



*Library Work Group
Regular Meeting Agenda
Wednesday, May 4, 2022 ~ 5:00 pm
Keizer City Hall*

- 1. Call to Order**
- 2. Election of Chair/Vice Chair**
- 3. Appearance of Interested Citizens**
- 4. Framework for Review of the Public Library Question**
- 5. Determination of Next Meetings** – Available days:
 - First and Fourth Thursdays
 - Fourth Tuesdays
 - Possibly some Wednesdays (TBD)
- 6. Other Business**
- 7. Adjourn**

Next Meeting - TBD

Americans with Disabilities Act (ADA) Notice

The City of Keizer is committed to providing equal access to all public meetings and information per the requirements of the ADA and Oregon Revised Statutes (ORS). The Keizer Civic Center is wheelchair accessible; if you require any service that furthers inclusivity to participate, please contact the Office of the City Recorder at least 48 hours prior to the meeting by email at davist@keizer.org or phone at 503-390-3700 or 503-856-3412.

MEETING: May 4, 2022

TO: KEIZER LIBRARY WORK GROUP

FROM: E. SHANNON JOHNSON, CITY ATTORNEY

**SUBJECT: FRAMEWORK FOR REVIEW
OF THE PUBLIC LIBRARY QUESTION**

This staff report is to assist the Keizer Library Work Group in working through the various issues in order to provide comprehensive and timely recommendations to the City Council.

The Keizer Community Library (KCL) has submitted a proposal for the City in which the City contracts with KCL for three years to operate a public library on behalf of the City. The proposal is the City would pay \$125,000 per year and at the conclusion of that time the City would establish permanent funding. Copies of the proposal and fact sheet are attached.

There are several issues to review: estimates of expenses, how a possible contract between KCL and the City would be structured, what types of services will be provided, and how ongoing expenses will be funded after the three year period, as well as the ultimate question of whether the Work Group wants to recommend moving forward with the proposal. Although the federal ARPA funds could pay for the initial three-year period, the City will have to come up with other funds after that. The Finance Director has clearly indicated that the library needs to have a new source of funding or there would be a reduction in service levels within the General Fund departments/ programs.

Therefore, if the City wants to move forward with the public library, it is very likely that a new funding source will need to be identified.

At the outset, the Work Group (and the Council) should consider the matter carefully and not be driven towards a hasty decision. The Finance Director has indicated that though the library proposal funding is not in the 2022-23 recommended budget, there are sufficient funds in the ARPA contingency line item for funding in the future.

The only real timing problem is if the Council wishes to place the matter on the November 2022 ballot. If that is the case, then the calendar has to be a bit tighter.

Given that there may be timing issues depending on the funding source, it may be appropriate to approach the questions in an order that may seem counterintuitive. It may be more efficient to determine the hypothetical funding question before details of the proposal are reviewed. In other words, assuming the library proposal is acceptable once all details are worked through, how should it be funded? With that in mind, the following is a suggested

framework for the Work Group to process for a preliminary recommendation to the City Council:

1. If the Work Group recommends establishing a permanent public library, what would be the recommended funding source? Here are the likely options:

- A. Reduction in funding in other departments/programs.
- B. Creation of a Library District.
- C. Addition of a fee on the utility bill.
- D. Referral of a serial levy to the voters.

Option A has already been addressed and obviously results in reductions to General Fund services. Option B (Library District) is more complicated than the other options, but has the advantage of a permanent tax base. The disadvantage is that it is not under City control; a separate board must be elected and it operates as a totally independent governmental jurisdiction like the fire district. It would seem to be inefficient to create a special district for this size of program.

Option C (Utility Fee) is a known quantity, as the City has had the police and parks fees on the utility bill for several years now. The amount of the fee could be set as a maximum with a maximum annual escalator provision.

Option D (Serial Levy) would require a vote of the people. It would provide property tax funding for up to five years, then it would have to go back to the voters every five years. The disadvantage of this method is the uncertainty of permanent funding because of the repeated requirement of going back to the voters.

If the Work Group preliminarily chooses Option A, then you would jump to Step 4 below. If the Work Group chooses Option B (Library District), then additional information would need to be gathered before proceeding to the next steps. As mentioned previously, the creation of a library district is more complicated than the other options and further review would be required. If the Work Group chooses Option C (Utility Fee), then you should go to Step 2. If the Work Group chooses Option D (Serial levy), then you should go to Step 3.

2. Assuming the Work Group recommends the creation of a public library, AND chooses Option C (Utility Fee), would the Work Group recommend sending the question to the voters?

Unlike the Library District or the Serial Levy options, the Utility Fee option is not required to be sent to the voters. However, the City Council could choose to refer the issue to the voters.

If the Work Group recommends sending the question to the voters, then you should go to Step 3 below. If the Work Group recommends having the Council determine the question, then you should go to Step 4 below.

3. If the Work Group decides to recommend the creation of a permanent public library AND the Work Group recommends either sending a Serial Levy or Utility Fee question to the voters, which election would you recommend it be placed on?

The most obvious date would be the November 2022 election. There is time to put either a Utility Fee or Serial Levy question on the November ballot. However, you may want to consider whether additional time to educate the voters would be helpful. The topic is in some respects not easy to grasp. Additional time to make the case to the voters could be appropriate. The disadvantage of waiting would be that the City would have to pay the cost of the election unless you waited until 2024. However, the Council could choose to start the three-year initial program in the interim.

4. How should the City deal with the KCL three-year proposal? The Work Group should consider whether commitment for the three years should occur prior to an election, if one is to take place. If there is to be no election, then a decision should be made on whether permanent funding needs to be established by the Council prior to entering into the preliminary agreement. In other words, establishing a public library for only three years may be misleading to the public if at the end of that time, there is no permanent funding available.

This issue would probably be moot if a decision is made to place the issue on the November 2022 ballot. In that case, since November is relatively soon, the commitment could wait until after the election.

The Work Group has a wide latitude as to the questions it reviews and when and how it makes recommendations to the Council. I would suggest that the Work Group make an intermediate decision soon on whether the matter should be placed on the ballot, and in what form and which election. The Council could preliminarily decide that matter which then drives the calendar. The Work Group would then continue to work on the details of the proposal.

RECOMMENDATION:

As a threshold matter, the Work Group should decide if they wish to use the suggested framework above, or some other method. You should then work through the analysis. I would suggest you then add questions that you would like to have staff or others review for the next meeting.

Please contact me if you have any questions. Thank you.



Keizer Community Library

A PROPOSAL:

TO PROVIDE PUBLIC LIBRARY SERVICES AND SUPPORT TO THE CITY OF KEIZER

Keizer Community Library, a 501(c)(3), proposes to provide public library services and support to the residents of Keizer through a contract with the City of Keizer.

Under this contract, Keizer Community Library agrees to:

- Actively seek public library status from Oregon State Library in order to expand grant and other funding opportunities that support library services within the city.
- Actively seek membership in Chemeketa Cooperative Regional Library Services (CCRLS) which will expand the scope of library services available to Keizer residents.
- Employ a full-time qualified librarian to manage the day-to-day operations and programs of Keizer Community Library.
- Employ a part-time library assistant to support the daily operations of the library.
- Maintain an active, viable pool of well-trained library volunteers to staff the library and deliver programs.
- Continue to actively fund raise to support and sustain a variety of library programs.
- Develop collaborative summer reading programs with, and outreach to, the city's Salem-Keizer schools in an effort to improve student achievement standards.
- Provide monthly programs and activities that expand cultural and diversity awareness within the Keizer community.
- Provide outreach and library support to retirement villages within the city limits of Keizer.
- Develop and maintain on-going partnerships with business leaders and service organizations.

Keizer Community Library will provide these services for an annual fee of \$125,000, including rent, during the initial three-year contract. At a minimum, an initial three-year contract is required to support Keizer Community Library's effort to become a designated public library and attain membership in CCRLS, while continued city support will be necessary to maintain public library status.



Keizer Community Library

Funding Request from the City of Keizer

Personnel					\$ 99,097
	<u>Hourly wage</u>	<u>Salary</u>	<u>*Benefits</u>	<u>Total</u>	
Library Director – 1.0	\$35 x 2080 hrs	\$72,800	\$8,809	\$81,609	
Library Assistant - .5	\$15 x 1040 hrs	\$15,600	\$1,888	\$17,488	
Operating Expenses					\$ 11,500
Collection Development					\$ 4,403
Rent					\$ 10,000
Total funding requested					\$ 125,000

*Benefit costs include Social Security, Medicare and Worker's Comp



KEIZER COMMUNITY LIBRARY PROPOSAL FACT SHEET

The Keizer Community Library is proud of its volunteer heritage. The library will continue to depend primarily on volunteers, but a library that meets community needs cannot be sustained much longer solely through volunteer efforts.

- For the first time in our 30-year history, we have **contracted with a half-time library manager** to oversee the daily operations of the library.
- Working with teachers, we have begun to develop a **cooperative summer reading program** with Keizer Elementary schools to help address low reading, comprehension and math deficits among Keizer elementary school students, critical skills students will need to be successful in life.
- The **number of library cardholders and books circulating** has increased.
- The library has a **full 15-member Board that more fully represents the entire Keizer community**, including neighborhood and Latino Action Committee representatives.

Partnering with the City of Keizer to provide public library services would allow us to:

- **Hire a professional librarian** to manage the operations of the library.
- Meet the final of ten Oregon Revised Statute's requirements to become a **public library**.
- Meet the **Chemeketa Cooperative Regional Library Service's membership** standards and access the cooperative's resources to support the growing demands of Keizer residents.
- Access **federal and other funding opportunities** only available to public libraries.

Funding

- The **FY 2022 operating budget is \$53,000, our highest in history**. This funding comes from accumulated reserves and cannot be sustained through grants and donations in the long term.
- **\$125,000 from the city** will be used to cover the cost of a full-time librarian, a half-time library assistant, the library's lease, and very basic operating expenses.
- **With public library status and full CCRLS membership**, the library will qualify to receive formula-based reimbursements from CCRLS, potentially in the amount of approximately **\$75,000 annually**. Fundraising, grants and book sale revenue will be added to this amount by the library.
- These additional funds will be used to provide **programs, community outreach, equipment, and professionally selected books and media**. The current library collection has been developed using random donations of books and media.
- \$125,000 amounts to **\$3.17 per capita**, the second lowest rate in the state.
(See attached *Per Capita rate sheet*)

TIMELINE FOR FULL IMPLEMENTATION:

July 2022 – Adopt Memo of Understanding with City of Keizer and receive first year's funding

Fall 2022 – Receive Public Library designation from the State Library

Fall 2022 – apply for CCRLS membership

Before the end of 2022 – hire full time librarian

Frequently Asked Questions section goes here:

- **What are the hidden costs?**

There are NO hidden costs. The library will contract with the City as outlined in its proposal. That's it.

- **Is this the same proposal that was under discussion 10 or 15 years ago?**

NO. The library will continue to be a non-profit, volunteer-focused organization that operates independently of other public libraries. Requirements for public library status and CCRLS membership are clearly understood by the library's Board of Directors.

- **Which organizations have regulatory authority over public library formation and operations?**

Only the State Library of Oregon is charged with verifying compliance with the Oregon Revised Statutes that define a public library. No other agency or organization, including Oregon Library Association (OLA), has regulatory authority.

(See attachment of *Minimum Conditions for Public Libraries in Oregon*)

- **Is it possible for the library to meet the required OLA/PLD Standards required for CCRLS membership?**

CCRLS requires that any library wanting to become a member meet a *preponderance* of the OLA/PLD Standards. Keizer Community Library will be able to meet 97% of these standards and achieve full membership immediately.

- **Will any organization tell the library which or how many books they have to buy?**

NO. The library will make those decisions independently. There are no requirements.

- **Will we have to move to a larger facility to qualify as a public library or CCRLS member?**

NO. While a larger space is recommended, there is no requirement to move the library to a larger location.

- **Where will the funding come from after the three-year allocation of ARPA funds?**

The library looks forward to working with the City of Keizer to identify future funding sources so that public library services that are key to our community's wellbeing will continue permanently.

- **Will City costs rise dramatically after the three-year allocation of ARPA funds?**

NO. The only increase in costs will continue to be the addition of a COLA for staffing at the same level provided to city staff.

Library name	Population served	Revenue Per Capita	City Revenue or * District Revenue
KEIZER COMMUNITY LIBRARY	39,737	\$3.17	\$125,000
CCRLS LIBRARIES, SMALLEST TO LARGEST			
LYONS PUBLIC LIBRARY	1,200	\$45.83	\$55,000
AMITY PUBLIC LIBRARY	1,670	\$0.90	\$1,500
WILLAMINA PUBLIC LIBRARY	2,250	\$27.19	\$61,182
MARY GILKEY (DAYTON) PUBLIC LIBRARY	2,740	\$29.94	\$82,026
JEFFERSON PUBLIC LIBRARY	3,265	\$29.71	\$96,991
MT. ANGEL PUBLIC LIBRARY	3,465	\$43.89	\$152,079
SHERIDAN PUBLIC LIBRARY	6,205	\$35.09	\$217,739
STAYTON PUBLIC LIBRARY	7,870	\$49.44	\$389,069
INDEPENDENCE PUBLIC LIBRARY	9,530	\$42.11	\$401,321
MONMOUTH PUBLIC LIBRARY	9,920	\$61.32	\$608,349
DALLAS PUBLIC LIBRARY	16,260	\$33.39	\$542,965
*SILVER FALLS LIBRARY DISTRICT	20,606	\$49.28	\$1,015,508
NEWBERG PUBLIC LIBRARY	24,045	\$72.21	\$1,736,235
WOODBURN PUBLIC LIBRARY	25,135	\$39.18	\$984,860
MCMINNVILLE PUBLIC LIBRARY	33,930	\$44.46	\$1,508,464
SALEM PUBLIC LIBRARY	167,400	\$26.84	\$4,492,947
LIBRARIES IN FIVE NEXT SMALLER CITIES BELOW KEIZER			
MCMINNVILLE PUBLIC LIBRARY	33,930	\$44.46	\$1,508,464
SANDY PUBLIC LIBRARY	33,335	\$5.08	\$169,500
TUALATIN PUBLIC LIBRARY	32,814	\$18.56	\$609,076
WEST LINN PUBLIC LIBRARY	30,213	\$34.16	\$1,032,143
FOREST GROVE CITY LIBRARY	29,987	\$10.75	\$322,288

<https://www.oregon.gov/library/libraries/Documents/PLS/FINAL-OregonPLStats-2019-20.xlsx>

* Silver Falls is a library district that receives no city revenue.

For Public Libraries Serving Communities 2,000 or More

Does KCL currently meet this requirement?	Minimum Conditions for Public Libraries in Oregon
NO	1. Have at least one-half (50%) of its operational support from public funds
YES	2. Be open to the public a minimum of 20 hours per week
YES	3. Provide a collection comprising of books, media, or electronic resources
YES	4. Offer at least one free public access computer with internet access
YES	5. Offer free public wireless internet access (wi-fi)
YES	6. Provide a website that enables local library users to access State Library of Oregon resources and services available to all Oregon residents:
YES	7. Dedicate at least .50 full-time equivalent (FTE) paid staff time exclusively to library functions
YES	8. Have basic policies in place and accessible online for collection management, circulation and patron confidentiality that incorporates relevant American Library Association (ALA) professional ethical codes, rules, and guidelines. .
YES	9. Provide basic services for reference and youth services
Not required until KCL is a public library	10. Complete the annual statistical report as required under ORS 357.520 and OR 543-010-0035.

<https://libguides.osl.state.or.us/minconpublibs/2000more>

<https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=262857>