

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date: 3/6/18 **Approx. Start Time:** 3:00 pm **Approx. Length:** 45 minutes

Presentation Title: Library Task Force

Department: Business and Community Services (BCS)

Presenters: Laura Zentner, BCS Interim Director
Greg Williams, BCS Library Network Manager

Other Invitees: Mitzi Olson, BCS Oak Lodge Library Manager
Jeffrey Munns, County Counsel

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

BCS is requesting approval to form two Library Task Forces to comply with the Settlement Agreement reached with the City of Gladstone in October 2017 (Task Force Proposal Summary attached).

We are also seeking approval regarding the composition of the Settlement Agreement Implementation Task Force as identified in the attachment. This concept was presented at the February 26, 2018 Library District Advisory Committee (LDAC) meeting and received strong support from both citizen committee members and LINCC Library Directors.

EXECUTIVE SUMMARY:

Background: In August 2016, the City of Gladstone filed suit against Clackamas County for breach of contract stemming from an Intergovernmental Agreement (IGA) between the parties for the construction of a library within the City of Gladstone. After extensive settlement discussions, on October 16, 2017, the County and the City of Gladstone entered into a settlement agreement (the Settlement). As part of the Settlement, the BCC agreed to undertake good faith efforts to implement certain changes (to the Master Order and Master IGA) to support a jointly operated two library service approach for the Oak Lodge and Gladstone service areas, including construction of two new libraries to serve those areas. An amendment to the Settlement was agreed to with the City of Gladstone and approved by the Board on February 15, 2018 to extend the timeline for the County to complete any necessary changes and to refer any required measures to the voters by December 31, 2018.

The County has been working over the past couple of months to implement the terms of the Settlement Agreement. During that process, certain changes to the Library District Master Order have been proposed and discussed. These discussions have resulted in multiple stakeholders articulating numerous concerns about these proposed changes. In order to address the concerns, the Board requested the formation of a task force to make recommendations on how best to proceed with implementing the Settlement Agreement.

Based on the nature and scope of various issues that have been identified, we are proposing the establishment of two separate task forces:

- **Settlement Agreement Implementation Task Force** – this smaller group of technical experts would be tasked with identifying narrow Master Order and/or IGA changes needed to implement the settlement agreement and to clear the way for construction of new library facilities for the Gladstone and Oak Lodge service areas. LDAC supports the proposed composition of this task force.
- **Library District Task Force** – this larger group of library stakeholders would be tasked 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. The exact composition and charges of this task force are still being determined.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? YES NO

What is the cost? \$ N/A

What is the funding source? N/A

STRATEGIC PLAN ALIGNMENT:

- How does this item align with your Department’s Strategic Business Plan goals?
 - Build public trust through good government
- How does this item align with the County’s Performance Clackamas goals?
 - Build a strong infrastructure
 - Ensure safe, healthy and secure communities

LEGAL/POLICY REQUIREMENTS: Settlement Agreement requires that the County undertake good faith efforts to implement certain changes (to the Master Order and Master IGA) to support a jointly operated two library service approach for the Oak Lodge and Gladstone service areas, including construction of two new libraries to serve those areas.

PUBLIC/GOVERNMENTAL PARTICIPATION:

If the recommendation to have two task forces, and the composition of the Settlement Agreement Implementation Task Force is approved, representatives from County Administration, Clackamas County Commissioners, Business and Community Services, County Counsel, PGA, LDAC, the Oak Lodge Library, and the City of Gladstone will participate on the Settlement Agreement Implementation Task Force.

OPTIONS:

1. Approve the proposal to have two task forces, including the proposed composition of the Settlement Agreement Implementation Task Force.
2. Provide alternative direction.

RECOMMENDATION:

We respectfully request the Board approve the establishment of two separate task forces as well as the composition on the Settlement Agreement Implementation Task Force.

ATTACHMENTS:

1. Proposal Summary – Two Library Task Forces
2. 1/19/2018 Letter from LINCC Library Directors to Library District Advisory Committee

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

PROPOSAL SUMMARY – TWO LIBRARY TASK FORCES

In order to address the various issues that have been identified and articulated in recent discussions related to the Library District, we propose the establishment of two separate task forces.

- **Settlement Agreement Implementation Task Force** – this smaller group of technical experts would focus on identifying any changes to the Library District Master Order and/or Library District Master IGA needed to implement the Settlement Agreement and facilitate the construction of new library facilities for the Gladstone and Oak Lodge service areas.
- **Library District Task Force** – this larger group of library stakeholders would be tasked with examining a wider variety of issues faced by the District, including (but not limited to) sufficiency and sustainability of library funding, permissible uses of District funds, and evaluation of District-wide service levels and service standards.

Some of the key differences between each Task Force are noted in the table below.

	Settlement Agreement Implementation Task Force	Library District Task Force
Scope of work	Narrow, focused on identifying only those changes to the Master Order and/or Master IGA necessary to implement the Settlement Agreement.	Broad, focusing on issues related to Library District funding, governance, and service provision. These issues may include (but are not limited to) the sufficiency and sustainability of current Library District funding, permissible uses of District funds, and evaluation of District-wide service levels and standards.
Deliverables	Recommending specific wording changes for Library District Master Order and/or Library District Master IGA.	Recommending changes to the Library District Master Order and/or Library District IGA, or recommending other actions necessary to ensure sustainable and sufficient funding, and to ensure District-wide delivery of essential library services.
Composition	A smaller group (approx.. 12 members) of key technical experts and stakeholders from Gladstone and Clackamas County.	A larger group (approx.. 15 - 24 members) with representatives from all Library Cities/Service Providers, drawn from multiple stakeholder groups (City Managers, Library Directors, Elected Officials, Library Boards, LDAC, County staff).
Meetings	At least monthly, with meetings occurring in a single location.	Monthly or bi-monthly, with meetings potentially occurring

		in different locations around the Library District.
Task Force Duration	4-5 months (with any Master Order recommendations being made by the end of June).	12 – 18 months.

TASK FORCE #1 - SETTLEMENT AGREEMENT IMPLEMENTATION TASK FORCE

The Settlement Agreement Implementation Task Force would be a smaller task force consisting of subject matter experts and citizen stakeholders from the County and the City of Gladstone. This group will focus solely on the technical details of making necessary changes (if any) to the Library District Master Order and/or Library District IGA to implement the Settlement Agreement and facilitate construction of two new library buildings for the Gladstone and Oak Lodge service areas.

As the Settlement Agreement Implementation Task Force’s work progresses, updates will be provided to the Library District Advisory Committee (LDAC).

Scope of work/deliverables

The Settlement Agreement Implementation Task Force will have two mandates:

- 1) Determine the minimum changes necessary (if any) to the Library District Master Order to implement the Settlement Agreement.
- 2) Determine the minimum changes necessary to the Library District Master IGA to implement the Settlement Agreement.

When the Task Force has completed their work and produced recommended changes, the County Administrator will take the lead in presenting the group’s recommendations to City Managers.

After review and vetting, it is anticipated the City Managers would then work with their City Councils to adopt the proposed changes to the Master IGA.

We recommend that the first issue to be addressed by this Task Force is to investigate and review any/all alternatives to amending the Library District Master Order as part of Settlement Agreement implementation.

Composition

We suggest the following people be included on the Settlement Agreement Implementation Task Force:

- Don Krupp, County Administrator (or representative)
- Paul Savas, Clackamas County Commissioner
- Laura Zentner, Interim Director, Business and Community Services
- Stephen Madkour, Clackamas County Counsel (or representative)
- PGA Representative

- Jacque Betz, Gladstone City Manager
- City of Gladstone Legal Counsel
- Mitzi Olson, Oak Lodge Library Manager
- Grover Bornefeld, Oak Lodge LDAC Representative
- Lauren Gunderson, Interim Gladstone Library Director
- Natalie Smith, Gladstone LDAC Representative
- Kathleen Draine, Citizen Representative

LDAC supported this suggested composition at the 2/26/18 LDAC meeting.

Meeting Frequency / Duration

We suggest the Settlement Agreement Implementation Task Force meet at least monthly. It is hoped that this group, with its narrow focus, would be able to conduct its business in 4-5 months, with any recommendations on needed Master Order changes being completed by the end of June to allow time for possible remonstrance.

TASK FORCE #2 - LIBRARY DISTRICT TASK FORCE

The Library District Task Force would be a larger group consisting of representatives from each Library City/Service Provider, drawn from a range of stakeholder groups. This group would address a wider variety of issues and concerns that have been articulated by different stakeholders, including those identified as key concerns by District Library Directors in a January 19, 2018 letter to LDAC (attached). These issues could include (but are not limited to) the current state of Library funding throughout the Library District, permissible use of District funds, longer-term sufficiency and sustainability of Library District funding, and District service levels and service standards.

Scope of work/deliverables

We anticipate this group would produce recommendations for changes to the Library District Master Order and/or Library District IGA, as well as other solutions or activities, which would address some of the issues identified above.

At this point, we are still working with stakeholders to collect feedback and refine the specific areas/issues to be addressed; we anticipate returning to the BCC at a later date with a more detailed outline of this Task Force's scope of work.

We anticipate that this group will be doing a significant amount of outreach, research, data gathering, and analysis. The group will also likely require the assistance of trained/professional facilitators. We recommend that the County be prepared to offer some financial and staff support for this group's work.

Composition

The Library District Task Force will consist of a larger group (~15-25 members), drawn from various stakeholder groups. Several configurations have been suggested (including recommendations made by LDAC) and are under review.

Even though the exact composition has not yet been determined, we do anticipate the Library District Task Force will be assembled with the following guidelines in mind:

- Task Force membership will be drawn from a variety of stakeholders, including City Managers, elected officials, Library Directors, Library Board Members, and LDAC members.
- Each City/Library Service Provider will be represented.
- Meetings will be open to the public.
- Subcommittees will be formed and will be assigned work in subcommittee members' areas of expertise; for example, the Library Directors on the Library District Task Force may be responsible for consulting with their District colleagues to gather and present information related to professional library standards.
- Technical and other staff support will be provided by the County.

Meeting Frequency / Duration

The Library District Task Force would meet on a regular basis (possibly monthly or bi-monthly) for 12-18 months, with subcommittee meetings and/or research activities occurring in between regular meetings.

This group may consider holding meetings or outreach/listening sessions in each Library District service area.

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.