACKAMAS COU	NTY, STATE OF OREGON FILED
	DEC 3 2008
	Clackamas County Clerk
In the Matter of the Formation of the Library District of Clackamas County	ORDER NO. <u>2008-1</u> 89
and it appearing that by Order No. 2008-8 formation of a county service district under OR	is matter coming before the Board at this time, 1 dated June 5, 2008, this Board initiated the S Chapter 451 for library services to be known as © Toistrict") with the boundaries legally described ereto as <u>Exhibit B</u> ; and
It formation of the District pursuant to Board Or described in the attached <u>Exhibit C;</u> and	further appearing that this Board approved der 2008-110 on July 17, 2008 for the purposes
	urther appearing that this matter came before the 7, 2008 and that additional public testimony was
it 2008-135, this Board ordered an election on th November 4, 2008; and	further appearing that pursuant to Board Order ne question of formation of the District be held on
respect to the question on November 4, 200	further appearing that an election was held with 8, in which more than a majority of the relevant trict in the numbers set forth in the Clackamas hereto as <u>Exhibit D</u> ; and
that for the purposes described on Exhibit C.	W, THEREFORE, IT IS HEREBY ORDERED a county service districtnamed "Library District of <u>xhibit A</u> and as shown on the map attached as
DATED this 26 th day of November, 2008.	
BOARD OF COUNTY COMMISSIONERS	
Many Raetuke	
Recording Secretary	
	301 358
	CCP-PW25 (3/94)

- Ballot Measure 3-310
- Library District Master Order
- Library District IGA
- Capital Contribution IGAs





Library District Formation

Library District IGA (1/2)

After the Master Order was issued, the parties participating in the Library District signed a cooperative intergovernmental agreement (IGA) outlining the obligations of and agreements between Library District participants.

Library District Funding

The IGA outlines how the District is to be funded, how revenue is to be distributed, and how distributed funds are to be used.

Please see the **Library District Funding** section for more detailed information.

District Library Operations

The IGA outlines the broad parameters within which District libraries are to operate and cooperate.

Please see the **District Library Operations** section for more detailed information.

Library District Governance

The IGA outlines how the District is to be administered and governed.

Please see the **Library District Governance** section for more detailed information.

COOPERATIVE INTERGOVERNMENTAL AGREEMENT BETWEEN THE LIBRARY DISTRICT OF CLACKAMAS COUNTY AND MEMBER CITIES

THIS COOPERATIVE INTERGOVERNMENTAL AGREEMENT (this

"Agreement"), is entered into this <u>day of</u>, 2009, by and between the Library District of Clackamas County (the "District") a county service district formed under ORS Chapter 451, and each of the Cities of Barlow, Canby, Estacada, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oregon City, Rivergrove, Sandy, West Linn, and Wilsonville (each, a "City" and collectively, the "Cities").

WHEREAS, voters approved formation of the District to provide financial support to the library service providers of Clackamas County (the "Library Cities"); and

WHEREAS, the Parties desire to work in a cooperative manner to support and provide library services to their residents; and

WHEREAS, many of the Cities participate in the Clackamas County-supported Library Network of Clackamas County, which is discussed in an intergovernmental agreement by and between the participating Cities and Clackamas County, and

WHEREAS, the Cities desire funding by the District and to provide the levels of service described herein;

NOW, THEREFORE, the District and Cities each covenant and agree to the following:

Section 1 Obligations of the District

- 1.1 <u>District Board</u>. The Board of County Commissioners acting under the provisions of ORS 451 is the governing body of the District and shall be known as the District Board.
- 1.2 <u>District Advisory Committee</u>. The District Board shall organize and appoint a District Advisory Committee consisting of one nominee from each Library City consistent with the policies and procedures of Clackamas County and/or the District for advisory committees. The District Board shall appoint the individual nominated by the Library City governing body to fill the service area's representative seat. The District Advisory Committee shall be responsible for meeting at least annually to consider. (i) the evaluation reports of participating libraries as submitted pursuant to Section 2.3, (ii) any proposed changes to this Agreement pursuant to the annexation or withdrawal of territory from the District pursuant of Section 3.4 and 3.5 hereof.

- Ballot Measure 3-310
- Library District Master
 Order
- Library District IGA
- Capital Contribution IGAs





Library District Formation

Library District IGA (2/2)

Amendment

The Library District IGA "may be amended at any time upon the agreement of the District and two-thirds of the Library Cities." (*Library District IGA*, *Section 3.3*)

The exception to the two-thirds requirement is that any amendment (not related to breach or noncompliance) that would change the City Assessed Value component of the Distribution Formula requires unanimous consent of all Cities serving on the Library District Advisory Committee (LDAC). (*Library District IGA, Section* 3.3)

Enforcement

The process for handling noncompliance or breach of the IGA is: *(Library District IGA, Section 4.14)*

- The Parties will discuss any noncompliance or breach in the LDAC and encourage an effort towards compliance.
- If discussions and encouragement do not remedy the breach or noncompliance, the LDAC shall meet to consider an amendment to the IGA to create incentives for compliance.
- Any amendment proposed to specifically address such noncompliance or breach shall require a two-thirds vote of the Library Cities.

Termination

The IGA terminates upon dissolution of the Library District. (*Library District IGA, Section 3.2*)

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- Ballot Measure 3-310
- Library District Master
 Order
- Library District IGA
- Capital Contribution IGAs





Library District Formation

Capital Contribution IGAs (1/2)

As part of the District formation, the Clackamas Board of County Commissioners agreed to provide each Library City with additional, onetime funds to be used for capital improvements specifically related to libraries.

Capital Contribution Provisions

- Generally, each Library City is eligible to receive \$1 million. (Capital Contribution IGAs, Section 1.1)
- The goal of the Capital Contribution is "to assist libraries in meeting the Service Standards as defined in the District IGA." (*Capital Contribution IGAs, Section 1.1*)
- Library Cities must submit a written capital plan to receive funds. (Capital Contribution IGAs, Section 1.3)
- Funds must be used "solely for library purposes such as library construction, remodel, expansion, building and site improvements, library construction bonded debt service, and/or collection development." (Capital Contribution IGAs, Section 1.1)

Other Provisions

- The Capital Contribution IGAs specify the County will continue to provide a variety of centralized library support services through the BCS Library Network. (*Capital Contribution IGAs, Section 1.5*)
- The Capital Contribution IGAs require "fair" representation of City and unincorporated residents on City library boards. (*Capital Contribution IGAs, Section 2.4*)

COOPERATIVE INTERGOVERNMENTAL AGREEMENT BETWEEN CLACKAMAS COUNTY AND THE CITY OF WEST LINN

THIS COOPERATIVE INTERGOVERNMENTAL AGREEMENT (this "Agreement"), is entered into this 22 day of Julu, 2011, by and between the Clackamas County (the "County") a political subdivision of the State of Oregon, and the City of West Linn a municipal corporation (the "City").

WHEREAS, the County has formed the Library District of Clackamas County (the "District"), a county service district dedicated to supporting the provision of library services within its boundaries; and

WHEREAS, as part of the preparatory process for the formation of the District, the Board of County Commissioners proposed a one-time contribution from the County general fund to each city providing library services in the District for the sole purpose of capital improvements to the libraries therein (the "Capital Contribution"), and

WHEREAS, the City and other cities within the District have entered into a separate intergovernmental agreement dated July 23, 2009 with the District for the distribution of District funds for the purposes of operating, maintaining and enhancing services at the libraries within the District (the "District IGA"); and

WHEREAS, the County is entering into similar intergovernmental agreements with city library service providers ("Library Cities") for their respective Capital Contributions; and

WHEREAS, the parties desire to enter into this Agreement to reflect the terms of the Capital Contribution by the County;

NOW, THEREFORE, the County and City each covenant and agree to the following:

Section 1 Obligations of the County

1.1 <u>County Capital Contribution</u>. The County shall provide a one-time capital contribution of One Million and No/100 Dollars (\$1,000,000.00) to the City for the purposes set forth in Section 2.2 (the "Capital Contribution"), which will be distributed in one or more distributions pursuant to Section 1.3 hereof. The goal of distributing such capital funds is to assist libraries in meeting the Service Standards as defined in the District IGA.

In this section

1

- Ballot Measure 3-310
- Library District Master
 Order
- Library District IGA
- Capital Contribution IGAs





Library District Formation

Capital Contribution IGAs (2/2)

Amendment

The Capital Contribution IGAs may be amended at any time upon the agreement of both parties. *(Capital Contribution IGAs, Section 3.3)*

Enforcement

- The County may request certification that funds have been used for permitted purposes. (Capital Contribution IGAs, Section 2.3)
- If funds have not been used for permitted purposes, the City "shall promptly repay to the County that portion of the Capital Contributions not so used plus accrued interest on such sum calculated from the date of disbursement to the date of repayment at a rate of 6% per annum." (Capital Contribution IGAs, Section 3.4)

Termination

The Capital Contribution IGAs "shall terminate upon the agreement of both parties, or upon one hundred eighty (180) days prior written notice from one party to the other." *(Capital Contribution IGAs, Section 3.2)* COOPERATIVE INTERGOVERNMENTAL AGREEMENT BETWEEN CLACKAMAS COUNTY AND THE CITY OF WEST LINN

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WHEREAS, the City and other cities within the District have entered into a separate intergovernmental agreement dated July 23, 2009 with the District for the distribution of District funds for the purposes of operating, maintaining and enhancing services at the libraries within the District (the "District IGA"); and

WHEREAS, the County is entering into similar intergovernmental agreements with city library service providers ("Library Cities") for their respective Capital Contributions; and

WHEREAS, the parties desire to enter into this Agreement to reflect the terms of the Capital Contribution by the County;

NOW, THEREFORE, the County and City each covenant and agree to the following:

Section 1 Obligations of the County

1.1 <u>County Capital Contribution</u>. The County shall provide a one-time capital contribution of One Million and No/100 Dollars (\$1,000,000.00) to the City for the purposes set forth in Section 2.2 (the "Capital Contribution"), which will be distributed in one or more distributions pursuant to Section 1.3 hereof. The goal of distributing such capital funds is to assist libraries in meeting the Service Standards as defined in the District IGA.

- Ballot Measure 3-310
- Library District Master
 Order
- Library District IGA
- Capital Contribution IGAs





Library District Funding

Contents

- . Collection of District Funds
- . Distribution of District Funds
- . Use of District Funds





Library District Funding

Collection of District Funds

Permanent Tax Rate

- A tax of \$0.3974 per each \$1,000 of assessed value is levied on all parcels of real property within the Library District.
- City residents and residents of unincorporated areas pay the same tax rate.

Property Tax Statements

- Library District assessments are included on annual Clackamas County real property tax statements.
- The Clackamas County Assessor's Office is responsible for the preparation and distribution of statements, receipt and recording of funds, and collection of delinguent taxes.

PROPERTY DESCRIPTION MAP:		MAP:	ACCOUNT NO:		
see see.	ARE ST.		Code Area:		
1011.000	04.0108			2014 - 2015 CURRENT TAX BY DISTRICT:	
VALUES:		LAST YEAR	THIS YEAR	COM COLL CLACK	107.57
	ET VALUES (RM			ESD CLACKAMAS	71.14
RMVIAND	CT VALUED (I'M	98.505	106.439	SCH WLINN/WILS	942.39
RMV BLDG		188,790		SCH WLINN/WILS LOC OPT	290.36
RMV TOTAL	-	287,295		EDUCATION TOTAL:	1,411.46
ASSESSED	VALUE	187,936	193,574	CITY WEST LINN	410.38
				COUNTY CLACKAMAS	465.29
TOTAL TAX	ABLE AV	187,936	193,574	COUNTY EXTENSION & 4-H	9.66
PROPERTY	TAXES:	3,492.13	3.577.40	COUNTY LIBRARY	76.67
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- Collection of District Funds
- Distribution of District Funds
- Use of District Funds





Library District Funding

Distribution of District Funds

After tax funds are received by Clackamas County, they are distributed to Library Cities per a formula defined in the Library District IGA (Attachment A).

The formula consists of two components:

- City Assessed Value
- Unincorporated Population Served

100% of District funds are distributed to Library Cities; no District funds are utilized for the administration of the Library District.

Sample Calculation (FY 2014/15)

The following pages use actual data from fiscal year 2014-2015 to illustrate the following components of Library District distribution calculations:

- Assessed Value Percentages
- City Assessed Value
- Unincorporated Population Served
- Distribution Totals

Attachment A

1. For the purposes of this Agreement, the "Formula" shall be calculated consistent with the following concepts:

a. The District rate is \$0.3974 per \$1000 of assessed value.

b. Each year the District will receive the amount collected for the year plus delinquent taxes recovered from the previous year. The District will distribute funds when received using the formula described below and shown in the example.

The Formula has two components:

a. <u>City Assessed Value Component</u>: The annual distribution to a Library City for properties within its boundaries shall equal the assessed value of such Library City's properties, as established annually by the Clackames County Assessor, divided by the total assessed value of all properties in the District. This determines the Assessed Value Percentage Rate for each Library City. Each Library City will receive funds equal to the Assessed Value Fund amount multiplied by its individual Assessed Value Percentage Rate.

b. <u>Unincorporated Population Served Component</u>: After calculation of each Library City's Assessed Value find amount, the District shall calculate the remaining funds to be distributed (the "Remainder Amount") and distribute those funds based on the Unincorporated Population Served Percentage Rate based on the Service Area Maps attached to this Agreement as <u>Attachment B</u>. The term "Unincorporated Population" will also include residents of those cities that do not provide library services.

The Unincorporated Population Served Percentage Rate is determined by the number of unincorporated residents served by each City as allocated on the Service Area Maps divided by the total number of unincorporated residents within the District. Each Library City will receive funds equal to the Remainder Amount multiplied by its individual Unincorporated Service Area Percentage Rate.

 Prior year recovered delinquencies and interest earned: Recovered delinquent taxes combined with any interest earned will be distributed to Library Cities based on the distribution percentage allo cations calculated in the previous tax year.

- Collection of District Funds
- Distribution of District
 Funds
- Use of District Funds





Library District Funding

Assessed Value Percentages

First, the percentage of assessed value for properties within City limits and in unincorporated areas is calculated (based on figures provided by the Clackamas County Assessor's Office).

The table below presents the actual assessed value totals and percentages from FY 2014/15.

FY 2014/15 Assessed Value Percentages			
PROPERTY LOCATION	ASSI	ESSED VALUE (\$)	ASSESSED VALUE (%)
Within City boundaries	\$	21,435,452,100	52.48%
Unincorporated areas	\$	19,408,664,341	47.52%
TOTAL	\$	40,844,116,441	100.00%

Based on these percentages, 52.48% of current year Library District receipts were distributed according to each City's relative percentage of City Assessed Value, while 47.52% of current year Library District receipts were distributed according to the relative percentage of unincorporated residents within each City's service area.

In this section

 Distribution of District Funds (Assessed Value Percentages)





Library District Funding

City Assessed Value

Next, the relative percentage of assessed value within each participating City's boundaries is calculated. These percentages will be used to distribute the portion of Library District funds attributable to taxes on properties within City boundaries.

The table below presents the actual City assessed value totals and percentages from FY 2014/15.

FY 2014/15 City Assessed Value				
СІТҮ	ASSI	ESSED VALUE (\$)	ASSESSED VALUE (%)	
Canby	\$	1,191,658,052	5.56%	
Estacada	\$	227,756,840	1.06%	
Gladstone	\$	755,378,730	3.52%	
Happy Valley	\$	2,037,879,748	9.51%	
Lake Oswego	\$	5,861,663,886	27.35%	
Milwaukie	\$	1,814,121,011	8.46%	
Molalla	\$	500,437,666	2.33%	
Oregon City	\$	2,562,027,901	11.95%	
Sandy	\$	694,461,573	3.24%	
Tualatin	\$	428,884,179	2.00%	
West Linn	\$	3,265,786,956	15.24%	
Wilsonville	\$	2,095,395,558	9.78%	
TOTAL	\$	21,435,452,100	100.00%	

In FY 2014/15, 52.48% of total current year Library District receipts were distributed according to these percentages, with the exception of funds distributed to the City of Tualatin (a portion of which lies within Clackamas County).

City of Tualatin

The City of Tualatin receives 50% of Library District receipts attributable to taxes on property within City boundaries. The remainder is distributed as follows:

- Lake Oswego 50%
- Wilsonville 40%
- West Linn 10%

In this section

 Distribution of District Funds (City Assessed Value)





Library District Funding

Unincorporated Population Served

Each City's service area includes both City residents, and residents of nearby unincorporated areas.

The relative percentage of unincorporated resident population within each participating City's service area is calculated. These percentages will be used to distribute the portion of Library District funds attributable to taxes on properties in unincorporated areas.

The table below presents the actual unincorporated population served totals and percentages from FY 2014/15.

FY 2014/15 Unincorporated Population Served				
сіту	SERVICE AREA POPULATION	CITY POPULATION (#)	UNINCORPORATED POPULATION (#)	UNINCORPORATED POPULATION (%)
Canby	23,555	16,010	7,545	4.01%
Estacada	17,316	2,935	14,381	7.64%
Gladstone	20,333	11,495	8,838	4.70%
Happy Valley	52,520	16,480	36,040	19.15%
Lake Oswego	40,197	34,538	5,659	3.01%
Milwaukie	40,101	20,485	19,616	10.42%
Molalla	23,269	8,820	14,449	7.68%
Oregon City	57,302	33,760	23,542	12.51%
Sandy	25,438	10,170	15,268	8.11%
Hoodland	5,344	-	5,344	2.84%
West Linn	29,254	25,540	3,714	1.97%
Wilsonville	23,910	19,594	4,316	2.29%
Oak Lodge	29,518	-	29,518	15.68%
TOTAL	388,057	199,827	188,230	100.00%

In FY 2014/15, 47.52% of current year Library District receipts were distributed according to these percentages.

Data Sources

- Current service area maps can be found at <u>http://www.clackamas.us/librarydistrict/</u> maps.html
- Population counts for each service area are updated annually, based on numbers reported by the Portland State University Population Research Center.

In this section

 Distribution of District Funds (Unincorporated Population Served)





Library District Funding

Distribution Totals

Once all distribution percentages have been established, distribution totals can be calculated.

Total distributions include current year tax receipts, as well as any collections of prior year revenues/balances. Actual tax collections are generally slightly less than total assessments (approximately 94% of taxes levied are collected in any given year).

		FY 20	014/15 Library District Distrib	utio	n Totals	
			CURRENT YEAR RECEIPTS *	Ś	15,399,428	
			PRIOR YEAR BALANCE **		401,042	
			INTEREST EARNED **		16,533	
		D	ELINQUENCIES/INTEREST/PENALTIES *		412,422	
			TOTAL TO DISTRIBUTE		16,229,425	
* Distributed a	t FY 2014/15	5 Citv Assessed Valu	e and Unincorporated Population Serv	ed rat	es (52.48% / 47.52%)	
			e and Unincorporated Population Serv			
	CITY ASSES		UNINCORP. POP. SERVED			
	DISTRIBUTI		DISTRIBUTION (\$)	тот	AL DISTRIBUTION (\$)	TOTAL DISTRIBUTION (%)
Canby	\$	473,946	\$ 309,323	\$	783,269	4.83%
Estacada	\$	90,005	\$ 589,177	\$	679,182	4.18%
Gladstone	\$	300,010	\$ 362,549	\$	662,559	4.08%
Happy Valley	\$	808,447	\$ 1,478,280	\$	2,286,727	14.09%
Lake Oswego ***	\$	2,372,122	\$ 232,186	\$	2,604,308	16.05%
Milwaukie	\$	721,160	\$ 803,778	\$	1,524,938	9.40%
Molalla	\$	198,371	\$ 590,719	\$	789,090	4.86%
Oregon City	\$	1,017,661	\$ 964,996	\$	1,982,657	12.22%
Sandy	\$	275,949	\$ 625,590	\$	901,539	5.55%
Hoodland	\$	-	\$ 219,072	\$	219,072	1.35%
Tualatin ***	\$	85,243	\$ -	\$	85,243	0.53%
West Linn ***	\$	1,307,000	\$ 151,962	\$	1,458,962	8.99%
Wilsonville ***	\$	865,711	\$ 176,645	\$	1,042,356	6.42%
Oak Lodge	\$	-	\$ 1,209,523	\$	1,209,523	7.45%
TOTAL	\$	8,515,625	\$ 7,713,800	\$	16,229,425	100.00%
*** includes Tuala	tin revenue n	edistribution				

In this section

Distribution of District Funds (Distribution Totals)





Library District Funding

Use of Funds

The District Master Order indicates the general purposes of Library District funds, and the Library District IGA allows Cities to use Library District funds in specific ways.

Purpose of District Funds

- "To provide a dedicated, stable funding source for the support of library services." (Master Order, Exhibit C, #1)
- "Formation of the District should provide sufficient funding to raise the service levels at all facilities to the most basic ("Threshold") level recommended by the Oregon Library Association." (Master Order, Exhibit C, #2)

City Obligations

- "Library Cities will use District revenue to provide public library service..." (Library District IGA, Section 2.1)
- Library Cities "...shall expend the entire library revenue paid under this Agreement in accordance with the purpose for which it was provided by implementing a plan to achieve the Service Standards." (Library District IGA, Section 2.1)
- "District funds may not be used to support general overhead or administrative costs of Cities except to the extent such overhead or administrative costs are directly related to the provision of library services and/or the operation of a public library." (*Library District IGA, Section 2.1*)

COOPERATIVE INTERGOVERNMENTAL AGREEMENT BETWEEN THE LIBRARY DISTRICT OF CLACKAMAS COUNTY AND

MEMBER CITIES

THIS COOPERATIVE INTERGOVERNMENTAL AGREEMENT (this "Agreement"), is entered into this _______day of ______, 2009, by and between the Library District of Clackarmas County (the "District") a county service district formed under ORS Chapter 451, and each of the Cities of Barlow, Canby, Estacada, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oregon City, Rivergrove, Sandy, West Lim, and Wilsonville (each, a "City" and collectively, the "Cities").

WHEREAS, voters approved formation of the District to provide financial support to the library service providers of Clackamas County (the "Library Cities"); and

WHEREAS, the Parties desire to work in a cooperative manner to support and provide library services to their residents; and

WHEREAS, many of the Cities participate in the Clackamas County-supported Library Network of Clackamas County, which is discussed in an intergovernmental agreement by and between the participating Cities and Clackamas County, and

 $W\!H\!E\!R\!E\!A\!S$, the Cities desire funding by the District and to provide the levels of service described herein;

NOW, THEREFORE, the District and Cities each covenant and agree to the following:

Section 1 Obligations of the District

- 1.1 <u>District Board</u>. The Board of County Commissioners acting under the provisions of ORS 451 is the governing body of the District and shall be known as the District Board.
- 1.2 <u>District Advisory Committee</u>. The District Board shall organize and appoint a District Advisory Committee consisting of one nominee from each Library City consistent with the policies and procedures of Clackamas County and/or the District for advisory committees. The District Board shall appoint the individual nominated by the Library City governing body to fill the service area's representative seat. The District Advisory Committee shall be responsible for meeting at least annually to consider. (i) the evaluation reports of participating libraries as submitted pursuant to Section 2.3, (ii) any proposed changes to this Agreement pursuant to the annexation or withdrawal of territory from the District pursuant to Section 3.4 and 3.5 hereof.

- Collection of District Funds
- Distribution of District
 Funds
- Use of District Funds





District Library Operations

Contents

- . City Operation of Libraries
- . Library Cooperation
- . Library Standards
- . Library Network (Central Support)





District Library Operations

City Operation of Libraries

The Library District Board (BCC) intends to provide significant deference to Library Cities in assessing the needs of their service areas, and developing/providing the services needed to meet those needs.

Delegation of Operational Authority to Cities

- "To the extent necessary to insure the legal and effective functioning of the public libraries of Clackamas County but in no way intended to limit or otherwise restrict the powers or abilities of the City service providers to operate public libraries, the District hereby delegates such authority to operate public libraries for the benefit of incorporated and unincorporated residents of Clackamas County to each City service provider a party hereto or as may join this Agreement from time to time." (Library District IGA, Section 1.7)
- "Library Cities retain administrative control over the library and library services in its service population. Each such City is responsible for developing library services based on the needs of its service population and the available revenue." (Library District IGA, Section 2.2)

COOPERATIVE INTERGOVERNMENTAL AGREEMENT BETWEEN THE LIBRARY DISTRICT OF CLACKAMAS COUNTY AND

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- City Operation of Libraries
- Library Cooperation
- Library Standards
- Library Network (Central Support)





District Library Operations

Library Cooperation

While District Libraries are independent and autonomous, the Library District IGA does require a degree of cooperation from member Libraries.

Provision of Service on Equal Terms

• The IGA requires "implementing a plan" to achieve "the provision of services to all District residents on the same terms." (*Library District IGA, Section 2.1*)

Cooperation and Standardization

• "Each Library City will cooperate to the maximum extent practicable with other participating Cities to form standardized rules, procedures, and programs that affect the District and the provision of library services in Clackamas County as a whole." (Library District IGA, Section 2.3)



- City Operation of Libraries
- Library Cooperation
- Library Standards
- Library Network (Central Support)





District Library Operations

Library Standards

One of the purposes of the District is to "provide sufficient funding to raise the service levels at all facilities to the most basic ("Threshold") level recommended by the Oregon Library Association." (Master Order, Exhibit C, #2)

Obligations of Cities

- The IGA requires "implementing a plan to achieve the Service Standards" described in Attachment C of the IGA (*Library District IGA, Section 2.1*)
- On an annual basis, each Library City will provide the District with:
 - Copies of its annual report to the State of Oregon regarding the provision of library services
 - A report on its efforts to meet OLA Threshold Standards.

OLA Threshold Standards

Attachment C requires Library Cities to "strive to meet OLA Threshold Standards" with a "particular emphasis" on three specific standards, namely:

- 1. Employing a minimum number of "qualified staff" based on population served.
- Providing a minimum number of volumes in the library's total collection, based on population served.
- 3. Maintaining a minimum number of open hours, based on population served.

If facility size is insufficient to meet staffing and materials standards, "a strategic plan that recognizes such size limitations and adjusts staff and material goals accordingly is an acceptable implementation of this standard." Standards for Oregon Public Libraries (2015 Revision) Oregon Library Association Public Library Division

Introduction

In the fall of 2012, the Public Library Division of the Oregon Library Association, in association with the Oregon State Library, convened a committee of library professionals from small, medium, and large public libraries across the state to review and rewrite the **Standards for Oregon Public** Libraries.

Under the direction and leadership of the Board of Directors of the Public Libraries Division of the Oregon Library Association, the committee created this document to assess and guide the development of quality library service for all Oregonians. It was the intention of the committee to provide a relevant and useful tool for library professionals to not only manage the resources entrusted to them under state law, but also to provide assistance in strategic planning regardless of the current level of services offered.

Vision

The committee was guided by the Oregon Library Association's Vision 2020 statement, officially adopted in 2010.

Vision 2020 is intended to paint a picture of the challenges and opportunities Oregon's libraries will face in the next decade and explicitly charges the divisions, committees and task forces of the Oregon Library Association to take on the concrete work of making the principles of Vision 2020 a reality. The guiding principles of collaboration, flexibility, and innovation as stated in Vision 2020 provide the framework for these standards. [Provide link to Vision 2020 here.]

The standards committee recognizes the diversity of libraries across the state and developed these standards to allow for the strength this diversity creates, and the adaptability it requires. By meeting these standards, a library establishes a baseline from which it can strive for excellence. To better support innovation in library services, the standards establish a starting point that library boards and staff can use to direct local long-range planning efforts. Although the standards define good and reasonable library service. The Oregon Library Association would like to recognize exemplary libraries as well and provide mentoring and support opportunities for libraries that are struggling.

Process

Each major heading has check boxes for essential, enhanced and exemplary (definitions below). The Public library Division recognizes that there are many ways to achieve excellence. The standards listed are simply a means, not necessarily an end. In other words, some libraries may achieve an exemplary level, and the outcomes, without achieving any of the standards listed. In that case, a library may choose to check exemplary and offer an explanation on their unique means.

A library will know they have met a standard when: Levels of achievement:

- Essential—This is the basic level. A public library operating below essential is in critical condition and needs local, state and OLA support.
- Enhanced—This level recognizes programs, services and other aspects of a public library that stand out compared to their peers.
 Exemplary—This level recognizes public libraries for being state and national leaders.
 - ecognizes public libraries for being state and national leaders. 11Paee

- City Operation of Libraries
- Library Cooperation
- Library Standards
- Library Network (Central Support)





District Library Operations

Library Network (Central Support)

As part of the Library District formation, Clackamas County committed to continuing support for various centralized services provided by the Library Network office.

Services

The Capital Contribution IGAs outline the services the Library Network provides. (*Capital Contribution IGAs, Section 1.5*)

- Automated library system and related telecommunications and technical support
- Courier services
- Administration
- Database management services including creating/acquiring MARC format bibliographic records
- Inter-library loan services
- Inter and intra-regional cooperative library planning
- Shared online databases for public use
- Internet Service Provider for member libraries

Funding

- The County is required to fund the Library Network office "to provide...services at an overall service level at least equal to that being provided by [the] Network [office] in fiscal year 2008/2009." (Capital Contribution IGAs, Section 1.5)
- "The County shall not be financially or otherwise responsible for the provision of new services requested or added...at the request of the City." Costs for new/additional services are generally billed back to Library cities. (Capital Contribution IGAs, Section 1.5)





- City Operation of Libraries
- Library Cooperation
- Library Standards
- Library Network (Central Support)





Library District Governance

Contents

- . Local Library Boards
- . Library District Board (BCC)
- . Library District Advisory Committee (LDAC)
- . Library District Budget Committee





Library District Governance

Local Library Boards

Unless some other means of governance is established, Public Libraries in Oregon are generally required to have local library boards (ORS 357.465).

While the Library District has no direct role in appointments to or conduct of local library boards, the Capital Contribution IGAs do contain one requirement regarding the composition of these boards.

Composition

"The City shall provide for fair representation of served library patrons on the City's library board, including patrons from unincorporated Clackamas County." (Capital Contribution IGAs, Section 2.4)

 The County has interpreted "fair" to mean proportional representation of unincorporated residents on local library boards, in numbers roughly equal to the share of unincorporated patrons served by that library.



Relationship to LDAC

Per Ballot Measure 3-310, a designated member of a City's local library board will serve as the City's representative to the Library District Advisory Committee (LDAC).







Library District Governance

Library District Board (BCC)

Composition

"The Board of County Commissioners acting under the provisions of ORS 451 is the governing body of the District and shall be known as the District Board" (*Library District IGA*, Section 1.1)

District Board Authority

The Library District Board has the authority to:

- Adopt a budget and make appropriations.
- Receive Library City nominations for, and make appointments to the Library District Advisory Committee.
- Ensure compliance with all applicable laws, regulations, and contractual obligations.
- Adopt a new order to change the purpose(s) of the District.
 - A new order would be subject to remonstrance and, if required remonstrance thresholds were met, a vote of District residents.



- Local Library Boards
- Library District Board (BCC)
- Library District Advisory Committee (LDAC)
- Library District Budget
 Committee





Library District Governance

Library District Advisory Committee (LDAC) (1/4)

Composition

Per Ballot Measure 3-310, a designated member of a City's local library board will serve as the City's representative to LDAC.

Duties

The Library District Advisory Committee has the responsibility to:

- Meet at least annually. (Library District IGA, Section 1.2)
- Consider the evaluation reports of participating libraries. (Library District IGA, Section 1.2)
- Consider any proposed changes to the Library District IGA, pursuant to the amendment processes described. (Library District IGA, Section 1.2)
- Consider any impact of the annexation or withdrawal of territory from the District (Library District IGA, Section 1.2). This consideration would include:
 - Reviewing Service Area Maps and the distribution formula, and recommending any amendments to this Agreement necessary to adjust for such changes. (Library District IGA, Section 3.4)

Library District Bylaws

ARTICLE I. NAME

This organization shall be known as the Library District Advisory Committee (LDAC).

<u>ARTICLE II. PURPOSE</u>

As the recognized advisory board to the Clackamas County Library District Board the LDAC adopts the following purposes consistent with the policies and procedures of Clackamas County and/or the District for Advisory Committees: (IGA Section 1.2)

Section 1. To consider the evaluation reports of district libraries. (Section 2.3)

Section 2. To consider any proposed changes to the Intergovernmental Agreement (IGA) establishing the District between the County and member Cities. (Section 3.3)

Section 3. To consider any impact of the annexation or withdrawal of territory from the District. (Section 3.4 and 3.5)

Section 4. After consideration of changes to the District, to review service area maps and the distribution formula and to recommend any amendments to the IGA adjusting to such changes.

Section 5. To determine whether a newly-incorporated city qualifies as a service provider and to what extent the formula should be adjusted to allow for a distribution to such new service provider.

ARTICLE III. MEMBERSHIP

Section 1. The voting membership of LDAC shall consist of one representative or alternate nominated by the Library Service Provider and appointed by the District Board. The term of office shall be determined by the Provider.

Section 2. Non-voting participants may include the Network Manager and the chair of the Director's Group (DG) who act as liaisons. Non-voting participants may not hold office and may be excluded from executive session of the LDAC.

Section 3. Three consecutive unexcused absences by a Library Service Provider representative from regularly scheduled LDAC meetings will result in a request to that jurisdiction to appoint a new representative and alternate.

ARTICLE IV. OFFICERS

Section 1. The elected officers of LDAC shall be a Chair and Vice Chair who shall be voting members of LDAC. Secretarial support shall be provided by the Network Manager's staff.

- Local Library Boards
- Library District Board (BCC)
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 Committee





Library District Governance

Library District Advisory Committee (LDAC) (2/4)

Duties (cont.)

- Recommending whether a newlyincorporated city qualifies as a service provider and to what extent the distribution formula should be adjusted to allow for a distribution to such new service provider. (Library District IGA, Section 3.5)
- Discuss any noncompliance or breach of the Library District IGA. (Library District IGA, Section 4.14)
- In the case of noncompliance or breach, encourage efforts towards compliance. (Library District IGA, Section 4.14)
- In the case of continued noncompliance or breach, recommend amendments to create incentives for compliance. (Library District IGA, Section 4.14)
- To consider and make recommendations on matters at the request of the Library District Board, including matters which may be beyond the defined scope of LDAC bylaws.

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Library District Governance

Library District Advisory Committee (LDAC) (3/4)

LDAC Bylaws

- The term of office for an LDAC representative is determined by the City. Cities may also nominate an alternate. (LDAC Bylaws, Article III, Section 1)
- Non-voting members may include the Manager of the Library Network Office and the Chair of the LINCC Directors Group, who act as liaisons, may not hold office, and may be excluded from Executive Session. (LDAC Bylaws, Article III, Section 2)
- The LDAC shall have an elected Chair and Vice Chair. Officers shall serve for one year, or until successors are elected. *(LDAC Bylaws, Article IV, Sections 1 and 3)*
- The office of Chair shall rotate among Library Cities. (LDAC Bylaws, Article V, Section 2)
- LDAC shall meet at least annually, and may establish a meeting schedule to meet the Committee's needs. (LDAC Bylaws, Article VI, Sections 1 and 2)
- The District Board shall be invited to attend at least one meeting annually. (LDAC Bylaws, Article VI, Section 3)

Library District Bylaws

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Library District Governance

Library District Advisory Committee (LDAC) (4/4)

LDAC Bylaws (cont.)

- The Library Network Manager assists the Chair with agenda preparation, and provides staff secretarial support. (LDAC Bylaws, Article IV, Sections 1 and 2)
- LDAC bylaws are subordinate to, and intended to implement, the provisions of Ballot Measure 3-310 and the Library District IGA.

Library District Bylaws

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 Committee





Library District Governance

Library District Budget Committee

The Library District Budget Committee reviews and approves the budget of the Library District, consisting of the tax revenues expected to be received and distributions expected to be made during the upcoming fiscal year.

The Library District Budget Committee does <u>not</u> have any role or responsibility in creating or evaluating individual Library budgets, or monitoring use of District funds once they are disbursed to library cities. These functions are the responsibilities of each Library City.

Composition

The Library District Budget Committee consists of the members of the District Board and an equal number of citizens.

Role and Responsibilities

- The budget committee meets publicly to review the budget document as proposed by the budget officer (Clackamas County Administrator).
- The committee receives the proposed budget and budget message, and holds at least one meeting in which the public may ask questions about and comment on the budget.
- The committee approves the budget, and specifies the rate per \$1,000 of assessed value that will be certified to the Assessor.
- The Library District Board (BCC) is responsible for adopting the budget approved by the Library District Budget Committee.

	CLACKAMAS
	LIBRARY SERVICE DISTRICT OF CLACKAMAS COUNTY BUDGET COMMITTEE GENERAL AGENDA Fiscal Year 2015/2016 June 1, 2015
1.	Call to order – Commissioner Ludlow
2.	Election of Chair and Secretary
3.	Presentation of budget message and budget document
4.	Open public hearing and receive public testimony
5.	Close public hearing
6.	Deliberation
7.	Motion to approve budget and impose permanent tax rate
8.	Vote
9.	Other business
10.	Adjourn
Motio	n to approve the budget:
	e to approve the 2015/2016 budget in the amount of \$17,824,503 for the Clackamas
Count	y Library Service District as presented (or amended) and impose the district's num permanent tax rate of .3974 dollars per \$1,000 of assessed value within district

- Local Library Boards
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