

### Fall, 2017 Cleanup Event Results

# City Council Briefing Canby Disposal Company

March 21, 2018





### Tonight's Agenda

- Results of the September Fall drop off event
  - Recovery and disposal volumes
  - Costs
- Debrief what worked, what we can do better
- Discussion and next steps

### Operating Results of the September Event



Item Description	Measured Result
Number of participating Canby households	742
<ul> <li>Tires (recycled by Les Schwab at no cost to customers)</li> </ul>	181
• Televisions	47
Computer monitors/CPUs	83
<ul> <li>Printers, faxes, stereos, and copiers</li> </ul>	362
Shredded documents	5.43 tons
Scrap metal	6.84 tons
Solid waste	13.97 tons

### Financial Results of the September Event



Labor	\$2,869.62
Vehicles and equipment	2,634.30
Printing, mailing, and marketing	1,459.39
Disposal cost net of recycling revenues	3,319.97
Total	\$ 10,283.28

# Debrief – What Worked, and What We Need to Improve



### What worked:

- Document shredding very popular
- Fair grounds location very popular
- What we need to improve:
  - Traffic control
  - Customer wait times at peak hour (i.e., 11:00 am)
  - Better opportunities to recycle

### **Council Questions & Discussion**





# PRESENTATION TO CITY COUNCIL

March 21st 2018

### **Canby Public Library Board**

Roger Reif, Chair Kathleen Myron Cameron Jones John Smith Linda Warwick

### WHY WE ARE HERE

- Update on changes that are occurring within the Library District and actions of the Library District Advisory Board
- The State of the Canby Public Library
- The duty of the Canby Public Library Board to advise the Canby City Council of concerns. Canby, OR Code of Ordinances § 2.20.020 Governing body. The city's public library as established by § 2.20.010 shall be governed by the City Council. A Library Board shall be appointed to serve in an advisory role to the Council.

### THE LIBRARY DISTRICT

Changes are occurring because of the settlement agreement between Gladstone and the County.

#### Gladstone Settlement and Its Effects on Other Libraries

#### **Timeline**

2008

The district was created and established at a permanent tax rate of \$0.3974 per \$1,000 of assessed value as a means of providing a stable funding source for library services.

- The ballot measure, and reflected in the current Master Order, states district funds are to be used for library operations and services, and not for capital costs.
- The Master IGA outlined the construction of a combined Gladstone and Oak Lodge library.

2010-11

The County distributed a one-time contribution of \$1,000,000 from the County's General Fund to each city.

- The City of Gladstone was given \$2.5 million towards the construction of the combined Gladstone/Oak Lodge Library.
- Gladstone passed a charter requiring voter approval for capital projects costing over \$1 million.
- Voters rejected the library project.
- The city returned the \$2.5 million capital contribution minus the \$1 million spent on the plans for their new library.
- The parties agreed that the County would hold on to the remaining \$1.5 million until an alternative plan was developed.

2014

Gladstone City voters approved a ballot measure for the construction of a 13,000 to 16,000 square ft. library.

- Submitted a capital plan to the County and requested they distribute the remaining 1.5 million.
- The County responded stating the plan was insufficient and decided to terminate the Capital IGA.
- Gladstone sued on the basis of a breach of contract and the County counterclaimed.

2017

The County and the City of Gladstone entered into a settlement agreement.

- The County will build Oak Lodge a library (approximately 19,00 sq. ft.).
- The County will build Gladstone a smaller library (approximately 6,000 sq. ft.).
- Both libraries will be managed and operated by Clackamas County.

2018

Revisions are necessary to the Master Order and to the 2009 Intergovernmental Agreements (IGAs)

Canby and other cities signed to reflect the County/Gladstone settlement agreement.

# Master Order and IGA Changes are the topics of discussion among the BCC and LDAC

- 1. Should the Master Order be opened and allow District funds to be used for capital?
  - Opposing parties claim that doing so changes the vote of the people.
     Measure 3-310 stated funds are to be used for "operations and services".
  - Supporters state:
    - The settlement agreement requires the Master Order to be changed.
    - Capital funds are necessary in order to construct the new Oak Lodge and Gladstone libraries. Currently their facilities restrict them from upholding the threshold service levels required by the IGA.
    - Oregon City, Happy Valley, Estacada and Sandy already used District funds for capital improvements.
- 2. What changes are necessary in the Intergovernmental Agreements (IGAs) with cities?
- 3. District funds are no longer enough to sustain some of our city libraries. Canby is the first library that can no longer sustain its current service level with only District money.

#### History

### **Master Order**

(Reflected from Ballot Measure 3-310 – Authorization of a permanently funded countywide Library Service District)

- To provide a <u>dedicated stable funding source</u> for the support of library services.
- 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

#### History

### 3-310 - 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 <u>"shall be spent on library operations and services".</u>
- Allow libraries to make basic repairs and library improvements.
- 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 County Board of Commissioners, who would be advised by an independent citizen committee representing each library in the District, the Library District Advisory Board (LDAC). A designated member of each city's library board would represent their library on this committee.

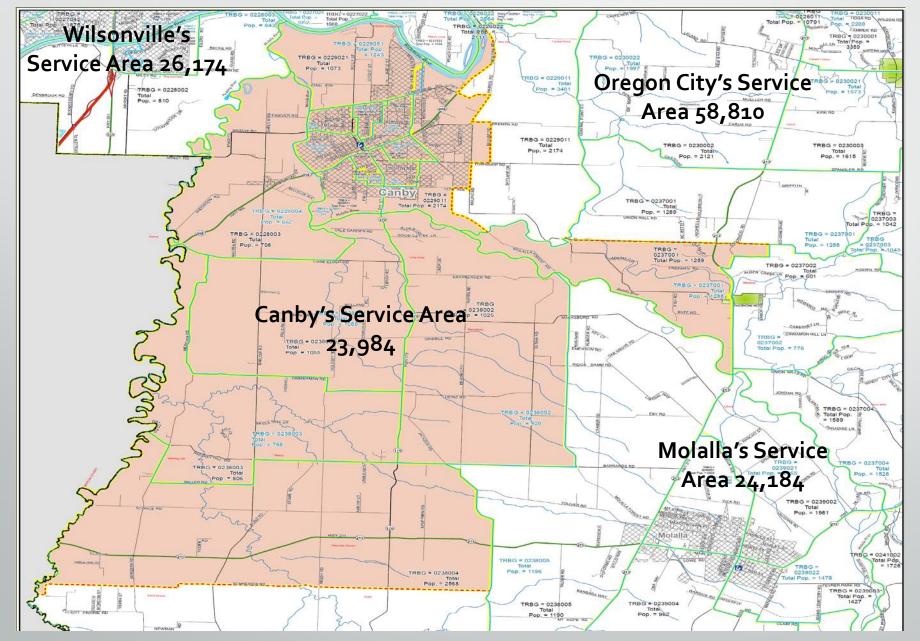
### What's agreed to in the IGAs?

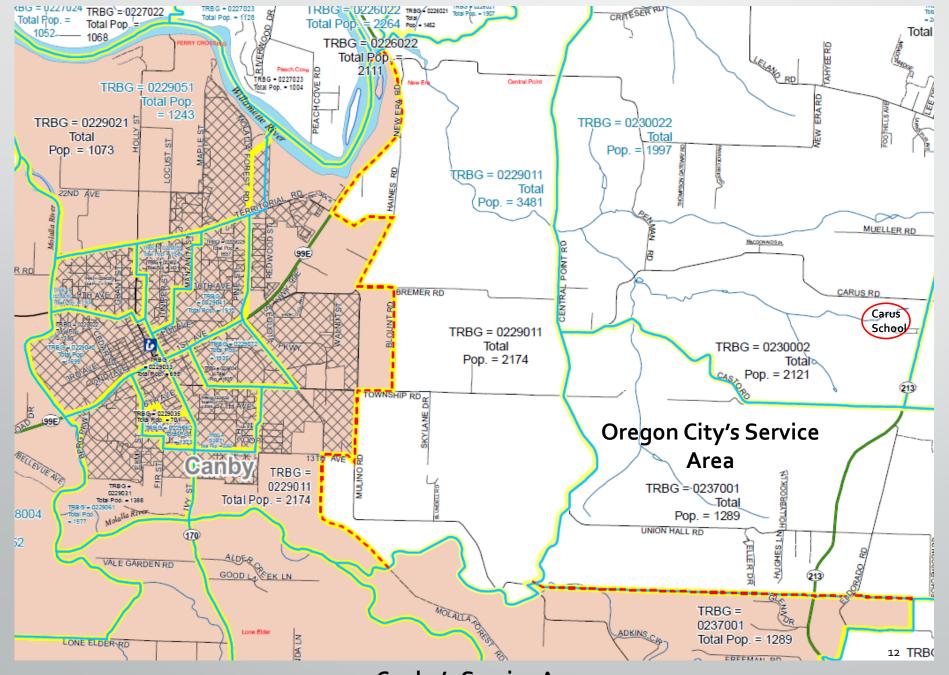
- How the Library District will be funded
- How the funds will be used
- How it will be governed
- The delegation of authority:
  - What the County can do
  - What cities can do
- Service Standards (Appendix "C")

### **Library District Funding**

- Permanent tax rate of \$0.3974 per 1,000 of assessed value. (Section 1 -1.4) Libraries receive funds from the residents of their service areas. City residents and residents of their unincorporated area pay the same tax rate.
- Funds are distributed to Library Cities per a formula defined in the IGA (Attachment A). (Revenues are based on the assessed value of homes and their population within a service area. Example: A \$800,000 home in LO may be a \$400,000 home in Canby)
- Use of Funds (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)
- Use of Funds (City Obligations)
  - "Cities will use District revenue to provide public library service" (*Library District IGA, Section* 2.1)
  - 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)

Canby's Service Area...





Canby's Service Area

If/when the IGA is amended, Canby needs to pursue a change in our recognized official service area boundary to more accurately reflect our actual area of service. This would result in Canby receiving additional District revenues in an amount more realistically proportionate to those we provide services.

#### IGA - Section 3

3.3 <u>Amendment</u>. Except as specifically provided in Section 4.14, this agreement may be amended at any time upon the agreement of the District and two-thirds of the Library Cities; *provided*, *however*, that any amendment that would amend that portion of the Formula providing for the return of one hundred percent (100%) of revenue collected within a City service provider's boundaries to such City service provider shall require the unanimous consent of all Cities serving on the District Advisory Committee.

The IGA states a City must receive 100% of the revenue collected within a City's service boundary. Does not say you cannot revisit the boundaries. To change the boundaries would require a 2/3 vote.

### Library District Funding (Continued)

#### Use of Funds (City Obligations)

"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 service and/or the operation of a public library." Library District IGA, Section 2.1)

Library name	City Revenue	District Revenue	Allocated Costs	% of Allocated Costs from District Revenue**
Canby Public Library	\$0	\$818,849	157,105	19%
Happy Valley Public Library	\$0	\$2,520,489	389,600	15%
Clackamas County Library	\$0	\$1,281,501	134,342	10%
Molalla Public Library	\$0	\$839,950	71,000	8%
Estacada Public Library	\$10,000	\$724,452	20,000	1%
Gladstone Public Library	\$44,025	\$693,196	NR	0%
Lake Oswego Public Library	\$2,258,422	\$2,775,925	611,000	0%
Ledding Library	\$797,410	\$1,610,721	720,000	0%
Oregon City Public Library	\$200,000	\$2,110,002	5,000	0%
Sandy Public Library	\$143,396	\$1,196,102	143,115	0%
West Linn Public Library	\$955,717	\$1,535,350	816,000	0%
Wilsonville Public Library	\$579,182	\$1,142,220	0	0%
AVERAGE	\$415,679	\$1,402,271	\$152,116	5%
MEDIAN	93,711	1,238,802	143,115	0%

Canby's % of allocated costs taken from District Revenue are the highest in the county.

### **Library District Governance**

- Library District Board (Board of County Commissioners)
  - > Adopts a budget and makes appropriations.
  - > Receives city nominations for and makes appointments to LDAC.
  - Ensures compliance with applicable laws, regulations, and contractual obligations.
  - > Can adopt a new order to change the purpose(s) of the District.
- Library District Advisory Committee (LDAC)
  - > Reviews the evaluation reports of participating libraries.
  - Considers any proposed changes to the Library District IGA.
  - Considers any impact of the annexation or withdrawal of territory from the District such as reviewing Service Area maps and the distribution formula and recommending any amendments to the IGA necessary to adjust such changes.
- "The City shall provide for fair representation of served library patrons on the City's library board, including patrons from unincorporated Clackamas County."
  - 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 Operations**

#### **Delegation of Authority**

- "To the extent necessary to insure the legal and effective functioning of the public libraries in 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 part 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).

### Appendix "C" to the IGA – Service Standards Based on 2009 Oregon Library Association (OLA) Standards

#### Newly revised OLA Standards were formed in 2017

#### THRESHOLD SERVICE STANDARDS AS REQUIRED BY THE IGA - Service Population 23,984

Area	Population Served	Requirement	Canby's Requirement	Canby's Actuals
Materials	0-49,999	50,000 items or two items per capita whichever is greater	47,968	57,087 and access to 134,310 e-books
Access	10,000 - 24,000	50 hours	50 hours	58
Staffing	10,000 - 24,000	0.35 FTE/1,000 served. Director has a MLS	8.4	9.5 At the time of the FY16/17 Library State Report, Canby's FTE was 8.45

### MATERIALS (From FY 16/17 State Library Report)

# Amount of money allocated for library materials varies from city to city. Consortium requires a 3 to 1 hold ratio on materials The threshold level of materials in the current IGA does not consider e-books

Library name	Population Served	Total Expenditures on Collection*	Items Added to Collection	Average cost per item	Cost per poulation served
Canby Public Library	23,984	\$98,747	7,847	\$12.58	4.12
Clackamas County Library	31,209	\$113,682	5,805	\$19.58	3.64
Estacada Public Library	18,281	\$57,643	4,357	\$13.23	3.15
Gladstone Public Library	20,856	\$91,910	3,800	\$24.19	4.41
Happy Valley Public Library	55,554	\$243,684	16,117	\$15.12	4.39
Lake Oswego Public Library	42,167	\$391,177	18,639	\$20.99	9.28
Ledding Library	41,216	\$154,377	10,696	\$14.43	3.75
Molalla Public Library	24,184	\$83,965	6,499	\$12.92	3.47
Oregon City Public Library	58,810	\$153,309	8,449	\$18.15	2.61
Sandy Public Library	26,519	\$101,449	5,347	\$18.97	3.83
West Linn Public Library	29,812	\$154,286	9,228	\$16.72	5.18
Wilsonville Public Library	26,174	\$181,166	11,378	\$15.92	6.92
MEDIAN	28,166	\$133,496	\$8,148	\$16.32	3.97
AVERAGE	33,231	\$152,116	\$9,014	\$16.90	4.56

<sup>\*</sup> Includes e-books

### What other department in the city is visited 14 times a year by its users?

Library name	Population Served	Registered Borrowers	Borrowers to Population Served	Average Registered Borrower Visits Per Year	Total Library Hours (typical week)
Canby Public Library	23,984	11,933	50%	14	58
Clackamas County Library	31,209	11,049	35%	10	54
Estacada Public Library	18,281	7,470	41%	10	55
Gladstone Public Library	20,856	7,276	35%	15	57
Happy Valley Public Library	55,554	25,279	46%	12	54
Lake Oswego Public Library	42,167	28,054	67%	10	65
Ledding Library	41,216	21,998	53%	12	66
Molalla Public Library	24,184	8,716	36%	18	59
Oregon City Public Library	58,810	19,169	33%	17	56
Sandy Public Library	26,519	16,517	62%	11	56
West Linn Public Library	29,812	17,872	60%	12	56
Wilsonville Public Library	26,174	18,593	71%	13	61
MEDIAN	28,166	17,195	61%	12	57
AVERAGE	33,231	16,161	49%	13	58

### **STAFFING** (From 16/17 State Library Report)

### Staffing Levels as Compared to Libraries in the District

### For FY 17/18 staffing is now at 9.50 due to reallocation of hours resulting from a retirement.

Library name	Total FTE	Total Staff Expenditure
Molalla Public Library	6.50	\$444,310
Clackamas County Library	6.90	\$482,501
Canby Public Library	8.45	\$650,336
Estacada Public Library	8.58	\$558,691
Gladstone Public Library	8.86	\$515,240
Sandy Public Library	13.48	\$985,719
Oregon City Public Library	14.90	\$1,121,634
Happy Valley Public Library	15.38	\$1,263,162
Wilsonville Public Library	16.46	\$1,391,762
West Linn Public Library	17.08	\$1,429,202
Ledding Library	19.76	\$1,605,934
Lake Oswego Public Library	33.70	\$2,704,488
AVERAG	E 14.17	\$1,096,082
MEDIA	N 14.19	1,053,677

### **Library District Challenges**

- Tax bases and the amount of Library District Revenue differs widely.
- Our libraries regularly work together as a consortium to maximize consistency, efficiency, and patron-focused service across the District. The disparity in funding makes this difficult.
- While the cooperative structure provides significant benefits (shared collections) and the ability to focus on local needs, it is difficult to balance local needs and expectations with considerations of district wide imperatives.
- Library District Revenue of \$0.3974 per 1,00 of assessed value approved by voters in 2008 is not sufficient to maintain service levels throughout the county. The growth of property values has not kept pace with the increases in expenses, especially those related to personnel.

### District Revenue varies widely. (From FY 16/17 State Library Report) Current IGA requires library cooperate... to form standardized rules, procedures, and programs... IGA Section 2 2.3

Except for the increase in personnel expenditures due to PERS, the library's materials budget has remained flat. There is no money to carry over into FY 17/18.

Staffing, and hours of operation will be cut unless alternative resources become available. There are no more cash reserves.

Library name	Total Staff Expenditure	Total Operating Expenditures	Allocated Costs	District Revenue	Total Local Government Revenue	Other Revenue (Grants/ Donatons)	Total library revenue	Total library expenditures
Gladstone Public Library	\$515,240	\$107,255	N/R	\$693,196	\$737,221	\$22,970	\$760,191	\$622,495
Estacada Public Library	\$558,691	\$143,713	20,000	\$724,452	\$734,452	\$43,459	\$777,911	\$722,404
Molalla Public Library	\$444,310	\$201,937	71,000	\$839,950	\$839,950	\$27,560	\$867,510	\$717,247
Canby Public Library	\$650,336	\$275,002	157,105	\$818,849	\$818,849	\$120,498	\$939,347	\$1,082,443
Clackamas County Library	\$482,501	\$306,010	134,342	\$1,281,501	\$1,281,501	\$21,667	\$1,303,168	\$922,853
Sandy Public Library	\$985,719	\$376,194	143,115	\$1,196,102	\$1,339,498	\$223,158	\$1,562,656	\$1,505,028
Wilsonville Public Library	\$1,391,762	\$250,629	0	\$1,142,220	\$1,721,402	\$102,154	\$1,823,556	\$1,647,391
Oregon City Public Library	\$1,121,634	\$626,425	5,000	\$2,110,002	\$2,310,002	\$74,965	\$2,384,967	\$1,753,059
Ledding Library	\$1,605,934	\$906,979	720,000	\$1,610,721	\$2,449,806	\$63,107	\$2,512,913	\$2,512,913
West Linn Public Library	\$1,429,202	\$965,840	816,000	\$1,535,350	\$2,491,067	\$58,261	\$2,549,328	\$2,549,328
Happy Valley Public Library	\$1,263,162	\$582,766	389,600	\$2,520,489	\$2,520,489	\$93,691	\$2,614,180	\$2,235,528
Lake Oswego Public Library	\$2,704,488	\$883,627	611,000	\$2,775,925	\$5,034,347	\$136,397	\$5,170,744	\$4,199,115
AVERAGE	\$1,096,082	\$456,000	\$152,116	\$1,402,271	\$1,817,951	\$69,036	\$1,900,271	\$1,704,198
MEDIAN	1,053,677	341,102	143,115	1,238,802	1,530,450	82,321	1,693,106	1,643,460

### Increasing the tax rate is an option.

	Populat				Tax	
	ion of	Year		Permanent	Imposed in	<b>Libraries Included in</b>
Name of District and County	District	Formed	<b>District Type</b>	Tax Rate	2009-10	the District
Scappoose Library District (Columbia)	11,922	1986	Special	0.25	\$229,810	1
Lincoln County Library District	21,710	1988	Special	0.25	*\$1,141,773	2
Oregon Trail Library District (Morrow)	10,430	1992	Special	0.25	\$274,786	1
Clatskanie Library District (Columbia)	5,925	1985	Special	0.29	\$147,109	1
Umatilla County Special Library District	56,215	1986	Special	0.37	\$1,287,499	11
Fern Ridge Library District (Lane)	12,275	1994	Special	0.38	*\$449,495	1
Benton County Library Service District	86,725	1994	<b>County Service</b>	0.39	\$2,296,087	1
<b>Hood River County Library</b>	21,725	2010	Special	0.39	Not applicable	1
Library Service District of Clackamas Co.	379,845	2008	<b>County Service</b>	0.4	\$13,168,539	11
Chetco Community Public Library (Curry)	13,141	1982	Special	0.43	\$619,689	1
Jefferson County Library	19,003	2000	Special	0.43	\$526,602	1
Lake County Library District	7,600	1990	Special	0.45	\$224,302	1
Klamath County Library Service District	66,350	2000	<b>County Service</b>	0.49	\$2,343,826	1
Port Orford Public Library (Curry)	2,259	1982	Special	0.5	\$107,589	1
Siuslaw Public Library District (Lane)	17,254	1984	Special	0.52	793,182	1
Baker County Public Library	16,450	1986	Special	0.53	*\$871,090	1
Deschutes Public Library System	170,705	1998	Special	0.55	\$9,514,970	1
Ontario Library District (Malheur)	26,430	2008	Special	0.55	\$508,256	1
Silver Falls Library District (Marion)	27,482	1994	Special	0.57	\$622,872	1
Lane Library District (Lane)	8,330	2004	Special	0.59	\$310,270	1
Curry Public Library District (Curry)	4,853	1982	Special	0.66	\$363,995	1
Agness Community Library District (Curry)	127	1992	Special	0.66	\$15,460	1
Wasco County Library District	23,745	2006	<b>County Service</b>	0.68	\$1,086,592	3
Coos County Library Service District	63,065	1992	<b>County Service</b>	0.73	\$3,039,662	9
Langlois Public Library (Curry)	749	1982	Special	0.77	\$62,678	1
				0.4832	AVERAGE	
				0.49	MEDIAN	

### Actions the BCC and LDAC are working on NOW

### The County is setting up two task forces

#### **Small Task Force**

■ To specifically look at narrow changes needed to Master Order/Master IGA to proceed with Gladstone/Oak Lodge.

#### **Larger Task Force**

Look at what changes are necessary in the IGAs (this will affect Canby).

#### **Larger Task Force (Subject Matter Experts)**

#### Long-term sufficiency and sustainability of Library funding

- How does our District compare to similarly-sized Districts?
- What are the expectations of City support vs. District Funding?
- What are our financial needs going forward?
  - Do we go out to voters and, if so, what to ask?
  - Any changes needed to funding formula?

#### Permissible uses of District funds

- Operations vs. Capital
- Allocated charges
- Accountability and oversight
- Measure 3-310 voter intent

#### Service levels

- What service levels should District libraries provide?
- How do we measure? How do we use OLA standards?
- As patron needs evolve, how do we create best environment for libraries to improve services?

#### District complexity/governance

- What should be done locally vs. what's done cooperatively?
- Who has authority to make operational/service decisions that are binding on District libraries?
- What are the roles of various stakeholders (Library Boards, City Councils, LDAC, District Boards...?)
- Do we need to look at service area maps?

### **Library Board's Recommendations**

- 1. Oppose the amendment to include capital expenditures.
- 2. Advocate for LDAC to review the District maps.
- 3. Advocate for LDAC to look at the District formula.
- 4. Maintain our current levels of service.
- 5. Promote the library as a community center.
- 6. Review the current tax rate and request the county to bring us up to the median.

# Thank you!

#### SUB 17-06 and APP 17-03

- PLANNING COMMISSION HEARING on Dec. 11, 2017
   Approved SUB 17-06
- APP 17-03 filed in response
   Appeal based on Statement of Appeal
   Specific concerns
- CITY COUNCIL HEARING on Feb. 21, 2018
   Finds 5 concerns related to Appellant concerns
   --Council voices desire to remand
   --In the moment, Applicant won't waive
- Next <u>CITY COUNCIL MEETING</u> on Mar. 7, 2018
   <u>Before</u> final written findings voted on...
   Applicant waives 120-day decision rights
   Applicant asks for intermediate modification
   --Promises to address specific concerns
   --Planning Commission Hearing 4/23/18
- This <u>CITY COUNCIL MEETING</u> on Mar. 21, 2018
   Written *Interlocutory Order* remanding to
   Planning Commission to consider 5 concerns

<sup>\*\*</sup>SUB 17-06 being modified, APP 17-03 waiting for changes